



THE USE OF OVERTIME IN THE VANCOUVER POLICE DEPARTMENT A PRELIMINARY REPORT

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Table of Contents

Acknowledgements.....	2
Executive Summary	5
The Use of Overtime in the Vancouver Police Department.....	11
Introduction	11
Project Background and Rationale.....	12
Vancouver Police Department Operational Review (2005-2007)	14
Goals of the Operational Review	14
Project Oversight, Communication and Decision Making	15
The Overtime Project	16
Project Objectives	16
Project Components.....	16
Data Sources	16
Overtime in Policing: a Review of the Literature and Best Practices	17
Civil Suits	17
Conflicts with Municipal Governments and City Councils	18
Concern with the High Overtime Earnings by Individual Officers.....	19
Sources of Overtime	20
Managing and Controlling Overtime.....	22
Strategies for Managing and Controlling Overtime	25
Examining Police Overtime Expenditures	25
Review of Overtime in the Edmonton Police Service (2004).....	26
Portland Police Bureau (PPB) Review of Overtime Management Systems.....	28
U.S. National Institute of Justice Study	30
Overtime in Selected Canadian Police Departments.....	31
Current Overtime Management and Monitoring in the VPD.....	32
Development and Implementation of Overtime Policy and Procedures	32
Developing the Capacity to Gather and Analyze Overtime Usage.....	33
Statutory Holidays Projection Model	33
Initiatives to Control and Monitor Overtime Expenditures in the VPD.....	34
Trends and Patterns of Overtime Usage in the VPD.....	43
A Cautionary Note.....	44

Categories of Overtime.....	44
Non-Recoverable Overtime.....	44
Recoverable Overtime	46
Paid Time Owed.....	46
Gross Overtime Trends, 2000-2005.....	49
Operational Overtime Trends.....	52
Operational Overtime and Deployment.....	56
Overtime Expenditures in 2005.....	58
Recommended Overtime Savings	59
Trends in Overtime Usage by Sworn and Civilian Members	59
Summary and Conclusions.....	78
References.....	82
Appendix A – Vancouver Police Department Organizational Chart.....	85
Appendix B – IACP Model Overtime Policy	86
Appendix C – Overtime Management and Monitoring in Selected Cities....	88
Appendix D – Vancouver Police Department Overtime Policy and Procedures.....	92
Appendix E – Vancouver Police Department Overtime Slip	105
Appendix F – Vancouver Police Department Overtime Tracking Database	108
Appendix H – Statutory Holiday Model Detailed Instruction Spreadsheet	128
Appendix I – Overtime Review - Internal Issues	131
Appendix J – 2005 Overtime Report.....	140

Executive Summary

The Vancouver Police Department is currently in the midst of an Operational Review that is examining key components of the organization and delivery of policing services. The core projects within the review are: 1) a study of overtime; 2) an examination of patrol and investigative deployment; 3) a study of the opportunities for civilianizing positions in the department; and, 4) the development of a 2006 Strategic Operating Plan.

The impetus for the overtime project was provided by the findings and recommendations from the Review of the Vancouver Police Department's Staffing Requirements completed by Griffiths, et al. for the City of Vancouver and the Vancouver Police Board in February 2005. This review found that, although the amount of operational overtime increased significantly during the time period 1999 to 2003. As of March 2005, the VPD did not have the capacity to record, analyze and monitor overtime expenditures. There was no data on the primary drivers of overtime and the specific factors that contribute to overtime usage in the Operations, Investigation, Support Services, and Operations Support Divisions of the Department.

The overtime project, which will extend to March 2007, has been designed to explore all facets of the use of overtime in the VPD and to develop the Department's capacity to monitor and control overtime expenditures.

Project Objectives

The objectives of the first phase of the overtime project were to:

- document the policies implemented by the VPD to control the use of overtime;
- provide preliminary information on the drivers of overtime;
- develop the foundation for a more in-depth analysis of overtime to be completed during the time period from March 2006 to February 2007.

Project Components

The primary components of the study are:

- a literature review of overtime in policing in North America;
- a review of studies of overtime in North American police departments;
- documentation of the current VPD policies on overtime and other initiatives taken to manage and monitor overtime;
- analysis of overtime data gathered via the VPD Overtime Slip since June 2005.

Data Sources

- the academic literature on overtime in policing;
- studies and reports from other police agencies in Canada, the United States, the United Kingdom, and other Commonwealth countries;
- VPD overtime policy and procedures;
- VPD overtime data from 2005;
- SAP.

This first report provides an overview of the published literature on police overtime, and identifies those strategies that have been determined to be best practices in overtime usage and monitoring. The report also includes a discussion of the progress that the VPD has made to date in developing the capacity to monitor and control the use of overtime throughout the Department. This report also includes a preliminary analysis of data gathered via the VPD Overtime Slip and an examination of a group of “high overtime earners” in the VPD during 2005. This document also references an additional set of reports being prepared by the VPD on the issue of overtime. These reports were commissioned by the Deputy Chief Constable commanding Support Services Division in Spring 2005 and are being completed by an Inspector and a Detective Constable. The results of these enquiries will be incorporated into the final report on overtime.

A more detailed report on the overtime in the VPD, including an in-depth examination of the drivers of overtime and the policies and procedures that can be employed to effectively manage overtime, will be forthcoming in February 2007. This larger report will

present a more in-depth analysis of the overtime data gathered by the VPD and make specific recommendations that will address the major contributors to overtime. Given the short timelines since the onset of the project (August 2005), it not possible at this time to determine the extent to which the use and levels of overtime are related to the other key areas of investigative and operational deployment. The extent to which overtime expenditures are driven by inefficiencies in investigative and operational deployment strategies and/or a lack of resources is not known.

Preliminary Findings

Overtime Expenditures in Policing

A review of the literature reveals that overtime expenditures in policing are a continuing source of controversy and discussion in many North American municipalities. Many jurisdictions are making efforts to address what is perceived to be excessive overtime usage by police departments. A number of best practice approaches have been identified. The International Association of Chiefs of Police (IACP) has set out a model policy on overtime that is designed to serve as a guide for police departments addressing this issue.

VPD Overtime Policy and Procedures

During 2005, the VPD adopted new Overtime Policies and Procedures that were formally approved by the Police Board in January 2006. These set out the specific procedures that are to be followed in the use of overtime throughout the department.

A preliminary analysis suggests that:

- The development and implementation of a new overtime policy is a positive step forward for the VPD that is already impacting the level of overtime expenditures.

- The data collected from the overtime slips is being compiled in the overtime database and will allow the VPD to monitor on an on-going basis overtime usage in all Divisions of the Department.
- The Investigative Division appears to be the leading driver of operational overtime. In 2005, 43% of all operational overtime and 12% of total gross overtime was incurred by the Investigation Division. There are several specific areas, most notably the Major Crime Section, that are primary users of overtime. The specific drivers of overtime within these high overtime-use sections remain to be identified through the study of investigative deployment which will involve the development of strategic business plans for each work unit in the Department.
- The Major Crime Section was a major consumer of overtime in 2005. This is consistent with findings from studies of overtime conducted in the U.S. which have found that major crime sections are most often the source of important overtime expenditures.
- All of the top 20 overtime earners between June and December 2005 were members of specialty squads and 14 of the top overtime earners were members of Strike Force. A significant amount of overtime is being earned by Strike Force members who conduct surveillance on behalf of the Major Crime Section (who pay for their services).
- The top 5 overtime earners in the Department are working overtime hours that could be considered to be excessive. These officers earned more than 100 overtime hours per month on average during that period.
- The top 20 overtime earners earned a total of 13,122 overtime hours during a seven month period in 2005 and accounted for 9.4% of the total number of overtime hours earned by VPD officers. Around 18.7% of this overtime (2,450 hours) was sponsored by the Integrated Gang Task Force (IGTF) and was therefore recoverable. The remaining portion (10,672 hours) was incurred by various specialty squads and sections of the VPD, including the Robbery and

Assault Squad, the Sexual Offence Squad, the Homicide Squad, the High Risk Offender Unit and the General Investigation Unit.

- Among the various categories of overtime, there are types of overtime over which the VPD has only minimal control. Statutory Holidays pay, court overtime, liquor call-outs, overtime paid to seconded members and special events are sources of overtime that the VPD has virtually no control over. In 2005, only 27% of all overtime expenditures were allocated to activities over which the VPD maintained some level of discretion (i.e. operational overtime).
- Two factors impacted the level of overtime usage in 2003 and 2004:
 1. the mass early retirements of 170 senior officers in 2003-2004 (139 retirements in late 2003 and 31 in 2004);
 2. the City-wide Enforcement (CET) initiative.
- The implementation of the CET initiative and additional overtime expenditures in the Major Crime Section accounted for most of the increase of 93% in operational overtime expenditures between 2002 and 2003.
- A large portion of the subsequent increase in operational overtime expenditures observed between 2003 and 2004 can be attributed to the fact that, following the unexpected early retirement of approximately 170 officers, the VPD was forced to redeploy officers away from investigative squads to patrol squads in District 2 in order to maintain minimum acceptable staffing levels.
- From 2004 to 2005, operational overtime decreased by almost 50% (from \$6.6 million to \$3.3 million) and civilian overtime decreased by 55%. Although Statutory Holidays pay increased by about a third, gross overtime expenditures fell by 18.6% overall between 2004 and 2005 (from \$15.0 million to \$12.2 million). This improvement in the financial position of the VPD was made possible by a substantial decrease in the amount of overtime dedicated to CET (as witnessed by a reduction of \$1.1 million in overtime incurred in District 2, encompassing the Downtown Eastside) and a reduction of \$336,472 in the overtime expenditure incurred by the Major Crime Section.

- In 2005, 14 Sections generated a surplus compared to their allocated budget. These overtime savings for 2005 were driven in part by increased overtime monitoring, tightened authorization requirements and regular quality assurance audits.
- There is no apparent correlation between overtime hours earned and WCB or sick time.
- At this preliminary stage of the analysis, it is not possible to determine if there is a relationship between staffing levels and overtime usage.
- As the Overtime Policy and Procedures are incorporated into the daily activities of the VPD, and personnel become familiar with the overtime reporting requirements, further changes will occur in the levels of overtime usage.

Considerable progress has been made by the VPD, in a relatively short period of time (less than twelve months) to address the issue of overtime expenditures and to set in place procedures and best practices for monitoring and controlling overtime usage. The Operational Review Steering Committee has recommended that the VPD forfeit \$700,000 out of its overtime budget in 2006 and \$800,000 out of its overtime budget in 2007, subject to further review.

A more comprehensive analysis of overtime usage will be performed during Phase 2 of the project (March 2006 - February 2007). This analysis will rely upon information gathered from the strategic business plans which will be completed by all specialty units in 2006.

The Use of Overtime in the Vancouver Police Department

Introduction

The Vancouver Police Department (VPD) is currently in the midst of an Operational Review that examines key components of the organization and delivery of policing services. The core projects within the review are: 1) a study of overtime; 2) an examination of patrol and investigative deployment; 3) a study of the opportunities for civilianizing positions in the department; and, 4) operationalization of the Strategic Plan. The organizational chart for the VPD is included in Appendix A.

This report presents the preliminary findings from the study of overtime in the Department. It describes the initiatives that the Department has taken to develop internal policies for the use of overtime as well as the development of a new overtime slip that is being used to capture overtime use in a new overtime database. The report also presents a preliminary analysis of overtime data from the department, using information gathered from the overtime slips and from the Systems, Applications and Products (SAP) financial system. A more detailed report on the overtime in the VPD, including an in-depth examination of the drivers of overtime and the policies and procedures that can be employed to effectively manage overtime, will be forthcoming in February 2007. This larger report will present a more in-depth analysis of the overtime data gathered by the VPD in relation to deployment, and also make specific recommendations that will address the major contributors to overtime.

There are additional reports being prepared by the VPD on the issue of overtime. These reports were commissioned by the Deputy Chief Constable in charge of the Support Services Division in Spring 2005. The authors of these reports are an Inspector and a Detective Constable. The materials produced to date in these studies are referred to in the present report and the results of these enquiries will be incorporated into the final report on overtime to be completed by the Project Team in early 2007.

Project Background and Rationale

The impetus for the present study was provided by the findings and recommendations from the *Review of the Vancouver Police Department's Staffing Requirements* completed by Griffiths, et al. for the City of Vancouver and the Vancouver Police Board in February 2005. More specifically, the Staffing Review (2005: vii-viii) stated:

A key challenge confronting the Department is the excessive use of overtime, which in 2003 resulted in costs totaling approximately \$14 million. The rise in operational overtime is generally an indicator that resources were not available or that scheduled resources did not have the capacity at a given time to respond to and deal with an incident or to conduct an investigation.

The Staffing Review (p. 121) states that "...a certain amount of overtime is expected, effective and organizationally efficient", yet noted that the VPD, at that time, did not present information as to:

- how much overtime is to be expected in the various areas of the Department;
- the criteria that would be used to determine that overtime is "effective" and what criteria would be applied to determine;
- in what instances and for what purposes, overtime is "organizationally efficient."

In the absence of these types of measurable criteria, it was uncertain when, where, and what extent overtime is being incurred in the VPD.

The Staffing Review (2005:viii) reported that the amount of overtime paid out for operational needs between 1999 and 2003 increased significantly from approximately \$4 million in 1999 to approximately \$11 million in 2003. The authors of the Staffing Review (2005: xxi) recommended that the VPD "Commission an independent review of overtime practices and policies." More specifically, the authors (Griffiths, et al., 2005:46) of the Staffing Review report stated:

We believe that an independent audit of overtime practices at the VPD would be beneficial and would provide the basis for developing an ongoing

capacity to monitor, assess, and control overtime in the Department. It should attempt to answer such questions as: What are the Department's overtime management practices? Are they efficient? What are the Department's policies and guidelines concerning staffing and staffing levels for squads? Is the Department making use of planning overtime (e.g. entertainment district), and is what an efficient use of resources? How is the overtime budget managed within the department, at what level of management, based on what information?

Despite the high levels of overtime use, the Staffing Review (2005:46) found that "The VPD does not have a comprehensive policy on the use of overtime at this time." The department was, however, in the process of developing a policy and a plan for monitoring the use of overtime as well as the capacity to monitor and manage the use of overtime. A number of specific initiatives have been developed since the Staffing Review was completed and these are outlined below.

It is also not possible at this stage of the operational review to fully determine the extent to which the use and levels of overtime are related to the other key areas of deployment of patrol officers and of investigative resources. This will become more apparent from the findings of the patrol and investigative deployment studies which are scheduled to be completed over the next twelve months. These findings will be presented in the final overtime report.

The objective of this preliminary report is to set out the progress that the VPD has made to date in developing the capacity to monitor and control the use of overtime throughout the department. As well, a preliminary analysis of the overtime data that has been gathered by the VPD since May 2005 will provide some initial insights into the drivers of overtime which will be subjected to more in-depth analysis in the coming months. Also included are some recommended budgetary savings based on the 2005 experience.

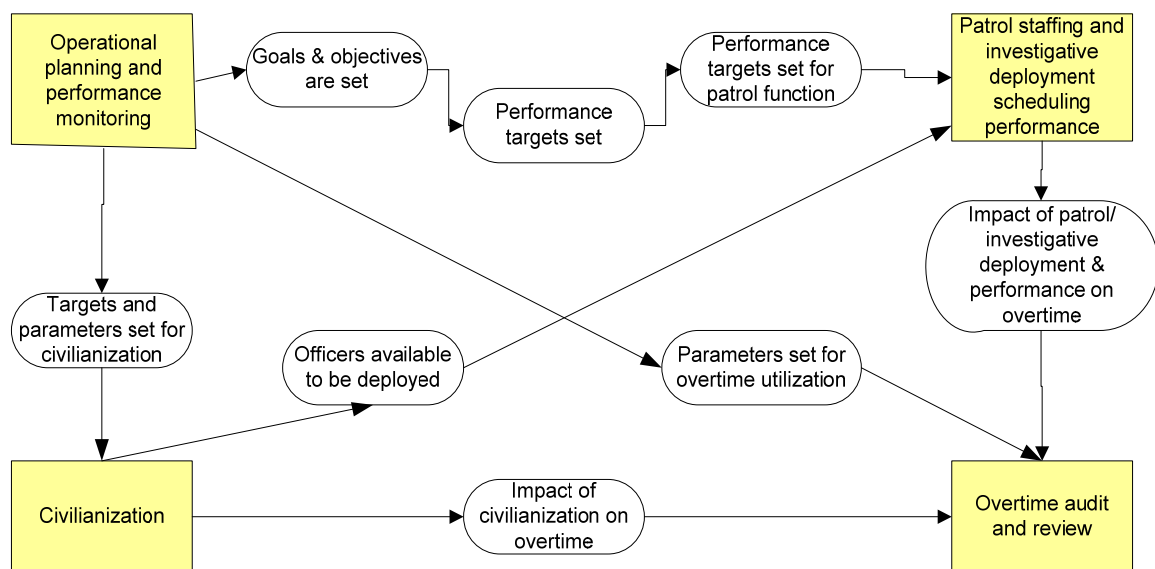
This preliminary report also provides the opportunity to examine how other police departments in North America have addressed the issue of overtime and whether there are best practices that can inform overtime policy and practice in the VPD.

Vancouver Police Department Operational Review (2005-2007)

The objectives and parameters for the present study were set out in the Vancouver Police Department Operational Review Project Plan (2005). The Operational Review is composed of four distinct, but interrelated components:

- An operational planning and performance-monitoring component to further operationalize the VPD Strategic Plan.
- A patrol staffing, deployment, scheduling and performance-monitoring component.
- An overtime utilization audit and review (the present report).
- A civilianization study.

The diagram below displays the inter-relationships between the four project components.



Goals of the Operational Review

The Operational Review has a number of short-term and medium-term objectives:

Short Term Objectives:

- Develop a Strategic Operating Plan.

- Establish baseline services and service level requirements.
- Identify deficiencies and opportunities in services and service levels.
- Identify potential savings related to civilianization.
- Improve efficiency and service of patrol and investigative divisions.
- Identify potential savings in overtime within the existing organizational structures.

Medium-Term Objectives:

- Understand the current organizational structure and identify opportunities for efficiencies.
- Determine the optimal levels of specialty squads to achieve desired service levels.
- Develop strategic business plans for each business unit/squad using a template.
- Report on any further savings related to changes to the Department's organizational structure and business plans (overtime, salaries, equipment, etc.).

Project Oversight, Communication and Decision Making

The Organizational Review project is being managed by co-chairs from the City of Vancouver Budget Services and the VPD Planning and Research Section. There is a project Steering Committee composed of three VPD Deputy Chief Constables, the senior project consultant, the City of Vancouver Deputy City Manager, and the General Manager of Corporate Services for the City of Vancouver.

There is also a Working Group co-chaired by the Director of Budget Services for the City of Vancouver and a Sergeant from the VPD Planning and Research Section. This committee includes the senior project consultant, the VPD Director of the Financial Services Section, the Business Agent of the Teamsters Local 31, the President of the Vancouver Police Union, and civilian staff from the Planning and Research Section.

The Steering Committee meets on a monthly basis, while the Working Group meets bi-weekly.

The Overtime Project

Project Objectives

The objectives of the initial overtime project were to:

- document the policies implemented by the VPD to control the use of overtime;
- provide initial information on the drivers of overtime;
- develop the framework for a more in-depth analysis of overtime to be completed during the time period of March 2006 to February 2007;
- identify short-term savings.

Project Components

The primary components of the study are:

- a literature review of overtime in policing in North America;
- a review of overtime studies in North American police departments;
- documentation of the current VPD policies on overtime and other initiatives taken to manage and monitor overtime;
- analysis of overtime data gathered via an electronic slip since June 2005.

Data Sources

- the academic literature on overtime in policing;
- studies and reports from other police agencies in Canada, the United States, the United Kingdom, and other Commonwealth countries;
- VPD overtime policy and procedures;
- VPD overtime data from 2005;
- SAP.

Overtime in Policing: a Review of the Literature and Best Practices

Overtime should be viewed, within limits, as an unavoidable cost of policing. Overtime charges cannot be eliminated altogether, regardless of the number of police officers employed, because of inevitable shift extensions, court appearances, emergency situations, and contract requirements.

Bayley and Worden: 1998:3

The management and monitoring of overtime is a predominant issue in North American policing: departments and municipalities are giving increasing attention to this issue. In many jurisdictions, there have been significant increases in police overtime.

A report (Bayley and Worden, 2004) for the U.S. National Institute of Justice pointed out that it is not unusual for a police department to spend up to six percent of its budget on overtime. In Portland, Oregon, total overtime costs for the Portland Police Bureau increased from \$5.4 million in fiscal year 1992 to \$9.4 million in fiscal year 2000, a 74% increase.

Despite this, the International Association of Chiefs of Police (IACP) (2000:1) notes that, "In some ways, overtime has been viewed as a sacred cow issue with the police community." This is due in part to the view that, since overtime expenditures are related to providing support and security to the community, such expenses should not be subject to monitoring and control, that overtime most often occurs as a result of unforeseen circumstances and situations, and that overtime is viewed as a means of compensating police officers who have low basic pay scales. For example, in New York City, a spokesperson for the NYPD police officer's union stated: "Our members count and rely on overtime, because they are paid poorly. That shouldn't be."

Police overtime expenditures have been at the centre of a number of ongoing controversies.

Civil Suits

Police overtime expenditures have been the source of controversy and legal action:

- In Pittsburgh, the police union has filed a federal lawsuit against the City of Pittsburgh, alleging that overtime pay for the past three years was improperly calculated (Pittsburgh Post-Gazette, 2006).
- In 2005, a federal class action suit was filed by 1,100 San Diego police officers who were allegedly denied overtime and misinformed about claiming overtime.
- In 2003, the Los Angeles City Council approved the largest settlement in the city's history, spending \$40 million to settle three lawsuits that had been filed accusing the city of failing to pay overtime to LAPD officers (Riccardi and Daunt, 2003:1).

Conflicts with Municipal Governments and City Councils

Police overtime expenditures are often a flashpoint between police departments and municipal councils and between police management and police officer unions. City Councils have often experienced difficulties in securing records and information on overtime expenditures from police departments. In New Bedford, Massachusetts in 2005, for example, the City Council voted against a \$250,000 request by the police for additional funding for the police department for overtime after several councilors accused the police chief of withholding information (Nicodemus, 2005).

In New York City, the police have resisted efforts by the city government to audit overtime in the department. In the fiscal year (FY) 2000, the city spent \$237 million for police overtime, which was an extraordinary leap from the year before (46 percent higher than 1999). Five years later, Police Commissioner Raymond Kelly testified that, by the time the current fiscal year ended in June, overtime costs that year totaled \$426 million.

Police misuse of overtime led to departmental disciplinary charges against 11 officers. The independent Mayor's Commission to Combat Police Corruption in New York City has unsuccessfully sought to study overtime practices, rebuffed by police officials who say the Commission lacks the authority to review general administrative procedure.

Concern with the High Overtime Earnings by Individual Officers

Audits of a number of police departments have revealed that certain police officers are making two or three times their base salaries in overtime payments. There are also concerns about the impact of high rates of overtime among individual officers on their physical and mental health. As the report of the City of San Francisco (Rose, 1996:7): stated:

Police officers who work a high number of overtime hours can become fatigued, increasing the potential for using poor judgment during the performance of their duties. Using poor judgment can impact the safety of the police officers, his or her co-workers and the public, and can result in increased officer injury and worker compensation costs for the City.

In 1995, 18 sworn members in the San Francisco Police Department earned more than \$40,000 each in overtime and one individual earned more than the Chief of Police. The San Francisco report (Rose, 1996:7) also noted that “These individuals can become dependent on their higher salaries, competing vigorously with their co-workers for overtime assignments when such assignments become available.” Of concern to the authors of the report (Rose, 1996:7) was that “Working a high number of overtime hours can become a person’s primary employment goal, regardless of how an excessive work schedule may adversely impact his or her personal or professional life.” Similar concerns have been expressed by government officials in Washington, D.C., where 200 police officers doubled or tripled their base pay rates in 2002 (Miller, 2003).

A review (Buote, 2005) of payroll records in municipalities in the Boston (MA) area found that, in 2004, 19 police officers earned more than \$50,000 each in overtime and public and private details. In the municipality of Beacon, New York, seven police officers earned more than the Chief of Police in 2004, while five officers earned more than \$100,000 as a result of overtime (Daecher, 2005). Expressing frustration at the absence of documentation from the police department on the sources of the overtime, which exceed the budget by more than 50% in 2004, one council member asked: “Why is the City paying so much in overtime? That’s what I’d like to know. I’ve been asking for

details for three years, and I still haven't received them." In Oakland (CA) a grand jury investigated allegations of abuse of overtime by the Oakland Police Department (KTVU.com, 2005).

The International Association of Chiefs of Police (2000) notes, however, that "While abuse of overtime by individual officers occurs, it is the exception to the rule. Most excesses and waste associated with overtime have to do with the failure of police agencies to institute appropriate policy and management controls." That said, the literature supports that there are human resource issues related to high overtime earners, including stress and fatigue.

Sources of Overtime

A report on overtime produced by the City of Portland (OR) stated (2004:i) that: "Overtime work is an unavoidable cost of providing police services." Among the potential sources of police overtime are:

- An excess of large public events and visits by high-profile personalities in conjunction with a shortage of patrol and investigative officers.
- Ineffective deployment of patrol and investigative resources: an audit of the San Francisco Police Department (Rose, 1996:4) found that the 4 day/10 hour scheduling practice resulted in higher than necessary overtime expenditures, particularly for special events and court appearances. These expenditures were higher than they would be under a 5 day/8 hour system.
- Excessive sick time.
- Excessive court time.

A bi-annual review of overtime in the City of San Francisco (Rose, 1998) identified the following potential sources of excessive police overtime, some for which the department received reimbursement:

- understaffing;
- court appearances by arresting officer after shift ends or on day off;
- report writing when an arrest is made near end of shift;

- arrested person in need of medical treatment is routinely rejected by the Sheriff's Department causing the officer, who may be at the end of his shift, to accompany the prisoner to medical facility and to wait until the facility accepts the prisoner;
- City emergencies;
- unplanned protests;
- visits by VIPs;
- supplying officers for private events*;
- street fairs*;
- sporting events*;
- filming of movies and commercials*;
- private security needs of businesses.*

* Police departments are often reimbursed for these expenses by event organizers or companies.

The primary sources of overtime in the Mountain View (CA) Police Department, for example, were found to be shift extensions and posted overtime shifts (71%), with shift extensions (composing 30% of the overtime) being related to late cases/arrests and report writing. Posted overtime (41%) was generally related to back-filling, training and MOU compensatory time requirements (City of Mountain View (CA), 2004).

In San Francisco, special events were found to be the single largest reasons for overtime, representing nearly 36% of all non-holiday overtime hours (City of San Francisco, 1996). Investigative overtime was the second most significant source of General Fund overtime expenditures, increasing at a rate of nearly 13% during the previous four years. It was noted that introducing flexible time for investigators and paying investigative standby pay at straight time rather than the overtime rate of pay would decrease overtime expenditures. The third most significant contributor to overtime in the SFPD was off-duty court appearances, representing nearly 19% of all General Fund non-holiday overtime. Another contributor to overtime in the SFPD was arrest overtime, representing 11% of all General Fund overtime.

The IACP (2000:1) notes that overtime is affected by the multiple mandates assigned to police departments:

The police agency must perform certain tasks as well as any specially mandated programs or initiatives arising from political and community demands or internal enterprises. This includes for example, joint task forces, special sting or undercover operations directed toward abatement of target crimes, or any number of other community initiatives that have political and social urgency attached to them.

As well, the IACP (2000:1) points out, there are mission requirements that create special staff demands, including demonstrations, crowd control at special events, natural disasters, and emergencies. The issue becomes one of how the police department balances the need to provide services for these situations with the need to control overtime expenditures. The IACP Model Policy on Overtime is included in Appendix B.

Managing and Controlling Overtime

...[I]f a police department is to manage overtime, it must be able to justify expenditures in terms of the work performed, to anticipate the rate and amount of payouts, and to explain why overtime had to be paid to particular individuals and units at particular times.

Bayley and Worden (1998:4)

In a national (U.S.) study of overtime in police departments, Bayley and Worden (1998:1) found “enormous differences among local police departments in the attention given to the issue, the capacity to produce information about it, and the policies and procedures for managing it.”

Bayley and Worden (cited in Griffiths, 2003) note that overtime is not a discretionary category that can simply be managed out of existence and that there is an unpredictable component of police work which ensures that overtime will always be a feature of policing. In San Francisco, for example, an increase in the number of homicides in 2005 resulted in the department spending \$5 million more in overtime than in the previous year (www.NewsInEssence.com, 2005). This does not mean, however, that police departments should not make every effort to develop capacities to monitor

and control overtime expenditures, including the creation of necessary management information systems.

Bayley and Worden (1998) note that “Very little has been written about the management of overtime, except to report that overtime management is viewed as a recurring problem by both private and public-sector managers.” These researchers contend that there are two primary ways to manage overtime: 1) creating an infrastructure for recording and analyzing the use of overtime; and, 2) developing overtime policies based on this analysis.

These researchers (1998:2-3) suggest that, in order to effectively manage overtime, police managers need to ask the following questions:

Are overtime expenditures justified in terms of the work being done? Police managers need to know how much of the department’s work is being performed on an overtime basis, what the specific activities are, and what the specific reasons were for the incurrence of overtime.

Do the police and local governments have the capacity to pay for overtime? This requires police managers to know, on an ongoing basis, whether they are “on budget” through the year, so as to avoid cost overruns and the subsequent conflicts that this may cause with city officials and municipal councils.

Is overtime being abused? Police departments need to gather information on, and analyze the patterns of overtime expenditures by individuals, units, and by the nature of the work performed. More specifically, the following types of data must be gathered by police managers on an ongoing basis:

- the department’s total obligations and payments for overtime;
- obligations and expenditures for overtime;
- the uses of overtime;
- circumstances of overtime use;
- sources of overtime payments (Bayley and Worden, 1998:4).

Bayley and Worden (1998) state that overtime expenditures are best controlled through recording information on overtime, analyzing this information, managing the use of

overtime based on this analysis, and ensuring that proper supervision is in place to sustain the effort to manage overtime. These authors argue that, in order to avoid surprises, “police departments need to analyze patterns of overtime expenditure-both as time and as money-by individuals, by units, and by the nature of the work performed.” The existence of high payouts to individuals or units may be symptomatic of management problems.

Suggestions for reducing overtime in the Mountain View (CA) Police Department included increasing patrol staffing by moving personnel from specialty positions back into patrol and then adjusting shifting schedules to allow more coverage during peak hours.

The Mountain View (CA) Police Department reduced overtime by 17% from FY 2000-01 to FY 2001-02 by instituting great oversight of overtime usage, changing shift schedules and altering training schedules (City of Mountain View, 2003). During the previous five years (1998-2003), the department exceeded its overtime budget by 57% on average.

Bayley and Worden (1998:5) caution, however, that “It is also important to be realistic about what management can achieve in controlling overtime. Sensational events, natural disasters, an increase in visits by VIPs, among other factors, are difficult or impossible to predict.” As such, these researchers (1998:5) note: “Overtime is not a discretionary category that can simply be managed out of existence.”

Interestingly, some municipal officials in the U.S. have argued that using overtime is more cost-effective than hiring additional officers, one mayor (cited in Buote, 2005:2) stated: “When you include the benefits, it’s not fiscally prudent to hire more officers, because in the long run, you’re going to pay more money.” Other municipal officials note that police overtime allows for flexibility in the deployment of officers.

It is important to point out that, in the U.S., a variety of federal agencies, including the Department of Justice, Department of Housing and Urban Development, Department of Transportation, and the Department of Homeland Security, provide monetary support for police overtime. The amount of federal monies given to State and local police authorities has increased in recent years. In Canada, there are no provisions for federal government contributions to police overtime.

Strategies for Managing and Controlling Overtime

Bayley and Worden (1998:5) offer a number of suggestions and strategies to control overtime, based on interviews with police officers in the U.S. These relate to court appearances, shift extensions, staff size, emergency mobilizations, and special events.

Court appearances: agreements between police and court personnel could improve overtime usage by scheduling court appearances to coincide with an officer's usual workday rather than day off. As well, prosecutors could be asked to subpoena only those officers listed on arrest reports whose testimony might be important.

Shift extensions: procedures can be put in place to monitor the decisions to extend the shifts of officers.

Staff size: the extent to which "backfilling" is used to meet minimum shifting levels should be documented and, if necessary, used as the basis for a request for additional new officers.

Emergency mobilizations: the department can ensure that plans and deployment strategies are in place to respond to emergency situations effectively and efficiently.

Special events: the department should ensure that, whenever possible, the provision of officers for special events is reimbursed by event sponsors.

Bayley and Worden (1998:7) note that it is the police managers in the middle ranks that are often responsible for making overtime decisions, yet note that "Most of the factors that determine overtime are beyond the control of any middle-rank manager, such as contract regulations, calls for service, crime emergencies, vacations, injuries, retirements, and approval for special events."

Examining Police Overtime Expenditures

Bayley and Worden (1998) have identified several major questions that police managers should ask about the use of overtime in their respective sections:

- Are overtime expenditures justified in terms of the work being done?

- Is overtime being abused, in that it is being used in ways that cannot be justified or withstand scrutiny?

The authors note that abuses of overtime most often take the form of “large, undetected overtime earnings by individuals or units within a police department.” This view contradicts somewhat the position of the IACP (2000) that individual officer abuses are not generally the primary driver of overtime expenditures.

Following are selected examples that illustrate the challenges being faced and the initiatives that are being taken by police departments to address the issue of overtime. Significantly, none of the overtime studies conducted to date have addressed the issue of overtime in investigative units. Going forward, it is anticipated that the final report of the overtime study will include information on overtime in VPD specialty units, the factors contributing to overtime, and recommendations for reducing, where possible, the levels of overtime. Information gathered from the strategic business plans that will be prepared by all units in the VPD as part of the Operational Review will provide key insights into the time and tasks of investigative personnel and assist in developing strategies to control overtime.

Review of Overtime in the Edmonton Police Service (2004)

The Office of the City Auditor (2004) in Edmonton recently completed a review of overtime in the Edmonton Police Service (EPS). This study was conducted at the request of the Edmonton Police Commission and was supported by the EPS. The objective of the study “...was to examine the EPS’s policies and management controls to determine whether or not they facilitate overtime being used in an efficient, effective, and economical manner” (p. 5). The review focused on the Patrol Services Bureau and the Investigative Services Bureau which, combined, accounted for 87% of overtime expenditures in 2003.

A key point made in the review was that the efficient use of overtime minimizes the number of members deployed on overtime and maximizes their use of core time. The Review noted (2004:10): “Because overtime represents police work that is performed at

premium rates, managers need the ability to determine whether the same work could have been performed at less cost on straight time”.

The Review’s findings were focused on improving the effectiveness, efficiency and economy of the Service’s use of overtime. Among the findings of the Review:

1. A police service must have a comprehensive policy that clearly communicates senior management’s expectations regarding the use of overtime, and provides an appropriate framework for monitoring, managing, and controlling the use of overtime. The Office of the City Auditor recommended consideration of the International Association of Chiefs of Police Overtime Policy.
2. A police service benefits from consistently applied overtime authorization and approval practices.
3. It is critical that all time committed by officers in addition to their regular shift be tracked and monitored to provide a clear picture of the days/hours they are working and to determine the potential impacts on officers work/life balance, health and effectiveness.
4. An important step in managing and controlling overtime is an understanding of the work being done on overtime and what is driving overtime usage. Because overtime represents work performed at premium rates, managers need tools they can use to assist them in determining whether the same work could have been performed at a lower cost.
5. A variety of factors contribute to the use of overtime. A Service must examine the impacts of staffing decisions made (e.g. loans, secondments, banked time, and training) and develop a plan to mitigate these impacts over the long term.
6. Clearly defined and consistently applied overtime claim processes, including criteria for supervisory approval, and claim form completion, review and processing are critical to facilitating the effective use of overtime.

7. Sufficient information on overtime usage must be captured to provide an adequate audit trail to support overtime expenditures. Management should perform regular audits of overtime claims to ensure claim validity.
8. Recognizing that there will always be unforeseen circumstances that cannot be planned for or reasonably controlled, budget planning processes should take into account environmental changes and organizational practices that will likely require overtime, and consider these to forecast more accurately the overtime hours and costs for each unit.
9. The effectiveness and efficiency of planned overtime to supplement staffing in high needs areas or during peak activity periods should be carefully assessed, and when utilized, regularly reviewed to explore alternatives to minimize overtime use.

These recommendations provide direction for the present project which incorporates many of the above-noted points in the project design.

Portland Police Bureau (PPB) Review of Overtime Management Systems

The primary driver of overtime in the PPB was the lack of personnel to meet minimum staffing needs and the need to extend shifts so that officers could complete emergency calls and write incident reports. This accounted for 25% of overtime costs in fiscal year 2000. The second most common reason for overtime, accounting for 18% percent of overtime spending in FY 2000, was due to officers being required to be in court during hours not associated with their regular duty hours (City of Portland, 2000:ii).

Additional findings included:

- The Police Bureau's basic statement on overtime was "outdated and of no practical use" and did not reflect either timekeeping or contract changes.
- The standard operating procedures (SOPs) at the precincts often lacked basic procedural requirements to control overtime use, including a lack of provisions requiring prior approval for overtime, instructions on who was required to sign the overtime slips, and the procedures for completing and documenting overtime slips.

- Deficiencies in training for support staff with respect to processing overtime transactions and interpreting union contract language.

The report (2000:31) recommended that the PPB produce the following reports on a regular basis:

- Overtime by employee, activity and unit, highlighting the top 25 overtime earners.
- Summary reports by precinct detailing actual to budgeted overtime expenditures.
- A fiscal year history of overtime expenditures by unit and accounting period.
- Special reports to answer specific overtime questions.

To reduce overtime costs, the study (2000:35-36) recommended that the PPB should explore additional ways to increase patrol officer availability. This could include increasing civilianization, reassessing minimum staffing levels and the deployment of available officers between precincts, and reassigning as many officers as possible from non-patrol to patrol duties. The report also recommended that the Bureau conduct an extensive examination of specialized units, stating (2000:39): “We heard from many Operations Division employees that the shortage of patrol officers is in large part due to the proliferation of specialized units within the Bureau.” Significantly, the analysis conducted found (2000:39) that “[T]he Bureau is devoting more resources to specialized, non-patrol officer assignments than in the past.” The report also documented a lack of performance measures in the specialty units.

A major component of the VPD Operational Review is an examination of specialty units and it will be possible to determine from the data gathered and the analysis conducted the impact of the growth in the number of specialty units on patrol operations generally and, more specifically, on the levels of overtime expenditures. As well, the study of deployment in investigative units will provide information on the time and tasks of specialty squad members, the performance objectives and outcomes in specialty units, and whether there is a “service gap” (a difference between the demands made on the unit and its ability to meet those demands vis-à-vis the established performance objectives for the unit).

There were a number of very specific recommendations made in review of overtime in the Portland Police Bureau. These included, among others, directing the Bureau to:

1. Improve internal control systems for overtime.
2. Conduct a civilianization study to ensure that sworn members are used in administrative and support positions only when necessary.
3. Conduct a review of specialized units with the objective of developing quantifiable performance measures that are outcome based.

All of these initiatives are currently being undertaken by the VPD as part of the Operational Review. A report on civilianization in the VPD has been completed and recommends that 11 different position types currently occupied by 19 sworn members be reclassified as civilian positions. As well, the VPD has implemented a new overtime policy and procedures that will allow the department to monitor the usage of overtime. A review of specialty units that will involve the development of strategic business plans for each unit containing performance objectives and measures will be completed during 2006.

U.S. National Institute of Justice Study

A report (cited in City of Portland, 2000:5) on police overtime prepared by the U.S. National Institute of Justice found that:

- There were enormous differences among police departments in the amount of attention given to the issue of overtime, the capacity to produce information on the use of overtime, and how overtime was managed.
- Overtime should be viewed, within limits, as a fixed cost of policing. It is not possible to completely eliminate overtime due to the unpredictable nature of policing.
- A reliance on overtime has harmful costs other than monetary, including officer stress and exhaustion, lower morale, and an expectation of overtime pay.
- Overtime practices represent substantial possibilities for savings if properly controlled.
- Management is the key to the effective control of overtime.
- Overtime can be successfully managed by analyzing expenditures with respect to work performed, the rate and amount of payouts and payments to specific individual units and individuals.

Overtime in Selected Canadian Police Departments

A telephone survey was conducted of selected Canadian police department seeking information on 1) overtime policies; 2) overtime as a percentage of the police budget; 3) the procedures that are in place for monitoring and adjusting overtime expenditures; 4) the drivers of overtime; 5) the primary users of overtime; and, 6) any additional comments that the respondent could offer on overtime. The departments surveyed included the Ottawa Police Service, Niagara Regional Police Service, Winnipeg Police Service, Regina Police Service, and the Edmonton Police Service. The results of the survey are presented in Appendix C.

All of the officers spoken with indicated that the appropriate use of overtime was a major issue, although there appears to be only a limited focus on how much overtime is really necessary and what of value is produced from overtime usage. Representatives from the Niagara Regional Police Service and the Ottawa Police Service indicated that increasing staffing levels had not necessarily resulted in a decrease in overtime.

Overtime as a percentage of the police budget ranged from 1.9% in Edmonton (excluding court time) to 4.8% in Winnipeg. All of the departments, with the exception of the Niagara Regional Police Service, have some mechanism in place to monitor overtime expenditures. Among the drivers of overtime identified by the respondents in the departments surveyed were unanticipated events such as multiple homicides (Ottawa Police Service), a lack of resources combined with increasing workloads (Winnipeg Police Service), special projects and unanticipated investigations (Regina Police Service) and the minimum staffing policy and operational needs (Edmonton Police Service).

In all of the agencies surveyed, investigative/specialty units were cited as consistently high users of overtime.

Current Overtime Management and Monitoring in the VPD

At the time the Staffing Review was submitted to the City of Vancouver in March 2005, the VPD did not have a comprehensive policy on the use of overtime, but was in the process of developing a policy and a plan for monitoring the use of overtime. Prior to the completion of the Staffing Review in March 2005, the VPD has taken a number of initiatives with respect to overtime. These include the development and implementation of an overtime policy and specific procedures, the creation of the capacity to record overtime usage on an ongoing basis, and the development of a framework that will be used to monitor and analyze overtime on an ongoing basis. As well, there are two investigations into overtime that were commissioned by the Deputy Chief Constable commanding the Support Services Division. The findings from these studies will be included in the final report of the Project Team.

Development and Implementation of Overtime Policy and Procedures

Prior to, and since, the release of the Staffing Review in March, 2005, the VPD has been very proactive in developing and implementing overtime policies and procedures. The Department has taken a number of initiatives to create the capacity to manage, and monitor the use of overtime in the department. The policy was approved by the Vancouver Police Board on January 18, 2006, although the Department has been adhering to the policy since late Spring 2005. The policy, set out in Appendix D, includes:

Section 58.01. Overtime – General Policy and Definition. This section sets out the General Policy on overtime and defines the various types of overtime, including Extended Tour of Duty, Call-out, Standby, Planned Overtime, and Investigative Phone Calls.

Section 58.02. General Procedures. This section includes Members Responsibilities, Payroll Responsibilities, Call-out Requirements, and the process for Cost Recovery and Audits.

Section 58.03. Management of Overtime. This section includes the Management Policy, Inspector/Manager's Responsibilities, and the operation of the Overtime Database.

Section 58.04. Overtime Eligibility. This section sets out the common circumstances where overtime may or may not be used.

Section 58.05. Requesting Overtime Leave (OTL). This section sets out the policy and procedures for Overtime Leave.

Section 58.06. Charging-Out Overtime Procedures. This section sets out the policy for charging-out overtime and the procedures for overtime in situations of crime scene preservation and guard duty and charging-out overtime and the use of special squads.

Section 58.07. Overtime-Travel and Training. This section sets out the policy for the charging of overtime for training and travel for authorized courses and investigative purposes.

Developing the Capacity to Gather and Analyze Overtime Usage

Over the past seven months, the VPD has taken steps to develop the capacity to record and analyze overtime usage on an ongoing basis. A sample of the overtime slip is presented in Appendix E. The Overtime Tracking Database materials are contained in Appendix F, while the Overtime Tracking Database Instructions and Overtime Procedure are presented in Appendix G.

Statutory Holidays Projection Model

Ms. Correen Yedon, Research Analyst in the Planning and Research Section was tasked to create a Microsoft Excel spreadsheet model to assist the Financial Services Section (FSS) in projecting future statutory holiday costs of sworn members. The primary goal of the spreadsheet is to examine cost as it relates to employees who work

on statutory holidays. This model was designed and implemented over a three (3) month period from June 2005 to September 2005. As part of the implementation process a detailed instruction sheet was prepared to guide the managers in entering the appropriate data. See Appendix H for the detailed instruction spreadsheet.

To maintain consistency and accuracy of data input, the spreadsheet is made up of two distinct features:

1. "Protected" - This prevents the unintentional contamination of data.
2. "Shared" - Allows multiple user access.

On completion and approval of the data entry task a "Total" summary report is automatically generated by the Financial Services Section, illustrating total statutory cost. The master document and instructions are kept on the department's main computer server to ensure that all managers are working from the same document. The VPD Financial Services Section uses this model to assist with future fiscal statutory forecasting.

Initiatives to Control and Monitor Overtime Expenditures in the VPD

In July 2004, the Planning and Research Section initiated a project to examine VPD overtime use, to compare it to other departments, and to assess the information that can be gathered from payroll and SAP. The purpose was to develop clear policy and procedure, and to develop a tool that would assist Managers in managing their overtime budget while increasing accountability.

From September to December 2004, two Simon Fraser University (SFU) practicum students were tasked with reviewing a large sample of overtime slips. A final report in December 2004 revealed that significant increases in overtime occurred and also highlighted that insufficient managerial controls existed. As a result of this information, a database was proposed to assist in providing critical information to managers, and the preparation of an interim policy and procedure was started. This initiative was strongly supported by the Deputy Chief Constable commanding the Support Services Division.

From January 2005 to May 2005, the Planning and Research Section developed the following:

- An Overtime Database (version 1.0).
- A new overtime slip that would ensure information relevant to the use of overtime was recorded for entry into the database.
- An interim policy and procedure was developed and published for all members, with special emphasis given to Managers and Sergeants that increased accountability and oversight was required with respect to the overtime process.

On June 1st, 2005, these three major components of the overtime strategy were implemented. Further, training was provided to staff that would be doing the data entry from overtime slips.

In September 2005, a review of the process identified that the Overtime Database could be improved. The Planning and Research Section began to develop a version 2.0 of the Overtime Database. Also, Detective Constable Leslie Stevens was asked to review the overtime process and develop summary reports. Detective Constable Stevens was selected because of her economics and financial background. Further, Inspector Greg Parsons of the Quality Assurance Section has been tasked with examining data from the Overtime Database and has produced a number of reports that have provided direction to improve the database and the overtime process. Kelvin Chan, a University of British Columbia (UBC) Student, was hired to assess the feasibility of developing an overtime simulation model and also providing a detailed analysis of SAP overtime information. Correen Yedon has developed a statutory holiday projection model to identify the overtime cost related to statutory holidays. At the same time, efforts continued on developing a comprehensive overtime policy.

As of January 2006, a number of accomplishments have been realized. A comprehensive policy and procedure has been developed and approved by the Executive, and was approved by the Vancouver Police Board on January 18th, 2006. A version 3.0 of the Overtime Database is being developed with the assistance of the Information Technology Section. Version 3.0 will be more comprehensive, will reduce

error rate, and will continue to provide data from which to make managerial decisions related to overtime budgets.

An overtime committee has been established to integrate all overtime related issues, to develop one universal overtime form, and to use the version 3.0 Overtime Database as the means to collect and analyze overtime data. Efforts continue to assess the potential of using the SAP system as the database for overtime information. Significant improvements were made in 2005 with respect to the VPD's administration and management of overtime. The changes to the overtime process, including increased scrutiny and authorization requirements, and quality assurance audits, resulted in overtime savings for the year 2005.

A Series of Reports on Overtime

In Spring 2005, the VPD Inspector i/c Quality Assurance Section and a Detective Constable were tasked with examining various facets of overtime usage and expenditures in the department. These projects were initiated well-before the current study, which commenced in August 2005. Members of the Project Team have met with the officers involved in these two studies over the past several months. The materials that have been produced to date are incorporated into this report and the information that has yet to be gathered will be included in the final report on VPD overtime, to be delivered in early 2007.

June 6, 2005. "Overtime Reporting." This brief report included "an objective examination of the current reporting processes of overtime entries and why they occurred." Current practices were examined in fifteen Units or Sections from three Divisions. Attention was given to the data that was being recorded and the Section or Unit representatives were interviewed. It was found that each of the areas examined had different databases and recorded data in different ways. It was found that the Major Crime Section in the Investigation Division and District 1 in the Operations Division recorded the most entries. The largest amount of overtime was generated through staffing of Liquor Callouts in District 1, which contains the entertainment district.

The report concluded that the two main drivers for the use of overtime were “investigative necessity”, which is driven by the fact that there is a finite amount of human resources available to investigate both what has occurred and to collect evidence and “operational necessity” which is the requirement to staff each unit with the agreed upon minimal staffing requirements.

The report authored by Detective Constable Stephens made three recommendations:

1. THAT, with the implementation of the new Overtime Database, monthly reports be generated by Section managers and kept within their Section Budget Reference and Record Logs, and;
2. THAT, Division Commanders consider what level of reporting of the monthly overtime data is required to assist in the budget process, and;
3. THAT, an annual examination of the overtime data be considered.

Since this report was submitted in June 2005, VPD has developed the capacities to effectively address these recommendations. Most notably, a uniform, centralized database has been developed and is operational.

July 20, 2005. “Callout for Minimums.” This report focused on call-out minimums and found that “Generally, there is a high compliance to the divisional policy in regards to staffing and call-out for minimums.”

January 10, 2006. “Overtime Review – High Earners.” This report focused on “high earners” and this group of officers within the manager, supervisor, and practitioner positions was reviewed. It was found that 75% of the overtime reviewed was earned because the member was in an investigative role. Approximately two thirds of the investigative overtime was related to call-outs and the remaining third is divided between Extended Tour of Duty (ETOD) and Standby. The Inspector who completed the report was unable to determine why the need occurred to have members attend to their duties via overtime. (Note: this issue will be addressed, and answered, in the study of investigative deployment to be conducted by the Project Team during 2006 and with the completion of strategic business plans by each of the specialty units during this time).

Historical Overtime Usage Study. December 2005. This study focused on the use of overtime in the department within a historical framework. It found that, as of 2005, overtime levels within the patrol districts, and throughout the entire department, are significantly lower than in 2003 and 2004. The study also concluded that there is “a significant amount of complexity related to overtime.” Among the study’s other findings:

1. Although there was a significant reduction in overtime during 2005, there was still room for improvement in overtime reduction.
2. In the Investigation Division, the Major Crime Section is the most important factor in determining overtime cost and callout hours. As cost recoveries are not a significant factor in Investigations, the most important factor to consider for reducing the overtime cost in Major Crime is reducing extended tours.
3. The Operations Support Division has not shown any period of significantly increased overtime cost since July 2001. However, callout hours in Tactical Support, YSS and ERT have risen considerably since May 2005.

January 31, 2006. “Overtime Quality Control Audits.”

The Quality Assurance Section has completed six reviews and investigated numerous overtime claims that appeared to be inappropriate. In each instance, the details of the application were taken to the approving supervisor or manager and clarification was sought. None of the investigations led to an event that could be shown to be inappropriate. The six internal issues are as follows:

- Overtime Reporting
- Call-Out for Minimums
- Staffing on Statutory Holidays
- Overtime Data Bank Review
- Single Claims in Excess of 25 Hours
- Overtime High Earners

An additional report has also been completed recently on the use of Standby Overtime but does not contain any dollar figures. Consistent throughout these reviews, either

through mining information from the internal database or from SAP, was the lack of detail in the information gathered.

The Quality Assurance Section suggests that two main issues remain in relation to appropriate management steps to monitor overtime usage. First the design of the overtime slip does not capture the required data and second the database system needs to be re-designed to support the new slip and meet IT standards.

The Quality Assurance Officer continues to monitor and review overtime practices and is currently tasked with overseeing the upgrades to the Microsoft Access database and continued improvements to the overtime slip to enhance collection of overtime driver data.

To complement all of the on-going or completed reviews of overtime data and to ensure that future reviews of overtime data provide a factual representation of the broadest range of contributing factors, it has been recommended that the “Miscellaneous Overtime Slip” captures crime types and other contributing rationales. The responsibility to complete these amendments will remain with the Inspector i/c Quality Assurance. The Microsoft Access database will be kept “as is” during the conversion to a new system. In addition, an individual will be assigned overall responsibility of the database and ensure information accuracy is checked regularly. The memo outlining the “Overtime Review – Internal Issues” is contained in Appendix I.

A collaborative effort is underway between the Quality Assurance Section, Planning and Research Section and Information Technology Section into redesigning the current database. Three (3) main design features have been agreed upon. They are as follows:

1. The incorporation of all three other overtime areas (EOPS, LENS & Standby) into the current Overtime Database.
2. Intranet database access.
3. SQL report generation.

IT personnel are assisting in the redesign of the database.

Comprehensive Overtime Project

The Comprehensive Overtime Project was initiated in February 2005 and conducted by Detective Constable Leslie Stevens. The report was designed to document overtime usage in the department in an attempt to discern patterns and trends in overtime expenditures. The findings from this study, which was completed on February 9, 2006, are included in this report (see Appendix J).

Detective Constable Stevens notes that the review of overtime resulted in a three pronged strategy to:

- 1) Capture overtime related data in order to identify and monitor the key drivers of overtime. The intention was to determine under what circumstances overtime was being worked and for what purpose.
- 2) Develop policy and procedures to regulate authorization of overtime and overtime processes.
- 3) Develop avenues for analysis, evaluation and audit.

Some measures were implemented immediately while others required development and are still in progress. Even though measures were implemented at intervals throughout 2005, the resulting success can be seen with the marked improvement in overtime spending.

Initiatives to Control and Monitor Overtime

Since the Staffing Review was completed in March 2005, the VPD has developed and implemented an Overtime Policy and Procedures and an Overtime Tracking System. These initiatives have given the VPD the capacity to monitor, analyze, and control overtime expenditures on an ongoing basis and to identify sections and individual officers who are high users of overtime. The reduction in the budgeted amount of operational overtime for 2005 reported later in this document appears to be attributable, at least in part, to the new stringent overtime policy.

No part of the reduction in overtime expenditures for 2005 can be attributed to the 50 new Constable positions that were approved by City Council in March 2005. These officers were in training during 2005 and early 2006. The Police Academy training takes almost nine months to complete. Therefore, the final group of new officers hired in 2005 will not graduate from the Police Academy until the summer of 2006.

During 2005, the VPD introduced a number of initiatives designed to control and monitor the use of overtime. These specific initiatives and the implementation date, noted in parenthesis, include:

- New procedures for overtime authorization (June 2005).
- New procedures for overtime data tracking via the Microsoft Access database (June 2005).
- New policy governing overtime use.
- Proposed policy on staffing guidelines for Statutory Holidays (completed-pending approval).
- More personal cost centre accountability in SAP (all of 2005).
- More and improved training for Managers through the Finance Section (all of 2005).
- Impending budget envelope of managed hours instead of dollars (for 2006).
- Scrutiny of overtime slips by the Payroll Section for adherence to policy and Collective Agreement (all of 2005).

- Returning of questionable overtime slips back to Manager in charge of Section (all of 2005). Spreadsheet decrease in incidence of returned slip per (by Section) is attached.
- Quality Assurance Officer looking into problem overtime slips, overtime trends, Section usage, high earners, call-outs for minimums and staffing on Statutory Holidays (all of 2005 and ongoing).
- Development of model to predict Statutory Holiday payouts (in progress).
- Updating of activity rates to reflect accurate pay rates (expected Feb 2006 implementation).
- Upgrade of Microsoft Access database to increase accuracy of input (in progress through IT Section).
- Improvements to overtime slip and Microsoft Access database to enhance tracking of key drivers relating to investigative overtime (in progress).
- Improvements to Microsoft Access database to include tracking of Court overtime and voluntary (EOPS) overtime (in progress).

Trends and Patterns of Overtime Usage in the VPD

The following discussion of trends and patterns of overtime usage in the VPD during 2005 is based on two primary sources: 1) an analysis of the overtime data slips that were completed in the department during the period June to December 2005; and, 2) financial figures compiled from SAP. The Microsoft Access database, containing information from the overtime slips, came into effect in June 2005. However, the database does not hold complete data for 2005. The Microsoft Access database is currently being upgraded to allow for enhanced information tracking and decreased entry errors. In order to show the differences and improvements in the totals for overtime use for all of 2005, the full data obtained from SAP was necessary.

The information currently collected in the Microsoft Access database is sufficient for measuring operational drivers. Impending improvements to the overtime slip and database will improve data collection regarding overtime driven by investigative Sections. A more comprehensive analysis of overtime usage will be performed during Phase 2 of the project (March 2006 - February 2007). This analysis will rely upon information gathered from the strategic business plans which will be completed by all specialty units in 2006.

Findings from the Patrol Development Study and the Strategic Business Plans will provide the basis for a more complete understanding of the drivers of overtime in the VPD. They will also identify the extent to which overtime usage is a product of the deployment of investigative and patrol resources and/or insufficient resources. It is important to reiterate that the findings presented in the discussion below should only be taken as indicative, rather than as conclusive. The results, however, will be useful in the more extensive analysis of overtime that will be conducted during Phase 2 of the Operational Review Project.

A Cautionary Note

Comparisons of overtime usage during the years 2000-2005 should be made with caution. During this period, there were several unique events that impacted overtime expenditures, including the unexpected early retirement of 139 retirements in late 2003 (as well as 31 in 2004) and the City-wide Enforcement Team (CET) initiative, undertaken in the Downtown Eastside. The CET was created in April 2003, and implemented without an increase in the authorized strength. Filling the new CET squads created shortages in other squads, as members were drawn from throughout the Department. Early retirements caused further patrol shortages which were backfilled by members from investigative units and other Sections. Until 2005, the VPD did not have policy and procedures related to overtime, nor did they have any method for systematically gathering information on overtime usage. The creation of these systems in 2005 provides the framework within which overtime usage data can be gathered and analyzed on an ongoing basis. Data on overtime expenditures indicate that significant improvements were made in 2005 with respect to the VPD's administration and management of overtime.

Categories of Overtime

The categories of overtime in the VPD are illustrated in Figure 1.0. The overtime expenditures incurred in 2005 for each type of overtime are included. The two major types of overtime are operational overtime and other overtime. Financial data were not available for extended tours of duty, call-outs or standby overtime.

Non-Recoverable Overtime

Non-recoverable overtime includes court overtime, statutory holidays pay and operational overtime.

Court overtime is paid to members who are attending court on regular days off, or during times when they are not normally scheduled to work. Compensation guidelines

are found in the Collective Agreement and any changes to this payment structure would have to be made through collective bargaining.

Statutory holiday pay is overtime paid to members on Statutory Holidays and is governed by the rules of the Collective Agreement. The amount of money spent on Statutory Holidays will change from year to year as the Statutory Holidays change. For example, in 2005 this payout increased substantially as many Statutory Holidays fell on a weekend. When this happens, members who usually have weekend days off are compensated rather than having to take the day off.

Operational overtime is also referred to as controllable, discretionary or net sworn overtime and includes extended tours of duty, call-outs, standby, and overtime incurred by investigative units (e.g. surveillance by Strike Force). Extended tours of duty occur when a sworn member is required to continue work beyond the end of their regular duty hours. Extended tours of duty are always associated with an incident number or are at the direction of the Duty Officer. Standby overtime is incurred when a member is directed or scheduled by an Inspector or Manager to be personally available to report to work during “off hours”, which thereby limits or restricts the member’s off-duty activities. Call-outs occur when a member is required to report to work other than during the member’s regular duty hours. The three types of call-outs are:

- a. To cover minimums: There are various reasons for call-outs to cover minimums. The reason for the call-out must be recorded on the rear side of the Overtime slip. All call-outs to cover minimums on Patrol must be approved by the member’s District Inspector or the Duty Officer after all districts have been canvassed for available personnel. The Supervisor requesting the call-out is responsible for ensuring the reason for the call-out is captured on the Overtime slip.
- b. Criminal Investigation: All of these call-outs will be associated to a criminal investigation and require a General Occurrence number or Project Number.
- c. Other Call-outs: All other call-outs, (e.g. unplanned special events, demonstrations or public disorder issues) fall into this category. All members submitting a VPD 314(05) Overtime Slip with this type of overtime shall keep

notes or other documentation of the function or task performed for auditing purposes.

Overtime hours for extended tours of duty and call-outs are paid at the following rates:

1. Extended tour of duty: 150% of the regular wage rate for the first two hours and 200% for subsequent hours.
2. Call-outs: 200% of the regular wage for all hours worked.

These rates are established in the Collective Agreement.

Recoverable Overtime

Recoverable overtime is overtime incurred by sworn officers on secondment (reimbursed to the VPD by the respective agency) and overtime incurred by officers working during special events such as the movie call-outs, sporting and other community events (reimbursed by the event sponsor). The Emergency and Operational Planning Section (EOPS) is responsible for planning and coordinating the police response to all major events that occur in the City. This includes professional sporting events, the Celebration of Light, demonstrations, dignitary visits and many other events that totaled more than 2,200 in 2005.

Recoverable overtime amounted to approximately \$3.6 million in 2005. The amount of recoverable overtime remained relatively constant over the past three years.

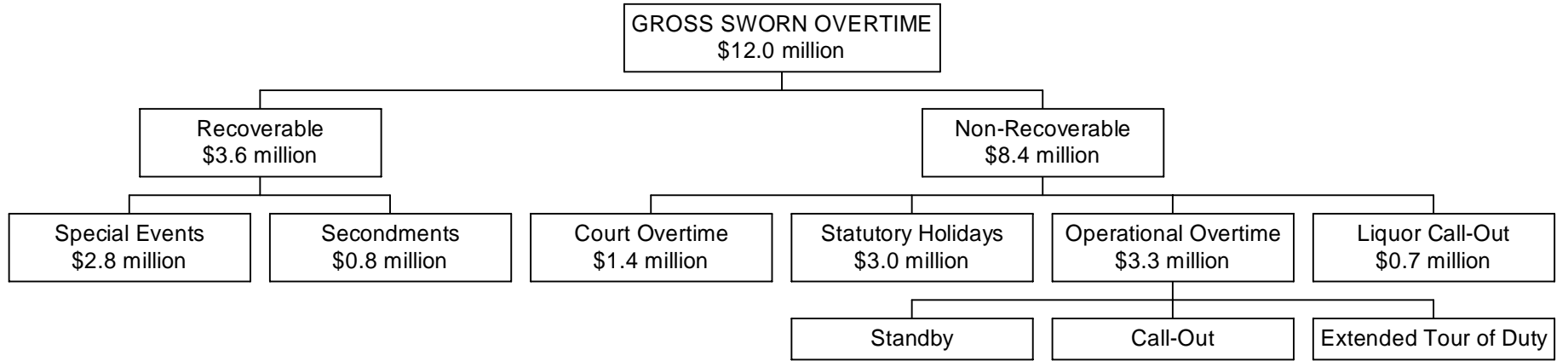
Paid Time Owed

Over an 8-day cycle, VPD patrol officers work 4 consecutive days (11-hour shifts) and then have 4 consecutive days off. In any given year, this shift schedule leads to approximately 70 hours of "Paid Time Owed" (PTO) per patrol officer. These are hours that the patrol officer owes back to the Department. Typically, patrol officers will spend around 57% of this time (40 hours) on training but will still owe 30 hours to the Department. Historically, these hours have been used up during the year by having

extra officers deployed during high demand events such as Halloween and New Year's Eve. As of January 2006, members will pay back the PTO hours by working an additional hour during the late afternoon (Delta) shift. This 12-hour afternoon shift (4:00 p.m. to 4:00 a.m.) will insure that more officers are available during peak call times when liquor establishments are closing.

Figure 1.0. Categories of Sworn Overtime and Level of Expenditures for 2005.

Categories of Sworn Overtime and Level of Expenditures in 2005



Gross Overtime Trends, 2000-2005

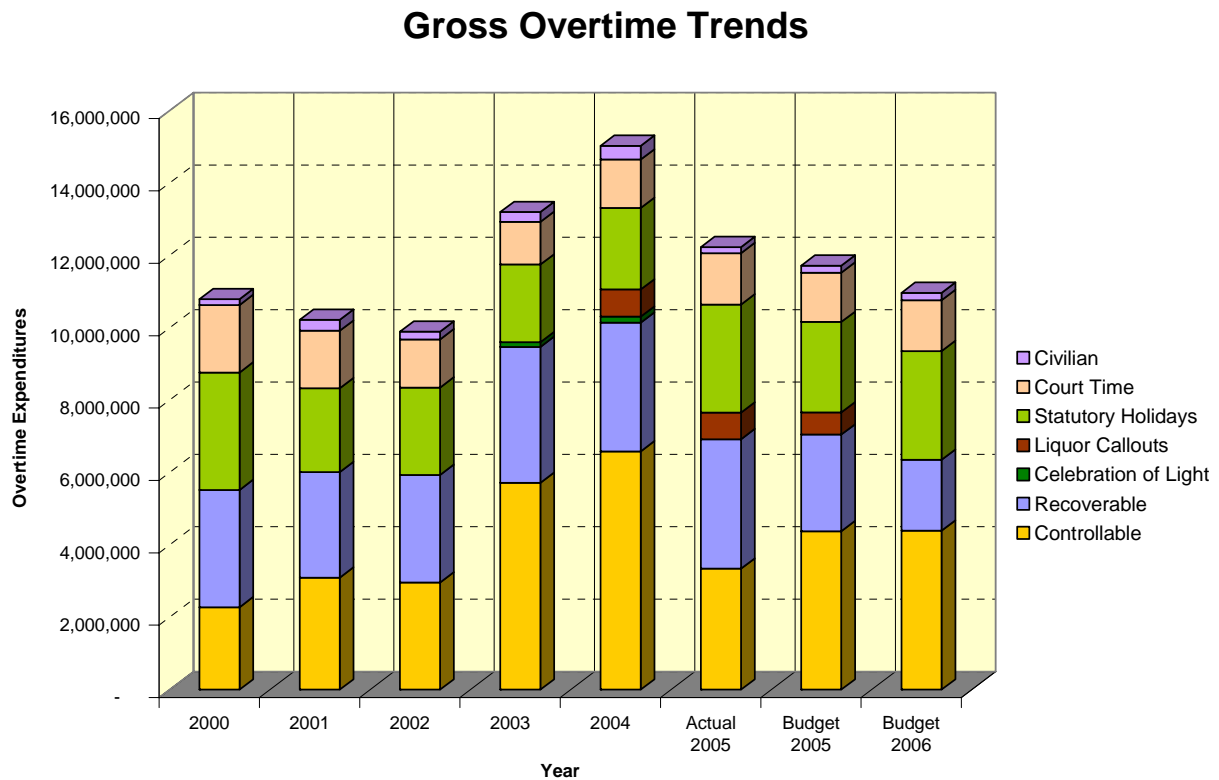
Table 1.0 presents information on the expenditures in the various categories of overtime for the years 2000-2005, broken down by non-recoverable and recoverable overtime.

Table 1.0. Recoverable and Non-Recoverable Overtime 2000-2005.

Overtime	Budget 2006	Budget 2005	Actuals 2005	2004	2003	2002	2001	2000
Recoverable	1,959,406	2,674,700	3,576,305	3,556,123	3,757,898	2,974,612	2,913,505	3,239,760
Special Events	1,430,790	2,621,900	2,817,153	2,613,970	3,112,632	2,756,187	2,837,923	3,196,827
Secondments	528,616	52,800	759,152	942,153	645,266	218,425	75,582	42,933
Non-Recoverable	8,807,386	8,850,700	8,487,928	11,096,289	9,172,472	6,706,665	7,007,505	7,393,504
Operational Overtime	4,395,266	4,377,700	3,343,636	6,587,115	5,715,616	2,962,615	3,099,189	2,279,797
Liquor Callouts	0	611,000	737,367	750,659				
Celebration of Light				166,073	132,287	584		
Statutory Holidays	3,004,130	2,500,100	2,987,555	2,252,863	2,145,609	2,414,993	2,316,551	3,244,906
Court Time	1,407,990	1,361,900	1,419,370	1,339,579	1,178,960	1,328,473	1,591,765	1,868,801
Civilian	198,320	194,100	170,518	379,746	269,967	213,451	303,704	161,244
TOTAL	10,965,112	11,719,500	12,234,751	15,032,158	13,200,337	9,894,728	10,224,714	10,794,508
Recoverable	17.9%	22.8%	29.2%	23.7%	28.5%	30.1%	28.5%	30.0%
Non-Recoverable	80.3%	75.5%	69.4%	73.8%	69.5%	67.8%	68.5%	68.5%
Civilian	1.8%	1.7%	1.4%	2.5%	2.0%	2.2%	3.0%	1.5%
TOTAL	100%	100%	100%	100%	100%	100%	100%	100%

Figure 1.1 sets out information on the gross trends in overtime for the years 2000-2005. These figures are for actual overtime and have not been adjusted for Collective Bargaining increases that occurred during this time period.

Figure 1.1. Gross Overtime Trends, 2000 to 2005.



The following is a review of gross overtime trends on an annual basis.

Operational overtime nearly doubled between 2002 and 2003 (from \$3.0 million to \$5.7 million) while recoverable overtime and civilian overtime each increased by more than 25%. The City-wide Enforcement Team (CET) initiative and additional overtime expenditures in the Major Crime Section accounted for most of the increase of 33.5% in gross overtime expenditures between 2002 and 2003 (from \$9,871,831 to \$13,176,424).

Between 2003 and 2004, operational overtime increased by 15% (\$871,499) while civilian overtime peaked with an increase of 40% from 2003 to 2004 (\$379,746). The creation of Liquor Call-Outs in the Entertainment District generated an additional overtime charge of \$750,659 in 2004. Operational overtime expenditures increased from \$5.7 million to \$6.6 million. This accounted for most of the increase of \$1.8 million in gross overtime between 2003 and 2004.

From 2004 to 2005, operational overtime decreased by almost 50% (from \$6.6 million to \$3.3 million) and civilian overtime decreased by 55%. Although overtime expenditures incurred because of Statutory Holidays increased by about 33%, gross overtime expenditures fell by 18.6% overall between 2004 and 2005 (from \$15.0 million to \$12.2 million).

The gross overtime budget overrun in 2005 was due, in large measure, to the unexpectedly large expenditures of recoverable overtime, Statutory Holidays overtime (19.5% or \$487,455 over budget) and Liquor Call-Outs (20.7% or 126,367 over budget). The 2005 budget overrun was mitigated by a surplus of 23.6% in operational overtime.

During 2006, gross overtime expenditures are expected to decrease overall although additional funds have been allocated to the Operations Division (\$319,760 more than the 2005 budget), to the Investigation Division (\$230,070 more than the 2005 budget) and for Statutory Holidays overtime (\$504,030 more than the 2005 budget). The 2006 gross overtime budget (\$10,965,112) is lower than both the actual overtime expenditure of 2005 (\$12,234,751) and the 2005 overtime budget (\$11,719,500).

Operational Overtime Trends

The Table 1.1 shows how operational overtime was allocated between VPD organizational units in 2000-2005.

Table 1.1. Operational Overtime by Organizational Unit, 2000-2005.

Overtime	Budget 2006	Budget 2005	Actuals 2005	2004	2003	2002	2001	2000
Office of the Chief Constable	136,270	172,000	93,763	105,100	105,011	59,228	82,039	287,108
Support Services Division	251,006	263,500	239,051	428,977	249,250	440,690	716,799	58,574
DCC Support Services	1,030	1,000	(325)	469	843	2,980	0	1,872
Fleet	0	0	(6,040)	(1,833)	0	0	0	0
Records Management	3,330	0	4,521	5,286	1,047	0	(480)	383
Human Resources	35,820	54,000	22,145	29,132	29,818	9,653	950	(4,088)
Communications Section	41,870	55,000	19,491	50,767	61,240	26,356	50,567	283
Information Technology	0	0	61	(248)	(644)	0	(505)	(1,000)
Finance	0	0	88,220	259,093	(2,616)	354,240	580,720	(7,148)
Planning & Research	7,590	17,000	(289)	9,355	10,887	3,977	12,631	(842)
Training & Recruiting	71,660	77,000	38,586	16,550	55,580	(25,317)	3,726	5,690
Services Liaison	89,706	59,500	72,681	60,406	92,080	68,801	69,190	63,424
Facilities	0	0	0	0	1,015	0	0	0
Operations Division	1,312,760	993,000	1,179,387	3,655,633	3,260,600	1,083,904	800,783	569,667
DCC Operations	6,200	6,000	16,629	7,938	5,797	6,716	63,232	0
District 1	244,860	174,000	161,720	874,431	620,163	166,260	151,300	136,537
District 2	339,210	154,000	297,399	1,410,386	1,838,230	166,213	109,594	161,645
District 3	159,980	174,000	188,467	526,705	259,149	196,600	138,360	106,401
District 4	238,180	152,000	166,822	345,602	307,761	172,057	55,268	58,378
Traffic	170,610	165,000	172,656	179,824	73,107	188,632	143,198	103,445
Patrol Support	153,720	168,000	175,694	310,747	156,393	187,426	139,831	3,261
Investigation Division	1,645,570	1,415,500	1,420,287	1,910,426	1,757,994	1,056,489	1,113,700	1,066,541
DCC Investigation	0	155,400	0	0	5,854	3,412	61,228	731
Major Crime	903,780	609,900	761,177	1,097,649	1,064,296	426,463	442,502	478,901
Vice & Drugs	222,040	176,400	179,781	217,010	183,734	215,949	236,255	200,304
Special Investigations	301,260	280,100	228,926	387,675	359,119	254,322	246,654	206,807
Forensic Services	218,490	193,700	250,403	208,092	144,991	156,343	127,061	179,798
Operations Support Division	351,500	338,000	411,148	486,979	342,761	322,304	385,868	297,907
DCC Operations Support	0	0	0	0	0	0	0	0
Tactical Support	109,290	38,000	89,256	152,413	57,251	62,821	155,638	85,049
Emergency Operations	35,660	167,000	31,179	20,212	28,141	32,592	21,943	12,675
Criminal Intelligence	35,180	34,000	23,497	43,481	53,811	58,066	18,326	15,799
Emergency Response	98,240	66,000	152,082	171,129	130,728	113,203	120,153	132,690
Youth Services	73,130	33,000	115,134	99,744	72,830	55,622	69,808	51,694
Unallocated Budget	698,160	1,195,700						
Controllable (Net Sworn) Overtime	\$ 4,395,266	\$ 4,377,700	\$ 3,343,636	\$ 6,587,115	\$ 5,715,616	\$ 2,962,615	\$ 3,099,189	\$ 2,279,797

Data gathered from SAP provides important insights into the patterns of operational overtime during the time period 2000-2005 as well as the budgeted amounts for the year 2006.

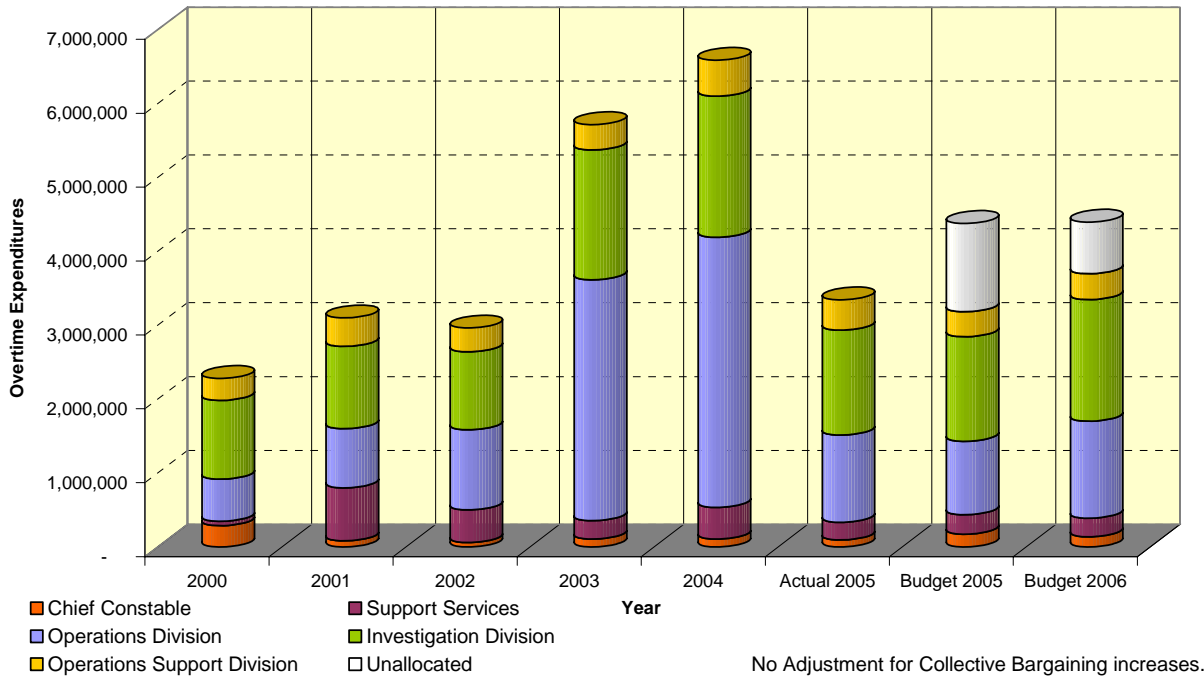
With the exception of 2003 and 2004, the Investigative Division is the leading driver of operational overtime. Within the Investigation Division, the Major Crime Section has overtime expenditures that, for all years, totaled more than all the other sections combined. In particular, the Major Crime Section (MCS) was a major consumer of overtime in 2005. This is consistent with findings from studies of overtime conducted in the U.S. which have found that major crime sections are most often the root of large overtime expenditures. A significant amount of the overtime is being earned by the Strike Force teams who conduct surveillance on behalf of the Major Crime Section (who pay for their services).

In the Operations Division, District 2 is the largest contributor to operational overtime usage. The levels of overtime expenditures were particularly high during the years 2003 and 2004 when the CET was implemented. At the time the CET initiative was launched, the VPD received no additional funding and was required to redeploy officers from a variety of work units.

Figure 1.2 illustrates the trends in operational overtime over the time period 2000-2005. These figures represent actual overtime and have not been adjusted for Collective Bargaining increases. As well, the figures exclude Liquor Call Outs and overtime expenditures incurred for the Celebration of Light.

Figure 1.2. Operational Overtime Trends, 2000 to 2005.

**Operational Overtime Trends
(Excluding Liquor Call Outs & Celebration of Light)**



The implementation of the CET initiative and additional overtime expenditures in the Major Crime Section accounted for most of the increase of 93% in operational overtime expenditures between 2002 and 2003.

A large portion of the subsequent increase in operational overtime expenditures observed between 2003 and 2004 can be attributed to the fact that, following the unexpected early retirement of approximately 170 officers (139 retirements in late 2003 and 31 in 2004), the VPD was forced to redeploy officers away from investigative squads to patrol squads in order to maintain minimum acceptable staffing levels on the streets.

Operational overtime in 2005 (\$3.3 million) decreased significantly compared to 2003 (\$5.7 million) and 2004 (\$6.6 million). Operational overtime in 2005 was \$1.0 million lower than the budgeted amount for the year. This improvement in the financial position of the VPD was made possible by a substantial decrease in the amount of overtime

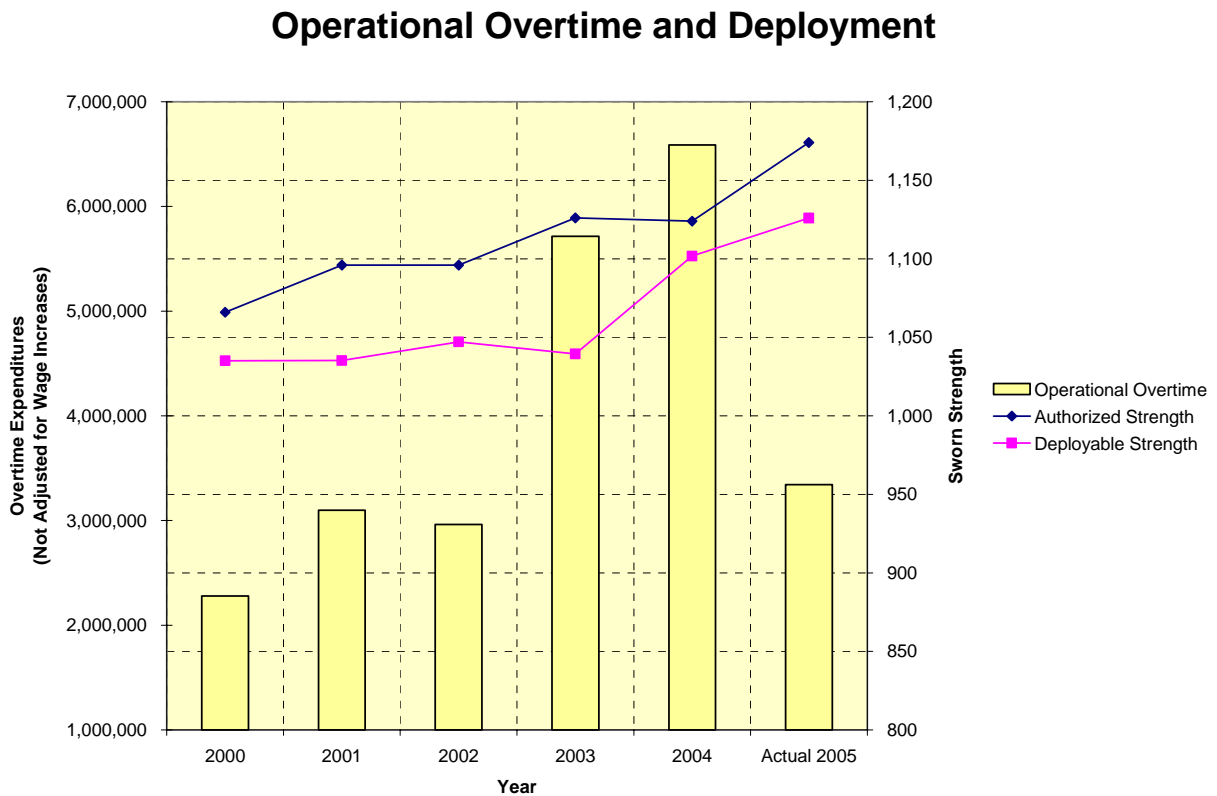
dedicated to CET (as witnessed by a reduction of \$1.1 million in overtime incurred in District 2, encompassing the Downtown Eastside) and a reduction of \$336,472 in the overtime expenditure incurred by the Major Crime Section.

In 2005, 23 out of 30 VPD Sections and all 4 Divisions incurred less operational overtime compared to 2004 and 14 Sections generated a surplus compared to their allocated budget. These overtime savings for 2005 were driven at least partially by increased overtime monitoring, tightened authorization requirements and regular quality assurance audits.

Operational Overtime and Deployment

Figure 1.3 presents data on operational overtime and deployment (actual deployable strength and authorized strength) for the years 2000-2005. The graph illustrates the impact of the mass early retirements in 2003 and of the expenditures associated with the CET initiative in 2004.

Figure 1.3. Operational Overtime and Deployment, 2000 to 2005.



Between 2001 and 2002, operational overtime expenditures decreased slightly from \$3,099,189 to \$2,962,615 (a decrease of 4.4%) while the average deployable strength of the VPD increased nominally from 1,035 officers to 1,047 (an increase of 1.2%).

In 2003, operational overtime expenditures increased sharply to \$5,715,616 while the deployable strength decreased to 1,039 officers.

In 2005, the average deployable strength at the VPD increased by 2.2% while the operational overtime expenditures decreased dramatically to \$3,343,636, in line with the pre-2003 level of overtime spending.

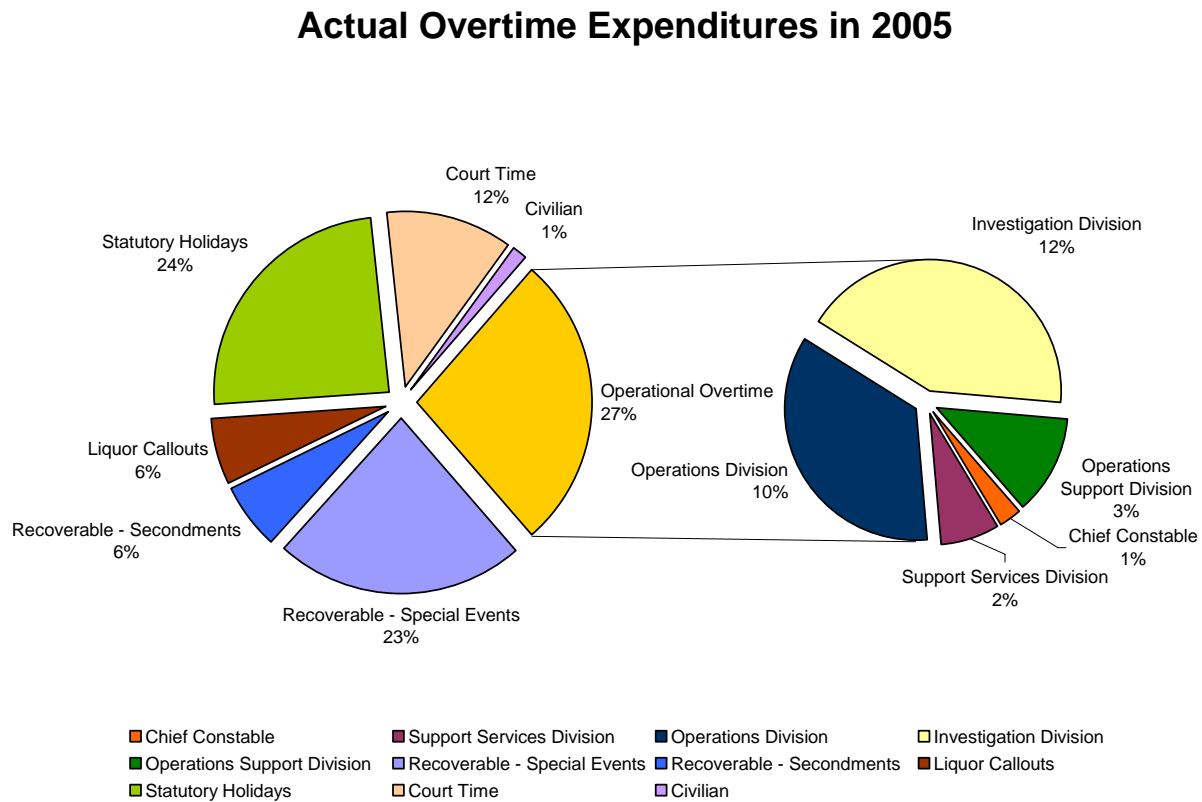
Overtime expenditures at the VPD jumped sharply in 2003. The moderate decrease in the deployable strength observed that year probably played a role in the deterioration of the VPD's financial situation but other factors likely had a more important impact on overtime expenditures (i.e. massive unexpected retirements of experienced officers, creation of the City Wide Enforcement Team, creation of the Firearms Interdiction

Team, creation of a patrol-based team dedicated to the Entertainment District). In 2005, the impact of these factors was attenuated and overtime decreased back to pre-2003 levels. The analysis suggests that neither the increase in overtime expenditures in 2003 and 2004 nor the decrease in overtime expenditures in 2005 can realistically be attributed strictly to changes in the deployable strength.

Overtime Expenditures in 2005

Figure 1.4 presents a breakdown of actual overtime expenditures for the year 2005, including a detailed depiction of operational overtime which represented 27.3% of total overtime expenditures.

Figure 1.4. Actual Overtime Expenditures in 2005.



Excluding Statutory Holidays pay, court overtime, liquor call-outs and recoverable overtime, the VPD controlled directly only 37% of its total overtime budget for 2005. In 2005, only 27% of all overtime expenditures were allocated to activities over which the VPD maintained some level of discretion (i.e. operational overtime).

In 2005, 43% of operational overtime and 12% of total gross overtime was incurred by the Investigation Division. More than half of the operational overtime incurred by the Investigation Division was spent by the Major Crime Section in 2005 (\$761,177 out of \$1,420,287). The specific contributors to overtime within the Investigation Division will be examined during Phase 2 of the project.

The data indicates that the Operations Division represented only 35% of the operational overtime expenditures incurred by the VPD in 2005, even though 65% of all VPD officers worked in that Division.

Recommended Overtime Savings

In 2005, the VPD spent \$3.3 million of operational overtime out of a budget of \$4.3 million. At the end of 2005, the VPD had \$1.0 million remaining in its operational overtime budget. The Operational Review Steering Committee has recommended that the VPD forfeit \$700,000 out of its overtime budget in 2006 and \$800,000 out of its overtime budget in 2007, subject to further review.

Trends in Overtime Usage by Sworn and Civilian Members

The data presented in this section was gathered from the Overtime Slip implemented June 1st, 2005. The analysis is preliminary but does provide some insights into the overtime patterns observed between June and December 2005 as well as some indication of the primary overtime drivers in the Department. The specific sources of the overtime in the various Divisions in the VPD will become more evident during Phase 2 of the project when the patrol and investigative deployment studies are conducted and each work unit is required to prepare a mini-business plan. The preliminary analysis of

overtime usage being conducted relies upon information gathered on the overtime slips to provide some preliminary indication of potential overtime drivers.

The data from the overtime slips being analyzed was gathered during the time period of June 1st to December 31st, 2005. It can be anticipated that, as the Overtime Policy and Procedures are incorporated into the daily activities of the VPD, and personnel become familiar with the overtime reporting requirements, further changes will occur in the levels of overtime usage.

Overtime Earned by Sworn and Civilian Employees

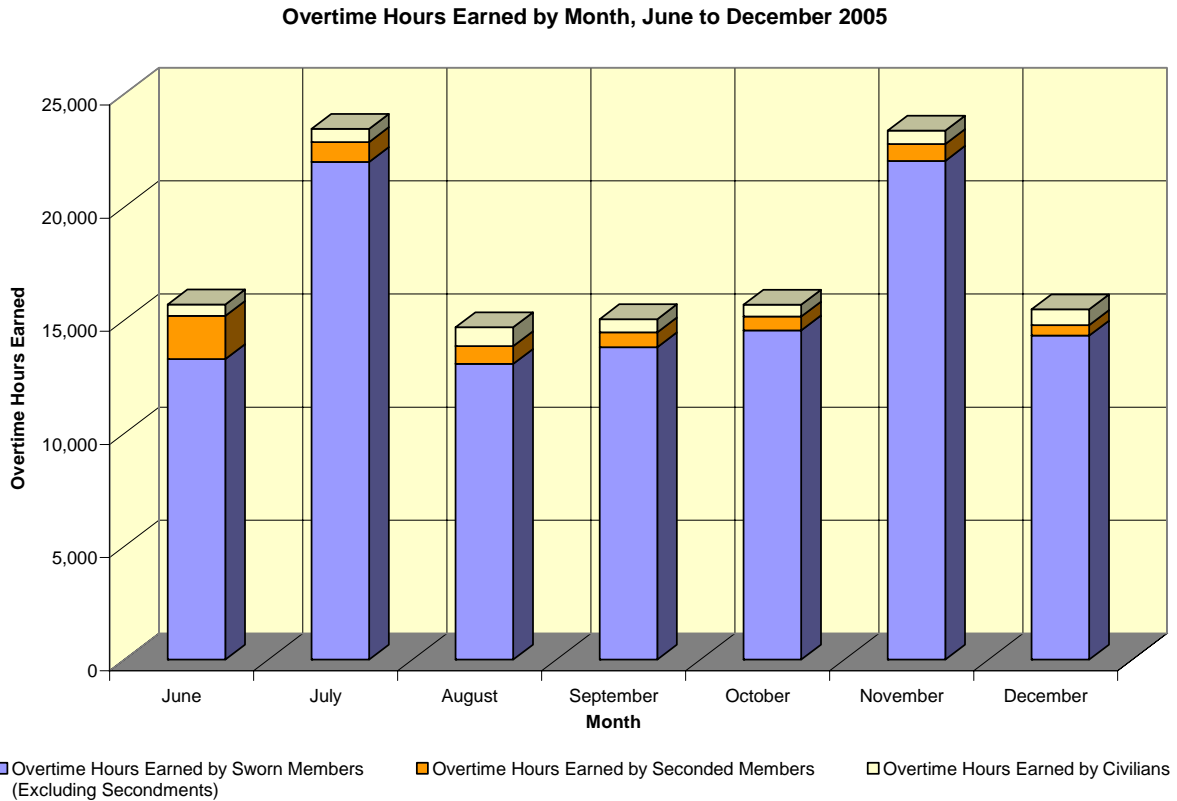
The Table 2.0 and Figure 2.0 present the number of hours of overtime earned monthly by sworn members (seconded and non-seconded) and civilian employees of the VPD between June 1st and December 31st, 2005. The higher rates during July and November were due, in part, to summer holidays and to Grey Cup week, respectively. Sworn members who were not seconded contributed the most to earned overtime during this time period, compared to civilian members of the VPD.

Sworn members who are seconded accrue overtime and are paid through the VPD payroll system, but their pay, benefits and overtime are charged back to agencies to which they are seconded. Thus, their earned overtime does not directly impact the net VPD overtime expenditure.

Table 2.0. Overtime Hours Earned by Sworn and Civilian Members by Month, June to December 2005.

Month	Overtime Hours Earned by Sworn Members (Excluding Secondments)	Overtime Hours Earned by Seconded Members	Overtime Hours Earned by Civilians	Total for All Employees
June	13,278	1,907	508	15,693
July	21,986	885	578	23,448
August	13,060	784	841	14,685
September	13,797	665	581	15,042
October	14,548	609	523	15,679
November	22,038	743	595	23,376
December	14,316	462	704	15,481
TOTAL	113,022	6,053	4,330	123,405

Figure 2.0. Comparison of Civilian, Sworn (Seconded and Non-Seconded) Overtime Hours Earned by Month, June to December 2005.



Form of Overtime Compensation

The next set of tables provides data on how sworn and civilian employees took compensation for overtime hours earned. The figures in Table 2.1 indicate that the large majority of sworn and civilian members take their overtime in the form of a payment rather than as credit, or “time off.” Civilian members were more likely than sworn members to take overtime in the form of credit towards future “time off”.

Table 2.1. Form of Compensation for Sworn (Seconded and Non-Seconded) and Civilian Overtime Earned, June to December 2005.

Form of Compensation	% of Total Sworn Officer Overtime Earned (Excluding Secondments)	% of Total Overtime Earned by Seconded Members	% of Total Civilian Overtime Earned	% of Total Sworn and Civilian Overtime Earned
Payment	92.2%	92.2%	70.3%	91.4%
Credit	7.8%	7.6%	29.7%	8.5%
No description or mixed	0.0%	0.3%	0.0%	0.1%

An important component of any discussion of overtime expenditures is the source of those expenditures. The following tables include data analyzed from the Overtime Slip for the months June-December, 2005. While preliminary, they do provide insight into overtime hours earned and the type of overtime worked. Table 2.2 provides a breakdown of overtime earned by type, during the period June 1st to December 26th, 2005. The figures indicate that four types of overtime accounted for the majority of overtime hours earned:

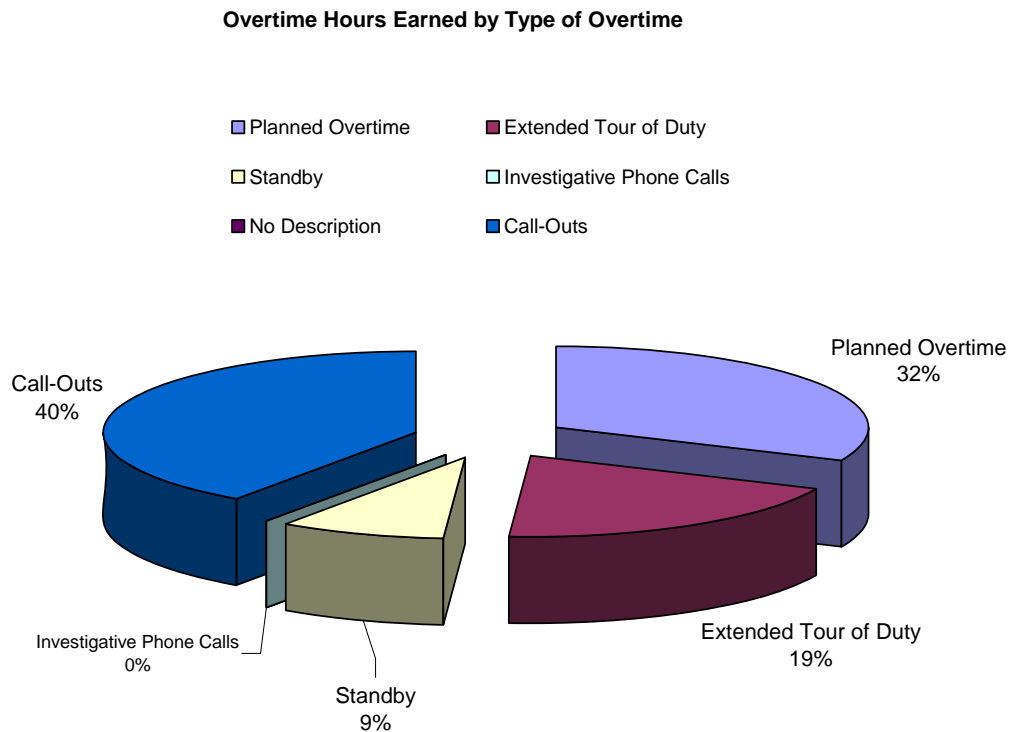
- “Planned Overtime” (31%)
- “Callout - Other” (20%)
- “Extended Tour of Duty” (19%)
- “Callout - Criminal Investigation” (15%).

A definition of the key categories is set out in the VPD Policy and Procedures for Overtime (see Appendix D).

Table 2.2. Sworn and Civilian Overtime Hours Earned by Type of Overtime, June to December 2005 (excluding seconded members).

Type of Overtime	Overtime Hours Earned	% of Total
Planned Overtime	37,326	30.2%
Extended Tour of Duty	23,221	18.8%
Standby	9,884	8.0%
Investigative Phone Calls	174	0.1%
No Description	9	0.0%
Call-Out	48,401	39.2%
Minimums	5,397	4.4%
Criminal Investigation	17,988	14.6%
Other	25,016	20.3%
Civilian Overtime	4,389	3.6%
Planned Overtime	848	0.7%
Standby	640	0.5%
Extended Tour of Duty	167	0.1%
Work on Backlog	76	0.1%
Other Call-out	60	0.0%
Staff Shortage	50	0.0%
Fireworks - Liquor Van	48	0.0%
Criminal Investigation Call-out	24	0.0%
Call-out to Cover Minimums	20	0.0%
Monitor Auction	10	0.0%
Other	2,447	2.0%
TOTAL	123,405	100.0%

Figure 2.1. Sworn Overtime Hours Earned by Type of Overtime, June to December 2005 (excluding seconded members).



Overtime Usage and Sick Time Hours Taken

Table 2.3 presents data on overtime and sick time earned for the 68 sworn members (excluding seconded members) who took two weeks or more in sick time during the time period June-December, 2005. The figures in Table 2.3 indicate that sick time earned was spread across a variety of work units in the department. Further, a statistical analysis indicates that there is no correlation between overtime hours earned and sick time ($r[p]=-0.03$; $r[s] = -0.10$) when data on all sworn officers who took sick time during June-December 2005 are considered.

Table 2.3. Overtime Usage and Sick Time Hours Taken by Sworn Members with Two Weeks or More Sick Time Taken, June to December, 2005.

Ranking of Sick Time Usage	Officer Rank	Work Unit	OT Hours Earned	Rank of Overtime Usage	Number of Sick Hours Taken
1	PC	Patrol District 1	18	259	1172
2	PC	Criminal Intelligence Section	63	144	440
3	PC	Drugs	97	97	410
4	PC	Diversity Relations	27	228	396
5	PC	Tactical Support Section	308	21	382
6	PC	Robbery/Assault Squad	211	41	320
7	PC	Communications	8	295	312
8	PC	School Liaison	27	227	310
9	PC	Homicide Squad	316	17	290
10	PC	Patrol District 4	97	98	278
11	PC	Vice	50	166	272
12	PC	Domestic Violence	7	302	257
13	PC	Traffic Section	31.5	217	248
14	PC	Patrol District 1	15	273	231
15	PC	Patrol Support Section	35	207	228
16	PC	Sexual Offence Squad	75	127	220
17	PC	Patrol Support Section	120	74	200
18	PC	Patrol District 1	14	278	184
19	PC	Traffic Section	177	50	176
20	PC	Patrol District 2	1.5	321	176
21	PC	Robbery/Assault Squad	300.5	24	170
22	SGT	Patrol District 3	70	134	168
23	PC	Patrol District 1	5	315	167
24	PC	Patrol District 4	46	179	165
25	SGT	Patrol Support Section	93	101	160
26	PC	Patrol District 4	2	320	160
27	PC	Homicide Squad	503	4	150
28	PC	Patrol District 2	99	94	143
29	PC	Patrol District 2	46.5	178	143
30	PC	Patrol District 2	18.5	258	143
31	PC	Forensic Identification Squad	6	306	143
32	PC	Patrol District 3	50	168	132
33	PC	Patrol District 2	34	209	132
34	PC	Patrol District 4	23	242	132
35	PC	Traffic Section	8	294	128
36	PC	Emergency Response Section	218	38	124
37	SGT	Tactical Support Section	123	71	120
38	PC	Patrol District 1	63.5	143	117
39	PC	Patrol District 2	312	18	111
40	PC	Patrol District 2	87	110	110

Ranking of Sick Time Usage	Officer Rank	Work Unit	OT Hours Earned	Rank of Overtime Usage	Number of Sick Hours Taken
41	PC	Patrol District 2	49	171	110
42	PC	Patrol Support Section	48	174	110
43	PC	Recruiting	20	250	110
44	PC	Patrol District 2	10	285	110
45	PC	Patrol District 1	7	303	110
46	PC	Traffic Enforcement	6	308	110
47	PC	Robbery/Assault Squad	311	19	100
48	PC	Patrol District 3	32.5	216	99
49	PC	Patrol District 3	16	265	99
50	SGT	Patrol District 1	14	275	99
51	PC	Emergency Response Section	426.5	7	92
52	PC	Robbery/Assault Squad	356	11	91
53	PC	Robbery/Assault Squad	16	266	90
54	PC	Traffic Section	232	31	88
55	PC	Patrol District 1	226	34	88
56	PC	Youth Services Section (Car 86)	91	103	88
57	PC	Criminal Intelligence Section	87.5	107	88
58	PC	Traffic Enforcement	72	133	88
59	PC	Patrol District 4	65	141	88
60	PC	Patrol District 3	44	181	88
61	PC	Patrol District 2	40	193	88
62	SGT	Patrol District 1	19	255	88
63	PC	Patrol District 3	9	290	88
64	SGT	Drugs	284	26	80
65	PC	Sexual Offence Squad	216.5	39	80
66	PC	Youth Services Section	69	138	80
67	PC	Property Crime Unit	47.5	176	80
68	PC	Drugs/Vice Section	27	229	80

Overtime Usage and Workers' Compensation Board (WCB) Hours Taken

Concerning the relationship between overtime and the occupational injury, Table 2.4 presents data on overtime usage and WCB hours taken among sworn members who filed a WCB claim during the period from June to December 2005. The table indicates that the sworn members who took WCB hours were primarily from the four patrol districts. A statistical analysis indicates that there is a negligible and not statistically significant correlation between overtime hours earned and WCB time taken (Pearson correlation $r[p] = -0.02$; Spearman correlation $r[s] = 0.06$).¹

Table 2.4. Sworn Member Overtime Usage and Workers' Compensation Board Hours Taken, June to December, 2005.

Ranking of WCB Usage	Officer Rank	Work Unit	Overtime Hours Earned	Ranking of Overtime Usage	Number of WCB Hours Taken
1	PC	Patrol District 2	27	31	396
2	PC	Patrol District 2	40	27	374
3	PC	Dog Squad	17	35	275
4	PC	Patrol District 1	15	36	253
5	PC	Vice	20	34	230
6	SGT	Patrol District 2	150	6	200
7	PC	Patrol District 2	123	8	187
8	PC	Patrol District 2	117	9	187
9	PC	Sexual Offence Squad	226	2	170
10	PC	Emergency Response Section	277.5	1	160
11	PC	Patrol District 3	21	33	150
12	PC	Patrol District 2	141	7	132
13	PC	Patrol District 3	86	13	132
14	PC	Patrol District 4	44	26	121
15	PC	Tactical Support Section	182.5	4	110
16	PC	Patrol District 2	49	25	88
17	PC	Patrol District 4	51	24	77
18	PC	Communications	58.15	19	66
19	PC	Patrol District 2	51.5	23	66

¹ The Workers' Compensation Board recently change its name to WorkSafe BC.

Ranking of WCB Usage	Officer Rank	Work Unit	Overtime Hours Earned	Ranking of Overtime Usage	Number of WCB Hours Taken
20	PC	Patrol District 2	23.5	32	66
21	PC	Patrol Support Section	100	10	60
22	PC	Patrol District 4	75.5	15	55
23	PC	Patrol District 2	99	11	44
24	PC	Patrol District 3	79	14	44
25	PC	Traffic Enforcement	60.5	17	44
26	PC	Patrol District 1	53	22	44
27	PC	Patrol District 1	182.5	5	33
28	PC	Patrol District 2	95	12	33
29	PC	Dog Squad	55	20	33
30	PC	Patrol District 1	54.5	21	33
31	PC	Communications	14	37	27
32	PC	Patrol District 1	219	3	22
33	PC	Patrol District 4	61.5	16	22
34	PC	Patrol District 1	40	28	22
35	PC	Patrol District 4	28.5	30	22
36	PC	Patrol District 2	59	18	11
37	PC	Traffic Enforcement	36.5	29	11
38	PC	Patrol District 4	4	38	33

Top 20 Overtime Earners, Work Unit and Sources of Overtime

Table 2.5 presents data on the top 20 overtime earners in the VPD, by unit, during the time period from June to December 2005. A review of the information indicates that the majority of officers who were top earners were assigned to one of the Strike Force Teams.

Table 2.6 provides data on the top 20 earners of overtime among sworn members in the VPD and the sources of the overtime during the period from June to December, 2005.

A review of the materials in these two table indicates that:

- All of the top 20 overtime earners in the Department were members of specialty squads. This finding reaffirms that a major driver of overtime in the VPD are investigative sections, a result that has been found to be consistent across North American police departments.

- The top 5 overtime earners in the Department are working overtime hours that could be considered to be excessive, particularly considering that these overtime hours were generated over only a seven month period of time. These officers earned more than 100 overtime hours per month on average during that period.
- The high levels of overtime among these individuals suggests that the respective VPD managers should re-examine the decision making processes that led these individuals to work such high levels of overtime in such high stress positions, where officer fatigue may have serious consequences.
- These data do not allow a determination of whether the excessively high levels of overtime worked by these officers is a consequence of a lack of resources or of deployment and staffing patterns. An attempt will be made to examine this issue during the next phase of the Operational Review.
- The top 20 overtime earners worked a total of 13,122 hours during a seven month period in 2005 and accounted for 9.4% of the total number of overtime hours earned by VPD officers.
- Some overtime earned by Strike Force members is recoverable. For example, when the officer does surveillance for the Integrated Gang Task Force (IGTF), the overtime expenditure is reimbursed by the agency. IGTF accounted for 18.7% of the overtime earned by the top 20 overtime earners between June and December 2005 (2,450 hours). The remaining portion (10,672 hours) was incurred by various specialty squads and sections of the VPD, including the Robbery and Assault Squad, the Sexual Offence Squad, the Homicide Squad, the High Risk Offender Unit and the General Investigation Unit.

Table 2.5. Top 20 Sworn Officer Overtime Hour Earners, June 1st to December 31st, 2005 (excluding seconded members),

Ranking	Officer Rank	Unit	Overtime Hours Earned
1	PC	Strike Force 2	802
2	PC	Strike Force 2	737
3	PC	Strike Force 2	721
4	PC	Strike Force 3	709
5	PC	Strike Force 4	708
6	PC	Strike Force 4	686
7	PC	Strike Force 2	679
8	PC	Strike Force 3	671
9	SGT	Strike Force 2	650
10	PC	Strike Force 2	648
11	PC	Major Crime Section, Homicide Squad	642
12	PC	Strike Force 2	640
13	PC	Outlaw Motorcycle Gang Unit	623
14	PC	Strike Force 4	622
15	PC	Strike Force 3	615
16	PC	Major Crime Section, Robbery/Assault/Arson Squad	611
17	PC	ERT Blue	595
18	PC	Strike Force 1	594
19	DET	Major Crime Section, Homicide	590
20	PC	ERT Red	579
TOTAL OVERTIME HOURS EARNED			13,122

Table 2.6. Top 20 Sworn Officer Overtime Hour Earners and Sources of Overtime (excluding seconded members), June to December, 2005.

Ranking	Officer Rank	Work Unit	Source of Overtime	OT Hours Earned
1	PC	Strike Force 2	Integrated Gang Task Force Secondment	211
			Robbery and Assault Squad	209
			Sexual Offence Squad	101
			Strike Force - Squad 3	60
			Homicide - Team #2	54
			Homicide - Team #1	45
			Inspector Tactical Support	38
			High Risk Offender	36
			Operational Planning Unit	28
			General Investigation Unit	15
			D/C/C Operations Support Division	5
			Total Overtime Hours	
2	PC	Strike Force 2	Integrated Gang Task Force Secondment	210
			Robbery and Assault Squad	177
			General Investigation Unit	93
			Sexual Offence Squad	72
			Strike Force - Squad 2	56
			Homicide - Team #1	40
			Inspector Tactical Support	32
			D/C/C Operations Support Division	29
			Operational Planning Unit	28
			Total Overtime Hours	
3	PC	Strike Force 2	Robbery and Assault Squad	225
			Integrated Gang Task Force Secondment	173
			General Investigation Unit	85
			Strike Force - Squad 2	77
			Sexual Offence Squad	39
			Inspector Tactical Support	32
			D/C/C Operations Support Division	29
			Operational Planning Unit	28
			Homicide - Team #1	17
			Homicide - Team #2	16
			Total Overtime Hours	

4	PC	Strike Force 3	Integrated Gang Task Force Secondment	209
			Robbery and Assault Squad	200
			Strike Force - Squad 3	74
			Homicide - Team #1	45
			D/C/C Operations Support Division	45
			Sexual Offence Squad	42
			Inspector Tactical Support	38
			Homicide - Team #2	36
			High Risk Offender	11
			General Investigation Unit	9
Total Overtime Hours			709	
5	PC	Strike Force 4	Robbery and Assault Squad	245
			Integrated Gang Task Force Secondment	121
			General Investigation Unit	93
			Inspector Tactical Support	72
			Homicide - Team #1	66
			Strike Force - Squad 2	63
			D/C/C Operations Support Division	29
			High Risk Offender	12
			CIU - Team 2	7
			Total Overtime Hours	
6	PC	Strike Force 4	Robbery and Assault Squad	156
			Integrated Gang Task Force Secondment	96
			General Investigation Unit	93
			High Risk Offender	74
			Strike Force - Squad 2	70
			Sexual Offence Squad	56
			Outlaw Motorcycle Gang Unit	39
			Inspector Tactical Support	32
			D/C/C Operations Support Division	29
			Homicide - Team #2	20
			Operational Planning Unit	14
			CIU - Team 2	7
			Total Overtime Hours	

7	PC	Strike Force 2	Integrated Gang Task Force Secondment	210
			Robbery and Assault Squad	172
			General Investigation Unit	48
			Homicide - Team #1	40
			Outlaw Motorcycle Gang Unit	39
			Strike Force - Squad 2	35
			Homicide - Team #2	34
			Inspector Tactical Support	32
			D/C/C Operations Support Division	29
			High Risk Offender	26
			Operational Planning Unit	14
Total Overtime Hours			679	
8	PC	Strike Force 3	Integrated Gang Task Force Secondment	221
			Robbery and Assault Squad	180
			Sexual Offence Squad	42
			Strike Force - Squad 3	40
			Inspector Tactical Support	38
			High Risk Offender	36
			D/C/C Operations Support Division	36
			General Investigation Unit	22
			Homicide - Team #2	20
			Surveillance Unit	18
			Homicide - Team #1	18
Total Overtime Hours			671	
9	SGT	Strike Force 2	Robbery and Assault Squad	193
			Integrated Gang Task Force Secondment	179
			General Investigation Unit	93
			Homicide - Team #1	40
			Sexual Offence Squad	39
			Homicide - Team #2	34
			D/C/C Operations Support Division	29
			Strike Force - Squad 2	23
			Inspector Tactical Support	20
			Total Overtime Hours	

10	PC	Strike Force 2	Integrated Gang Task Force Secondment	210
			Robbery and Assault Squad	142
			General Investigation Unit	93
			Sexual Offence Squad	33
			Inspector Tactical Support	32
			High Risk Offender	30
			D/C/C Operations Support Division	29
			Strike Force - Squad 2	23
			Homicide - Team #1	22
			Homicide - Team #2	20
Operational Planning Unit	14			
Total Overtime Hours			648	
11	PC	Homicide Squad	Homicide - Team #1	558
			Homicide - Team #2	76
			Robbery and Assault Squad	8
			Total Overtime Hours	642
12	PC	Strike Force 2	Integrated Gang Task Force Secondment	210
			Robbery and Assault Squad	190
			General Investigation Unit	93
			Strike Force - Squad 2	73
			Inspector Tactical Support	32
			Homicide - Team #1	17
			Operational Planning Unit	14
			Sexual Offence Squad	11
Total Overtime Hours			640	
13	PC	Outlaw Motorcycle Gang Unit	Outlaw Motorcycle Gang Unit	605
			D/C/C Operations Support Division	18
			Total Overtime Hours	623

14	PC	Strike Force 4	Robbery and Assault Squad	117
			Homicide - Team #2	95
			Homicide - Team #1	88
			Surveillance Unit	72
			Sexual Offence Squad	67
			High Risk Offender	52
			Outlaw Motorcycle Gang Unit	52
			Integrated Gang Task Force Secondment	33
			D/C/C Operations Support Division	32
			Strike Force - Squad 3	7
			CIU - Team 2	7
Total Overtime Hours			622	
15	PC	Strike Force 3	Robbery and Assault Squad	191
			Integrated Gang Task Force Secondment	158
			Sexual Offence Squad	70
			Homicide - Team #1	45
			Inspector Tactical Support	38
			High Risk Offender	36
			General Investigation Unit	22
			Strike Force - Squad 3	20
			Homicide - Team #2	16
			Operational Planning Unit	14
			D/C/C Operations Support Division	5
Total Overtime Hours			615	
16	PC	Major Crime Section, Robbery/Assault/Arson Squad	Robbery and Assault Squad	611
			Total Overtime Hours	
17	PC	ERT Blue	Robbery and Assault Squad	214
			Commander's Office District 1	195.5
			D/C/C Operations Support Division	74
			Integrated Gang Task Force Secondment	56
			Operational Planning Unit	47.5
			ERT - Blue Team	8
Total Overtime Hours			595	

18	PC	Strike Force 1	Robbery and Assault Squad	95
			Homicide - Team #1	87
			Sexual Offence Squad	67
			Integrated Gang Task Force Secondment	64
			Homicide - Team #2	54
			Outlaw Motorcycle Gang Unit	52
			High Risk Offender	51
			Surveillance Unit	49
			Investigation Unit	39
			D/C/C Operations Support Division	32
Strike Force - Squad 1	4			
			Total Overtime Hours	594
19	PC	Major Crime Section, Homicide	Homicide - Team #1	548
			Homicide - Team #2	42
			Total Overtime Hours	590
20	PC	ERT Red	Robbery and Assault Squad	273
			Commander's Office District 1	100.5
			Integrated Gang Task Force Secondment	89
			ERT - Red Team	47.5
			Operational Planning Unit	38
			D/C/C Operations Support Division	31
			Total Overtime Hours	579

Summary and Conclusions

This project report was designed to provide a preliminary analysis of overtime expenditures in the VPD. A more detailed analysis of overtime drivers will be conducted during Phase 2 of the Operational Review and will include information on how patrol and investigative deployment affect the demands for, and the Department's response to, the issue of overtime.

The report has provided a thorough review of the published literature on police overtime as well as materials on how police departments and municipalities across North America are attempting to deal with this issue. The review revealed that overtime expenditures by the police are a controversial and challenging issue.

Since the release of the Staffing Review in March 2005, the VPD has undertaken a number of initiatives to develop the capacity to control and monitor overtime expenditures. This has included the development of a new policy and procedures for overtime usage and the creation of an overtime data slip that is being used to record overtime usage throughout the Department.

A preliminary analysis suggests that:

- The development and implementation of a new overtime policy is a positive step forward for the VPD that is already impacting the level of overtime expenditures.
- The data collected from the overtime slips is being compiled in the overtime database and will allow the VPD to monitor on an on-going basis overtime usage in all Divisions of the Department.
- The Investigative Division appears to be the leading driver of operational overtime. In 2005, 43% of all operational overtime and 12% of total gross overtime was incurred by the Investigation Division. There are several specific areas, most notably the Major Crime Section, that are primary users of overtime. The specific drivers of overtime within these high overtime-use sections remain to be identified through the study of investigative deployment which will involve the development of strategic business plans for each work unit in the Department.

- The Major Crime Section was a major consumer of overtime in 2005. This is consistent with findings from studies of overtime conducted in the U.S. which have found that major crime sections are most often the source of important overtime expenditures.
- All of the top 20 overtime earners between June and December 2005 were members of specialty squads and 14 of the top overtime earners were members of Strike Force. A significant amount of overtime is being earned by Strike Force members who conduct surveillance on behalf of the Major Crime Section (who pay for their services).
- The top 5 overtime earners in the Department are working overtime hours that could be considered to be excessive. These officers earned more than 100 overtime hours per month on average during that period.
- The top 20 overtime earners earned a total of 13,122 overtime hours during a seven month period in 2005 and accounted for 9.4% of the total number of overtime hours earned by VPD officers. Around 18.7% of this overtime (2,450 hours) was sponsored by the Integrated Gang Task Force (IGTF) and was therefore recoverable. The remaining portion (10,672 hours) was incurred by various specialty squads and sections of the VPD, including the Robbery and Assault Squad, the Sexual Offence Squad, the Homicide Squad, the High Risk Offender Unit and the General Investigation Unit.
- Among the various categories of overtime, there are types of overtime over which the VPD has only minimal control. Statutory Holidays pay, court overtime, liquor call-outs, overtime paid to seconded members and special events are sources of overtime that the VPD has virtually no control over. In 2005, only 27% of all overtime expenditures were allocated to activities over which the VPD maintained some level of discretion (i.e. operational overtime).
- Two factors impacted the level of overtime usage in 2003 and 2004:
 1. the mass early retirements of 170 senior officers in 2003-2004 (139 retirements in late 2003 and 31 in 2004);

2. the City-wide Enforcement (CET) initiative.

- The implementation of the CET initiative and additional overtime expenditures in the Major Crime Section accounted for most of the increase of 93% in operational overtime expenditures between 2002 and 2003.
- A large portion of the subsequent increase in operational overtime expenditures observed between 2003 and 2004 can be attributed to the fact that, following the unexpected early retirement of approximately 170 officers, the VPD was forced to redeploy officers away from investigative squads to patrol squads in District 2 in order to maintain minimum acceptable staffing levels.
- From 2004 to 2005, operational overtime decreased by almost 50% (from \$6.6 million to \$3.3 million) and civilian overtime decreased by 55%. Although Statutory Holidays pay increased by about a third, gross overtime expenditures fell by 18.6% overall between 2004 and 2005 (from \$15.0 million to \$12.2 million). This improvement in the financial position of the VPD was made possible by a substantial decrease in the amount of overtime dedicated to CET (as witnessed by a reduction of \$1.1 million in overtime incurred in District 2, encompassing the Downtown Eastside) and a reduction of \$336,472 in the overtime expenditure incurred by the Major Crime Section.
- In 2005, 14 Sections generated a surplus compared to their allocated budget. These overtime savings for 2005 were driven in part by increased overtime monitoring, tightened authorization requirements and regular quality assurance audits.
- There is no apparent correlation between overtime hours earned and WCB or sick time.
- At this preliminary stage of the analysis, it is not possible to determine if there is a relationship between staffing levels and overtime usage.
- As the Overtime Policy and Procedures are incorporated into the daily activities of the VPD, and personnel become familiar with the overtime reporting requirements, further changes will occur in the levels of overtime usage. The

Operational Review Steering Committee has recommended that the VPD forfeit \$700,000 out of its overtime budget in 2006 and \$800,000 out of its overtime budget in 2007, subject to further review.

Considerable progress has been made by the VPD, in a relatively short period of time (less than twelve months) to address the issue of overtime expenditures and to set in place procedures and best practices for monitoring and controlling overtime usage.

A more comprehensive analysis of overtime usage will be performed during Phase 2 of the project (March 2006 - February 2007). This analysis will rely upon information gathered from the strategic business plans which will be completed by all specialty units in 2006.

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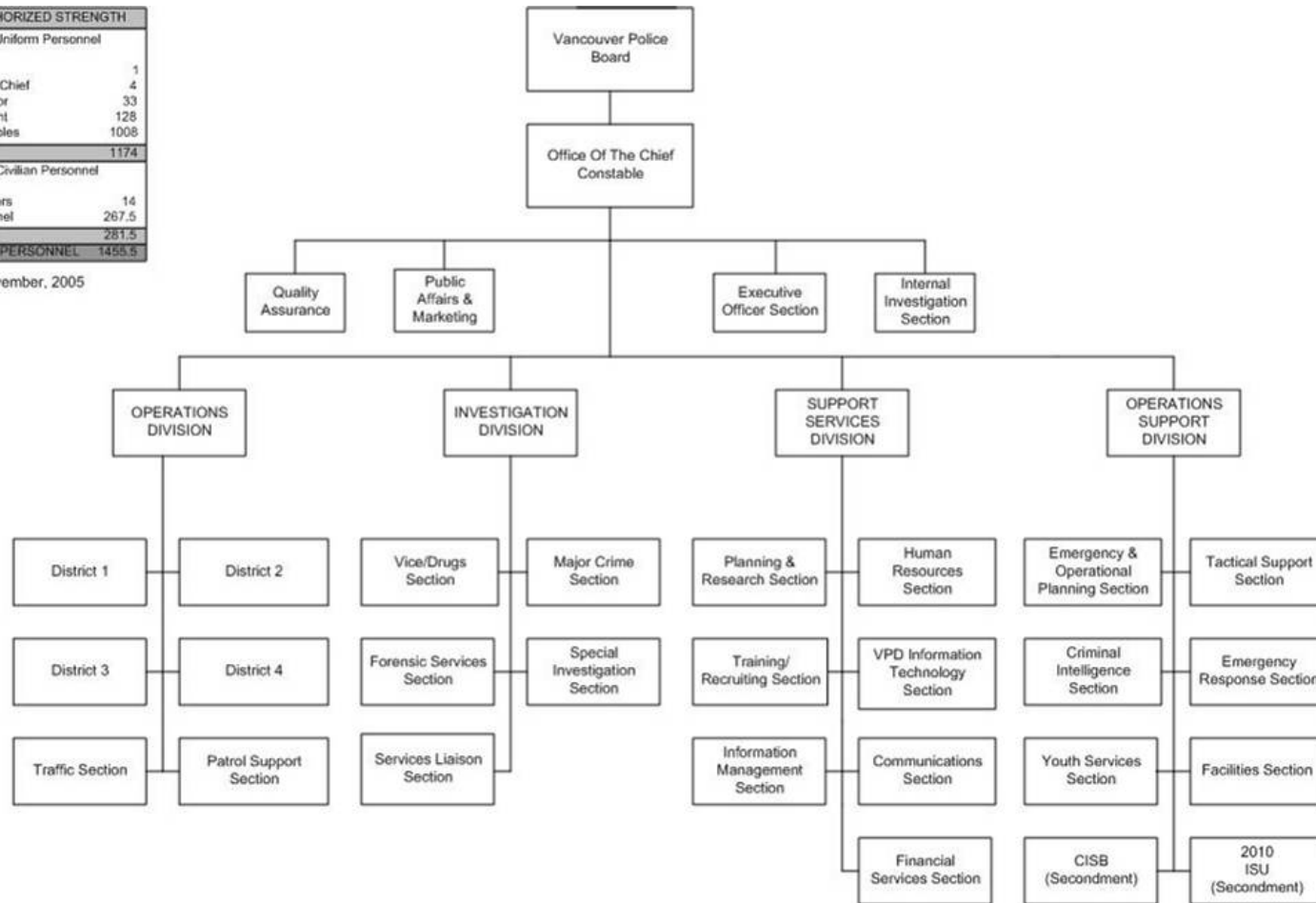
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Appendix A – Vancouver Police Department Organizational Chart

AUTHORIZED STRENGTH	
Uniform Personnel	
Chief	1
Deputy Chief	4
Inspector	33
Sergeant	128
Constables	1008
TOTAL	1174
Civilian Personnel	
Managers	14
Personnel	267.5
TOTAL	281.5
TOTAL PERSONNEL	1455.5

November, 2005



Appendix B – IACP Model Overtime Policy

<p><i>OVERTIME</i></p> <hr style="border: 2px solid black; margin: 10px auto; width: 20%;"/> <h2 style="text-align: center; margin: 0;">Model Policy</h2> <hr style="border: 1px solid black; margin: 10px auto; width: 60%;"/>		
	<i>Effective Date</i> August 1999	<i>Number</i>
<i>Subject</i> Overtime		
<i>Reference</i>		<i>Special Instructions</i>
<i>Distribution</i>	<i>Reevaluation Date</i>	<i>No. Pages</i> 2

I. PURPOSE

The purpose of this policy is to provide a structure for monitoring, managing and controlling the use of personnel overtime.

II. POLICY

All personnel of this agency must be mindful of and exercise fiscal responsibility in the use of public funds and resources. Overtime pay requires particular attention because it constitutes a sizeable expenditure of agency revenue that are provided at premium rates. Without adequate controls, unplanned expenditures can create budget overruns and divert resources from key operational areas. Therefore, it is the policy of this agency to effectively manage the use of overtime and that of each employee to use overtime in a responsible manner and judicious manner.

III. DEFINITIONS

Overtime: Work performed in excess of 40 hours in one week or as otherwise established by state law.
Fair Labor Standards Act (FLSA) (29 U.S.C. 207(a): Federal law regulating wages and work hours to include provisions for overtime pay.

IV. PROCEDURES

A. General Provisions

- This agency conforms to overtime provisions of the FLSA and applicable state laws. Personnel shall refer to this agency's personnel pay policy, FLSA policy and labor agreements for details on exempt and non-exempt positions, circumstances in which overtime pay may be granted, rates of payment for all overtime that

- qualifies for payment at the premium rate and related matters.
- Whenever reasonably possible, paid overtime will be used in lieu of unpaid compensatory time off.

B. Reporting, Recording and Analysis

- All overtime worked shall be approved for payment by the designated supervisor. The category of overtime work performed shall be coded in accordance with agency personnel procedure and forwarded by unit commanders to the designated agency unit for recording, accounting and analysis.
 - Paid overtime and unpaid compensatory time will be recorded separately.
 - Overtime expenditures shall be kept separately by function (e.g., briefings and roll calls, training, investigations) and by the agency unit in which the expenditure is incurred. Individual and summary data will be compiled on at least a monthly basis.
 - Overtime funds expended under federal or state grant programs will be accounted for separately from those in the general budget.
- The designated entity shall maintain overtime records and provide individual and summary data of overtime worked on a monthly basis to responsible agency supervisors and command personnel.
- Unit commanders and supervisors shall monitor individual and summary data reports of overtime expenditure. Identification of unusual, unexplained or disproportionate expenditures in overtime may include but are not limited to the following circumstances:
 - Disproportionate overtime by individual

- officer(s) engaged in or assigned to the same task/function;
- b. Significant and unexplained changes in overtime expenditures when compared to similar periods of time;
- c. Significantly higher overtime costs for completion of the same or similar activities or tasks previously performed; and
- d. Expenditure of overtime at a rate that could exceed or negatively affect the agency's budget or that of individual units, programs or functions.

C. Overtime Management

1. No task or function shall be performed on overtime by agency personnel that could otherwise be performed during regular work hours.
2. Supervisors shall establish and hold personnel responsible for a level of performance during standard work hours that minimizes the need for overtime and/or the need for additional personnel.
3. Only overtime required to meet vital service demands of the department shall be authorized.
4. All tasks and functions that require the use of overtime shall be routinely evaluated in terms of their cost-effectiveness. Alternatives to the use of premium pay to accomplish these tasks or program objectives shall be evaluated and implemented where appropriate.
5. All overtime must receive advance authorization unless unreasonable due to emergency circumstances.
 - a. Unit and watch commanders and designated supervisors are the personnel primarily responsible for authorizing and managing overtime.
 - b. Division or comparable level command staff must approve overtime requests designed to fill an on-going personnel vacancy or meet an unusually high yet foreseeable workload. (i.e., personnel vacancies are authorized staff positions left unfilled when vacated permanently or for extended and indefinite periods of time).
6. Supervisors and command staff shall take measures and issue directives where reasonably possible to reduce or limit the demand for overtime. This includes but is not limited to supervisory efforts to perform the following.
 - a. Assign non-emergency service requests received near shift change to on-coming shift personnel.

- b. Use auxiliary and reserve officers/employees and volunteers where feasible to offset temporary personnel shortages/vacancies and meet specialized needs.
 - c. Anticipate and manage workload requirements where reasonable to best utilize standard duty hours.
 - d. Manage and coordinate vacation, leave and related requests to minimize manpower deficiencies.
 - e. Ensure that officers who make arrests late in their shift receive available assistance to process prisoners as quickly as possible.
 - f. Ensure that arresting officers in misdemeanor incidents conduct tests, take statements or witness any actions/procedures essential to prosecution so that only the officer will be needed to testify in court. Arrest reports should include only the minimum number of officers; those who were integral to the arrest and who must be subpoenaed in any subsequent court testimony.
 - g. Ensure that agency overtime policy, rules and regulations and the particulars of any labor agreement are consistently adhered to by agency personnel as they relate to overtime for court appearances, standby, travel time, training, holiday leave, vacations and related matters.
7. Coordinate efforts with the court/prosecutor's office to establish overtime limits and control overtime usage.

This project was supported by Grant No. 95-DD-BX-K-E4 awarded by the Bureau of Justice Assistance, Office of Justice Programs, U.S. Department of Justice. The Assistant Attorney General, Office of Justice Programs, coordinates the activities of the following program offices and bureaus: the Bureau of Justice Assistance, the Bureau of Justice Statistics, National Institute of Justice, Office of Juvenile Justice and Delinquency Prevention, and the Office of Victims of Crime. Points of view or opinions in this document are those of the author and do not represent the official position or policies of the United States Department of Justice or the International Association of Chiefs of Police.

Every effort has been made by the IACP National Law Enforcement Policy Center staff and advisory board to ensure that this model policy incorporates the most current information and contemporary professional judgment on this issue. However, law enforcement administration should be cautioned that no "model" policy can meet all the needs of any given law enforcement agency. Each law enforcement agency operates in a unique environment of federal court rulings, state laws, local ordinances, regulations, judicial and administrative decisions and collective bargaining agreements that must be considered. In addition, the formulation of specific agency policies must take into account local political and community perspectives and customs, prerogatives and demands; often divergent law enforcement strategies and philosophies, and the impact of varied agency resource capabilities, among other factors.

Organization	Overtime Policy	Overtime as % of Budget	Monitoring and Adjustment Processes	Drivers of Overtime	Primary Users of Overtime	Comment
Niagara RPS	No policy – requires supervisory approval	1.8% of total budget			Investigative/specialty units – Homicide/Major Case, Intelligence/Surveillance, Drugs,	4 yr plan to reduce OT – included hiring 77 officers and 37 civilians without increase to OT budget – has “markedly reduced” overages. Still anticipate being over budget in 2005.
Winnipeg PS	Need for overtime determined by supervisor or manager	4.8% of total budget 4.1% OT .7% court time	Finance Section identified concerns reported to senior managers Seek appropriations to cover excesses, based on justification – approved by Standing Committee on Fiscal Issues (internal)	Lack of adequate resources; increasing workload	Uniform officers - 49.4% of overtime Plainclothes officers 33.6% of overtime Balance of 17% is split over the rest of the service.	In 2001 worked with Provincial Justice to introduce court overtime reduction project – has reduced court overtime and court backlogs.

Organization	Overtime Policy	Overtime as % of Budget	Monitoring and Adjustment Processes	Drivers of Overtime	Primary Users of Overtime	Comment
Regina PS	No formal policy	<p>4% of total budget</p> <p>3.5% OT</p> <p>.5% court time</p>	<p>OT justified and authorized in advance by on duty senior officer</p> <p>Monthly variance reports provided to managers; deputy chief holds members accountable for staying within budget</p> <p>Each division has a contingency budget – if OT is over without defensible justification, dollars come from contingency fund.</p>	<p>Special projects, new system implementation, unanticipated investigations</p>	<p>In 2005:</p> <p>Criminal Investigation Division 51% of OT</p> <p>Patrol 31% of OT</p> <p>Balance of 18% split over remainder of the service</p>	<p>Staff did not respond well to having to justify OT, but now view it as a “way of doing business” that wasn’t going away.</p> <p>Except for stat holiday OT, overtime and court time for 2005 is down to 2001 levels.</p>

Organization	Overtime Policy	Overtime as % of Budget	Monitoring and Adjustment Processes	Drivers of Overtime	Primary Users of Overtime	Comment
					Highest users: Homicide, Major Crimes, Forensic Ident, and Drugs	
Edmonton PS	Currently drafting – expected completion 1st quarter 2006	1.9% of total budget – court time not viewed as overtime	<p>Monthly variance reports prepared by Finance;</p> <p>Quarterly reports prepared for senior management team and police commission Report to civic administration May 31 and monthly from Sep-Dec</p>	<p>Minimum staffing policy,</p> <p>Operational need, investigation and follow-up, resources external to the section</p>	<p>4 response divisions and support division (Communications, Traffic, Forensic Ident)</p> <p>Homicide</p>	<p>City Auditor conducted review in 2004; recommendations are being implemented (copy attached)</p>

Appendix D – Vancouver Police Department Overtime Policy and Procedures

(Approved by the Vancouver Police Board, January 18, 2006)

Section 58.01 Overtime – General Policy and Definitions

General Policy

The Vancouver Police Department is required to effectively manage overtime in a responsible and judicious manner. However, in a policing environment, overtime frequently results from exigent and/or emerging events and the use of overtime is an unavoidable part of police work. However, it is important to ensure that overtime is used only to meet operational necessities and where no other options are available. While public and officer safety remain a paramount consideration, all personnel of the Vancouver Police Department must exercise fiscal responsibility in the use of our limited overtime funding.

Types of Overtime

Extended Tour of Duty: When a member is required to continue to work beyond the end of their regular duty hours. Extended tours of duty are usually associated to a GO# and require the authorization of a Supervisor. Any other situation involving an extended tour will require details to be written in the synopsis of the overtime slip.

Call-out: When a member is required to report to work other than during the member's regular duty hours. The three types of call-outs are:

- a. To cover minimums: There are various reasons for call-outs to cover minimums. The reason for the call-out must be recorded on the rear side of the Overtime slip. All call-outs to cover minimums on Patrol must be approved by the member's District Inspector or the Duty Officer after all districts have been canvassed for available personnel. The Supervisor requesting the call-

out is responsible for ensuring the reason for the call-out is captured on the Overtime slip.

- b. Criminal Investigation: All of these call-outs will be associated to a criminal investigation and require a GO# or Project #.
- c. Other Call-outs: All other call-outs, (e.g. unplanned special events, demonstrations or public disorder issues) fall into this category. All members submitting a VPD 314(05) Overtime slip with this type of overtime shall keep notes or other documentation of the function or task performed for auditing purposes.

Standby: Occasions where a member is directed or scheduled by an Inspector or Manager to be personally available to report to work during “off hours”, which thereby limits or restricts the member’s off-duty activities.

Members requesting standby pay shall ensure that they also capture whether they were or were not called out on the rear of the Overtime slip. **Note:** If a member was also called out, the member must fill out an overtime slip claiming the standby and a separate overtime slip for the call-out worked.

Planned Overtime: Overtime that is associated to an Order number or a Project number. Most special events or pre-planned events such as the Symphony of Fire or Liquor call-outs fall into this category.

Investigative Phone Calls: Calls made to members at home regarding on-going investigations. Example: If an off-duty member receives a telephone call from the Department relating to an investigation that involves a simple request or question, members are entitled to claim 1.5 hours compensation. In some cases, where members are required to become active participants in an investigation, the member may be entitled to an alternative overtime claim. This is **not** to be confused with

telephone calls that are administrative in nature (such as a call to advise about annual leave sign-up), and for which there is no compensation.

Section 58.02 General Overtime Policy and Procedure

General Procedures

Members Responsibilities

- 1) All members requesting overtime pay or credit will complete a VPD 314(05) Overtime slip.
- 2) All overtime submissions should be associated with a General Occurrence (GO) # or Project #, and a short summary of why the overtime is required in the summary field. When a GO # or Project # is not provided, the synopsis portion of the VPD 314(05) Overtime slip must be completed in detail.
- 3) All Overtime slips shall be submitted immediately upon the conclusion of the overtime shift. Where this is not possible, members shall submit the Overtime slip as soon as possible, but no later than 2 weeks after the overtime occurred.
- 4) All Overtime slips must be submitted to the member's Supervisor or another available Supervisor for review, approval, and signature.
- 5) All members working extended tours of duty are required to obtain approval their own Supervisor prior to the end of their regular duty shift. In addition, should the investigation continue 4 hours past the end of their regular shift, the member must contact the Supervisor from the next on-duty shift, inform them of the investigation, and receive authorization to continue.

Payroll Responsibilities

- 6) Members receive payment for overtime after a completed VPD 314 (05) Overtime slip is entered by Payroll.

- 7) When Payroll receives a slip that is incomplete, the slip will be returned to the submitting member through the authorizing Inspector, who will ensure that the slip is completed and resubmitted in a timely fashion.
- 8) When Payroll receives a slip that does not comply with the provisions of the Collective Agreement, the Payroll Supervisor shall return the slip through the Deputy Chief i/c Support Services Division, who will return it to the authorizing Inspector. However, Payroll shall also ensure that the overtime amount that is not in dispute is paid out in the regular fashion.

Supervisors Responsibilities

- 9) Supervisors shall take reasonable measures to reduce or limit overtime. This includes but is not limited to the following:
 - a. Manage and co-ordinate annual leave, other leave requests, and other circumstances to minimize manpower deficiencies.
 - b. A member's level of fatigue must be strongly considered when approving lengthy overtime work or several overtime shifts in a short period of time.
 - c. Assign non-emergency service requests received near the end of a shift to on-coming personnel.
 - d. When officers undertake an extended tour of duty to complete an investigation, the Supervisor shall consider assigning remaining tasks to oncoming personnel where appropriate. However, members are encouraged to continue with investigations requiring immediate follow-up to maintain investigative continuity, to build valuable investigative skills and experience, and to decrease the number of cases forwarded to follow-up squads.
 - e. Ensure that the number of investigators is limited to the appropriate number required for the investigation and, thereby, eliminate unnecessary court attendance.

- f. Ensure that VPD personnel consistently adhere to the overtime policy and procedures, and the requirements set out in the Collective Agreement.

10)The Supervisor is responsible for reviewing the submitted slip, ensuring that the overtime claim is in accordance with the Collective Agreement, and that the slip is complete. The Supervisor will then complete the back of the slip, checking the appropriate overtime category related to the incident or activity. The Supervisor will sign the slip, and submit it to the Manager responsible for the cost centre to which the overtime is being charged. (Link to Intranet/cost centre list).

Call-out Requirements

11)Patrol Supervisors must receive authorization from a District Inspector or the Duty Officer before calling out additional staff to meet minimum patrol staffing requirements. Prior to requesting a call-out, the Supervisor shall ensure that all other districts have been canvassed for resources. The Supervisor shall also ensure that the authorizing Inspector's PIN is recorded on the overtime slip.

12)Supervisors are responsible for ensuring that a member's regular hours are entered into SAP in a timely fashion, as Payroll cannot enter overtime until the member's regular hours have been entered.

Cost Recovery and Audit Process

13)All cost recovery overtime requires information identifying the third party who will be paying for the service. The VPD 314(05) Overtime slip must contain a contact name and an address. It is the responsibility of the Supervisor to ensure this information is entered on the overtime slip.

- 14) The Finance Section will coordinate periodic audits of overtime expenditures and submit a detailed report to the Deputy Chief commanding the Support Services Division.

Note: In the event of any conflict between relevant Collective Bargaining Agreements and the conditions of service listed in the Regulations and Procedures Manual, the provisions of the Collective Agreement shall apply.

Section 58.03 Management of Overtime

Management Policy

It is the responsibility of all managers to limit overtime expenditures to the minimum required to meet operational requirements. Managers are accountable for all overtime costs in their Section and shall ensure that all overtime information is entered into the Overtime Database in compliance with the following guidelines:

- 1) No task or function shall be performed on overtime that could otherwise be performed during regular work hours.
- 2) Only overtime required to meet vital service demands of the Department shall be authorized.
- 3) All tasks and functions that require the use of overtime shall be evaluated by the Inspector/Manager to assess cost-effectiveness, the necessity of the overtime, and to identify alternatives.
- 4) Overtime shall be authorized in advance of its occurrence, except when resulting from an exigent circumstance.

Inspector/Manager's Responsibilities

- 5) An Inspector/Manager who receives overtime slips must review them to ensure that they are accurate and complete, signed by a Supervisor, and that the overtime is an appropriate expenditure of their overtime budget.
- 6) The approved Overtime slip must be signed by the Inspector/Manager in charge of the cost centre to which the overtime will be charged. The authorizing Inspector/Manager shall ensure the overtime information is entered into the Overtime Database.
- 7) The person responsible for entering the data into the Overtime Database will enter the slip information and initial the Overtime slip next to the slip number.
- 8) When one Section provides a member to another Section (e.g. Strike Force working a Homicide file), the Inspector/Manager responsible for the cost centre being billed may e-mail authorization to the Inspector/Manager of the members who worked the overtime. The Inspector/Manager of the member(s) who worked the overtime may sign the OT slip(s) on behalf of the Inspector/Manager of the Section whose budget will pay for the overtime.
- 9) When Overtime is required in order to staff Patrol minimums, the District Inspector must be advised. The District Inspector will then be responsible to review the request and authorize the use of overtime when necessary to meet Patrol staffing minimums or other operational requirements. If the District Inspector is unavailable, the Duty Officer will be advised. The Duty Officer may authorize the request and will ensure that the overtime approval is recorded in the Duty Officer Log Book.
- 10) The Duty Officer shall record phone calls made to Stand-by or Specialty Squad personnel in their logbook.

Overtime Database

- 11) Only an Inspector or Manager may authorize changes to information in the Overtime Database that are related to their Section.

12)Slips that are returned from Payroll may require that the overtime slip be altered or rejected. In these circumstances, the original slip entry into the Overtime Database must also be altered or deleted.

13)Anyone entering information into the Database shall ensure that they enter their name into the “entered by” field of the database.

Section 58.04 Overtime Eligibility

Policy

It is important to ensure that overtime is used only to meet operational necessities and where no other options are available. Procedures in this section provide clarification for common circumstances where overtime may or may not be used.

Procedure

- 1) No member shall take leave on a duty day in order to work a call-out at double time. For example - A member takes a day or portion of a day off from regular duties (by using overtime leave hours previously earned) in order to accept an EOPS call-out.
- 2) Members working a regular, non-rotating, schedule and who take OTL during their work week, will not be permitted to work on what would be regularly scheduled leave from their normal duties at overtime rates. Any exception to this requires authorization from the Section Inspector/Manager. For example - A member takes Tuesday off for personal reasons but comes in on Friday, a regular weekly leave day, and works at double time in order to “catch up” on work that was not completed.
- 3) For the health and well-being of our members, the following guidelines will apply unless there are extenuating circumstances or recognized operational needs:

- That members have at least 8 consecutive hours free from duty between shifts;
 - That members have at least 1 day off (no overtime call-out) per weekly leave cycle; and,
 - That members do not accept overtime while on Annual Leave to fill shifts they would normally work within their Division.
- 4) Members on Annual Leave who accept a voluntary call-out will be reimbursed at double time in accordance with the Collective Agreement, and are **not** entitled to 20 hours of pay. For example - A member is on Annual Leave and accepts a 3 hour call-out. That member will be compensated for 6 hours pay, not 20.
- 5) When members self-initiate an adjustment to their shifts in order to accommodate a work requirement, they are **not** entitled to a “call-out” or “shift adjustment penalty”. Any such adjustment must be approved by a Supervisor. Should a member, after adjusting the start/end hours of a shift, work beyond their regular duty hours, those hours will be deemed as an extended tour of duty.
- 6) When members adjust their shifts to accommodate an investigative requirement and claim penalty, the adjustment must be approved by the Section Inspector/Manager to ensure it is an investigative necessity. Should a member, after adjusting the start/end hours of a shift, work beyond their regular duty hours, those hours will be deemed as an extended tour of duty. For example - Members who have duty hours from 0700-1700 come in at 0500 to catch a ferry for an interview they have scheduled on Vancouver Island. If the members work until 1700 the members would only claim an extended tour for the additional two hours worked.

Section 58.05 Requesting Overtime Leave (OTL)

Policy

Members may request Overtime Leave (OTL) through their supervisor. This leave may be granted, at the discretion of the Supervisor, giving consideration to operational needs and organizational requirements.

In the Operations Division, all OTL requests are subject to minimum staffing levels, and no OTL will be granted where it might foreseeably cause a Patrol squad to fall below those levels.

Requesting Overtime Leave

- 1) In order to take Overtime Leave members shall complete the VPD 314(05) Overtime slip and submit it to their Supervisor. Supervisors will review the request based on their operational needs and the requirement to maintain minimum staffing levels. The Supervisor may then approve the request, sign it, and submit it to Payroll.
- 2) The slip does not require the signature of the Inspector/Manager.
- 3) All Supervisors requesting Overtime Leave shall ensure that their request does not cause their Patrol squad to fall below staffing minimums for the date(s) of the request. The Supervisor shall then complete the VPD 314(05) Overtime slip and forward it to their Inspector/Manager.

Section 58.06 Charging-Out Overtime Procedures

Policy

The Department recognizes that the Investigation Division will often use the services of members and specialty squads in other Divisions. Therefore, it is necessary to ensure that Inspectors/Managers have input into the overtime being incurred by a Unit that is assisting their Section.

Procedures

Crime Scene Preservation and Guard Duty

- 1) When guard duty is required at a major crime scene, it is the responsibility of the Operations Division to provide patrol officers for the first 12 hours of that duty.
- 2) After 12 hours, the investigative squad responsible for the scene will either use their resources to guard the scene, or will continue to use Patrol resources and will assume any subsequent overtime cost. However, where the guard duty can be accommodated by the Operations Division without going below minimums, then the Operations Division will continue to provide the staff necessary. Therefore, for the first 12 hours a Patrol cost centre will be charged the overtime cost if necessary. After 12 hours, an investigative cost centre will be charged subsequent overtime cost that may be incurred. In cases of a long-term guarding assignment, consideration shall be given to the impact on the Operations Division.

Charging-Out Overtime and the Use of Specialty Squads

- 3) When an investigative squad calls out a specialty squad, the specialty squad is responsible for maintaining a sufficient operational staffing complement to undertake the investigation or assignment. If overtime is required to bring a specialty squad up to staffing levels required to undertake its duties (e.g. Strike Force), then that overtime shall be billed to the specialty squad's cost centre.
- 4) When an investigative squad requires assistance from another squad (Strike Force, ERT, etc.) for a specific investigation or assignment, the investigative squad cost centre will be charged the related overtime cost.
- 5) Generally, overtime of this nature will be billed to the Criminal Investigation Fund (CIF) and requires prior authorization, the completion of a CIF Request (Form VPD1343 <link>), and the development of an

Operational Plan (Form VPD 1318 <link>). In exigent circumstances, and when it is not practicable to submit a CIF Request Form, overtime costs will be billed to the appropriate investigative section's cost centre.

- 6) Whenever a specialty squad requires Patrol officers to work as Undercover Operators, the specialty squad will provide as much advance notice to the Operations Division as possible. This will allow the Operations Division to make staffing decisions to ensure that Patrol staffing can be provided without going below minimums. The Operations Division Manager or Supervisor will take whatever reasonable steps are available to avoid requiring call-out staff. However, when there is no alternative to calling out staff to meet Operations minimums, the overtime incurred will be charged to the specialty squad.

Section 58.07 Overtime - Travel and Training

Training or Other Courses

- 1) Overtime shall not be used as a means to facilitate any Training without the pre-authorized confirmation of the Section Inspector/Manager, and then only in exceptional circumstances.
- 2) Members travelling for authorized courses shall have their weekly leave adjusted. At no time should overtime pay be claimed for travel related to courses or training. Any exception requires the prior authorization of the Section Inspector/Manager.

Travel Policy for Investigative Purposes

- 3) All investigative travel requiring the use of overtime must be pre-authorized by the Inspector/Manager in charge of the budget to which the overtime expense will be charged.

- 4) When members are travelling for investigative purposes, Supervisors will make every attempt to ensure that this travel occurs during designated duty hours.
- 5) While travelling, if members are required to continue investigative work outside of their regular scheduled work, then overtime rates shall apply. However, members must receive prior authorization for this overtime from their Supervisor.



Appendix E – Vancouver Police Department Overtime Slip

NAME (Last, First) _____

RANK / PIN _____

--	--	--	--	--

PERSONNEL NUMBER

DIVISION _____

SECTION/UNIT/TEAM _____

--	--	--	--	--

COST CENTRE (Home)

--	--	--	--	--	--	--	--

GENERAL OCCURRENCE NUMBER

--	--	--	--	--	--	--	--

PROJECT/ ORDER NUMBER (For Pre-planned or Special

--	--	--	--	--

COST CENTRE (To Be Billed)

<input type="checkbox"/> OVERTIME TAKEN	DATE _____	NUMBER OF HOURS _____
--	------------	-----------------------

<input type="checkbox"/> OVERTIME EARNED – If you are selecting Overtime Earned, you must fill out the reverse side of this form in order to have your overtime processed.					
					<input type="checkbox"/> PAY
DATE OF OVERTIME _____	DUTY HOURS _____	OT START TIME _____	OT END TIME _____	OVERTIME HOURS _____	<input type="checkbox"/> CREDIT
<input type="checkbox"/> EXTENDED TOUR <input type="checkbox"/> CALLOUT <input type="checkbox"/> STANDBY <input type="checkbox"/> PLANNED OVERTIME <input type="checkbox"/> INVESTIGATIVE PHONE CALLS <input type="checkbox"/> CIVILIAN OVERTIME			NCOs covering minimums by callout must first: <input type="checkbox"/> CHECK ALL DISTRICTS & <input type="checkbox"/> CALL DUTY OFFICER OR DISTRICT INSPECTOR NCO'S NAME / PIN _____ INSPECTOR'S PIN _____		

Cost Recovery Agency _____ Contact Name and Address _____

TYPE OF EVENT OR SYNOPSIS IF REQUIRED (See reverse side of form) _____ _____ _____ _____

MEMBER'S SIGNATURE /
PIN

NCO'S SIGNATURE / PIN

DATE SUBMITTED

INSPECTOR/MANAGER
SIGNATURE / PIN

REASON FOR OVERTIME

1 EXTENDED TOUR

- Event/Incident (Indicate GO Number on front page)
- As per Car 10 e.g. Held Over (Details in synopsis)
- Other (Details in synopsis)

2 CALLOUT

a) Minimums (Cover minimums due to):

- Major Incident
- Adjusted Weekly Leave
- Sick
- Annual Leave
- Training
- Short term loans to another section 1 – 4 days
- Long term loans to another section 4 + days
- Crowd Control Training
- Crowd Control Event
- Maternity (Paternity/Adoption, etc.)
- Special Leave Events (Ceremonial Unit, Pipe Band, etc.)
- WCB
- Compassionate/Bereavement
- Demos
- Other (Details in synopsis)

b) Criminal Investigation

- Event (Indicate GO number on front page)

c) All Other Callouts

- Details in Synopsis

3 STANDBY

- Called (Also submit a separate OT slip for actual “call out” hours earned)
- Not Called

4 PLANNED OVERTIME

- Order Number

5 INVESTIGATIVE PHONE CALLS

- GO # or Details in synopsis

6 CIVILIAN OVERTIME

- Extended Tour
- Prescheduled
- Callout

Appendix F – Vancouver Police Department Overtime Tracking Database

Microsoft Access - [OT - Tracking] Close

File Edit View Insert Format Records Tools Window Help

OVERTIME TRACKING DATABASE

[Clear Form](#)

PIN	<input type="text"/>	Personnel No	<input type="text"/>
Division	<input type="text"/>	Section/Unit/District	<input type="text"/>
GO Number	<input type="text"/>	Team	<input type="text"/>
Cost Centre (To be billed)	<input type="text"/>	Project/Order Number	<input type="text"/>
Date of Overtime	<input type="text"/>	Duty Hours Start Time	<input type="text"/>
Duty Hours End Time	<input type="text"/>	Overtime Start Time	<input type="text"/>
Overtime End Time	<input type="text"/>	Overtime Hours Earned	<input type="text"/>
Pay or Credit	<input type="text"/>	Type of Overtime	<input type="text"/>

REASON FOR OVERTIME

Reason for Extended Tour	<input type="text"/>	Reason for Standby	<input type="text"/>
Reason for Callout - Minimums	<input type="text"/>	Reason for Civilian OT	<input type="text"/>
Reason for Callout - Other	<input type="text"/>	Comments	<input type="text"/>
Cost Recovery?	<input type="text"/>	Cost Recovery Agency	<input type="text"/>
Approving NCO PIN or Supervisor Personnel Number	<input type="text"/>	Approving Insp PIN or Manager Personnel Number	<input type="text"/>
OT Slip Number	<input type="text"/>	Entered By	<input type="text"/>

QUERIES

Modify/Delete a Record	OT by Division	Total Hours of All OT by Section	OT by District	List All OT by Section	OT by Date Range	View My Entered Records
OT by Type of OT	OT by PIN or Personnel No.	OT by Cost Centre	OT by GO Number	OT by Project No.	Cost Recovery	MCS OT
D1 OT	D2 OT	D3 OT	D4 OT	CET OT	Liquor Callouts	PSS OT
Traffic OT	OT Report					
EXIT						

Appendix G – Vancouver Police Department Overtime Tracking Database Instructions and Overtime Procedure

OVERTIME TRACKING DATABASE

Welcome to the Overtime Tracking Database. This database has been designed to be easy to use. You can navigate through the fields by pressing the tab key, the enter key or by clicking in the field. There are several drop-down menus that provide the information required. Also, there are several queries at the bottom of the form that can be used to extract various types of information. The next page will provide you with a guide on what to enter in the database.

Note: It is imperative that all data entered into this database is accurate.

OVERTIME TRACKING DATABASE					
PIN	<input type="text"/>	Personnel No	<input type="text"/>		
Division	<input type="text"/>	Section/Unit/District	<input type="text"/>	Team	<input type="text"/>
Cost Centre (Home)	<input type="text"/>	GD Number	<input type="text"/>		
Project/Order Number	<input type="text"/>	Cost Centre (To be billed)	<input type="text"/>		
Date of Overtime	<input type="text"/>	Duty Hours Start Time	<input type="text"/>		
Duty Hours End Time	<input type="text"/>	Overtime Start Time	<input type="text"/>		
Overtime End Time	<input type="text"/>	Overtime Hours Earned	<input type="text"/>		
Pay or Credit	<input type="text"/>	Type of Overtime	<input type="text"/>		
REASON FOR OVERTIME					
Reason for Extended Tour	<input type="text"/>	Reason for Standby	<input type="text"/>		
Reason for Callout - Minimums	<input type="text"/>	Reason for Civilian OT	<input type="text"/>		
Reason for Callout - Other	<input type="text"/>				
Cost Recovery?	<input type="text"/>	Approving NCO PIN or Supervisor Personnel Number	<input type="text"/>		
Date Submitted	<input type="text"/>	Approving Insp PIN or Manager Personnel Number	<input type="text"/>		
OT Slip Number	<input type="text"/>				
<input type="button" value="OT"/>	<input type="button" value="Personnel No."/>	<input type="button" value="Centre"/>	<input type="button" value="Number"/>	<input type="button" value="No."/>	<input type="button" value="Cost Recovery"/>
<input type="button" value="EXIT"/>					
Record: <input type="text" value="1"/> of 1					

GUIDELINES FOR ENTERING INFORMATION

Note: You can navigate through the fields by pressing the tab key, the enter key or by clicking in the field with your mouse.

FIELD NAME	INFORMATION REQUIRED
PIN	Enter PIN number if applicable
Personnel	Enter Personnel number if civilian employee
Division	Enter Division – press the drop-down arrow and select the Division. (You must use the options available – no abbreviations)
Section/Unit/District	Enter Section/Unit/District – refer to the Section/Unit/District Standards list (page 7 – 9) for the acronym/abbreviation to enter. Note – You must use the acronym/abbreviation listed.
Team	Enter Team - For Districts Only
Cost Centre (Home)	Enter your Section's Cost Centre
GO Number	Enter GO number – Format is 05-123456
Project/Order Number	Enter Project/Order number
Cost Centre (To be billed)	If the OT was for another Section, enter that Section's cost centre
Date of Overtime	Enter Date of OT – Format is yy.mm.dd (e.g. 05.12.26). The periods have to be entered between the yy.mm.dd
Duty Hours Start Time	Enter start time – Format is 24 hour clock. (e.g. OT Slip says Duty Hours 0600 – 1600 – you would enter 0600 in this field)
Duty Hours End Time	Enter end time – Format is 24 hour clock. (e.g. OT Slip says Duty Hours 0600 – 1600 – you would enter 1600 in this field)
Overtime Start Time	Enter the time of when the OT started – Format is 24 hour clock
Overtime End Time	Enter the time of when the OT ended – Format is 24 hour clock
Overtime Hours Earned	Enter number of hours
Pay or Credit	Enter Pay or Credit – either click on the drop-down arrow and select Pay or Credit or type "P" or "C"
Type of Overtime	Enter Type of OT – either click on the drop-down arrow and select the type or type the first letter of the type of OT.
NOTE: after you enter the type of overtime and leave the field, a pop-up window will prompt you to either enter information in the Reason for Overtime Section of the database or to ensure certain information has been entered in the database and the OT Slip.	
Reason for Overtime	If you selected, Extended Tour or Callout – Minimums or Callout – Other or Standby or Civilian OT, click on the drop-down arrow and select the reason for that type of OT. (e.g. if you select Standby then in the Reason for Standby field select the reason why it occurred.)
Cost Recovery	If yes, select Yes. The default is No
Approving NCO PIN or Supervisor's Personnel No.	Enter the PIN or Personnel number
Date Submitted	Enter date – Format is yy.mm.dd

Approving Insp. PIN or
Manager Personnel No. Enter PIN or Personnel Number

OT Slip Number Enter OT Slip Number – you do not have to enter the preceding zeros.
e.g. 00530 – would be entered as 530

- If you have missed a field, a pop-up box will appear telling you which field was missed.
- If the following error message appears:
“The changes you requested to the table were not successful because they would create a duplicate value....”
It means the OT Slip number you have entered has already been entered into the database. Check the OT Slip number for accuracy or delete the record. You will not be able to save the record.
- Once you have filled in the last field (OT Slip No.) to add another record press the tab key or the enter key.

NOTE: The record automatically saves. You do not have to press the save button (but you can if you want to).

To exit the database, press the **EXIT** button at the bottom of the form.



MODIFYING, DELETING AND QUERYING RECORDS

Modifying Records

1. Press the **Modify/Delete a Record** button at the bottom of the form.



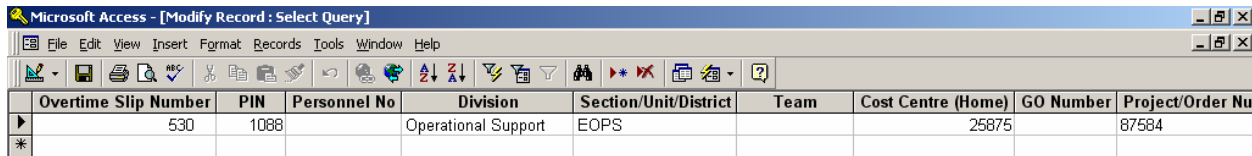
A pop-up box will ask you to enter the OT Slip Number.

	Overtime Slip Number	PIN	Personnel No	Division	Section/Unit/District	Team
▶	530	1088		Operational Support	EOPS	
*						

2. E
n
t

Enter the OT Slip Number of the record that you want to modify (do not enter the preceding zeros. e.g. 00530 would be 530). The record will appear as a row (datasheet view).

3. Press the tab key or enter key or click in the field(s) you want to edit and make the necessary changes.
4. Press the **X** or select File – Close to exit.



Deleting a Record

1. Follow steps 1 – 2 of

Modifying a Record. Once the record appears that you want



to delete select the **delete** button.

2. A pop-up box will appear

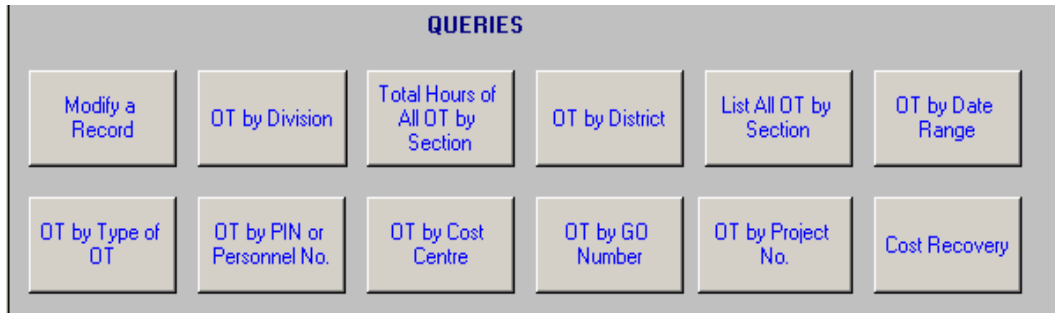
advising you that you are about to delete one record. If you want to delete the record press Yes, if not press No.

Note: Once the record is deleted you cannot undo this action.

Queries

Several queries have been developed and are available at the bottom of the form.

To run a query press one of the buttons of the pop-up box and prompt enter




query of the For many queries a will appear you to certain

information (e.g. date ranges, Section name, etc.). After entering the requested information either press the OK button or press the Enter key.

Once all the requested information is entered, the results will appear as rows (datasheet view). From this view, you can select all the records for copying into Excel.

To copy the records into Excel

1. Open Excel
2. Run the query you want in the Overtime Database
3. To copy the records select the  button
4. Press the **Copy** button
5. In Excel – select **Paste** and the records will appear in Excel. Once the records are in Excel you can use the information to create charts/graphs.

SECTION/UNIT/DISTRICT STANDARDS

The following table lists the various Sections/Units/Districts within the Department. Locate your Section/Unit/District in the first column (under Section/Unit/District) and under the corresponding column (Standard) you will find the acronym/abbreviation that you will enter in the database in the Section/Unit/District field. E.g. if you work in Homicide you will enter MCS in the Section/Unit/District field, Sexual Offence Squad – SIS would be entered, Outlaw Motorcycle Unit – CIS, etc.

SECTION/UNIT/DISTRICT	STANDARD
Office Of the Chief Constable	
Chief Constable's Office	OCC
Executive Officer Section	EOS
Diversity Relations Unit	Diversity
Internal Investigations Section	Internal
Public Affairs & Marketing Section	Media
OPERATIONS DIVISION	
District One	D1
District Two	D2
District Three	D3
District Four	D4
City Wide Enforcement Team	CET
Traffic Section	Traffic
Traffic Enforcement	Traffic
Collision Investigation Unit	Traffic
Traffic Services	Traffic
Commercial Vehicle Unit	Traffic
Hit & Run Unit	Traffic
School Safety Patrol	Traffic
Taxi Unit	Traffic
Traffic Support Unit	Traffic
Patrol Support Section	PSS
CAU	PSS
Bait Car	PSS
CITU	PSS
GIU	PSS
Crime Surveillance Unit	PSS
Property Crime Unit	PSS
Stolen Auto	PSS
Anti Fencing Unit	PSS

SECTION/UNIT/DISTRICT	STANDARD
Community Policing Services Unit	PSS
Victim Services Unit	PSS

SECTION/UNIT/DISTRICT	STANDARD
INVESTIGATION DIVISION	
Forensic Services Section	FSS
Computer Invest Support Unit	FSS
Financial Crime Squad	FSS
Forensic Identification Squad	FSS
Major Crime Section	MCS
Homicide	MCS
Robbery/Assault	MCS
Missing Persons	MCS
Services Liaison Section	SLS
BCAFIS	SLS
Document Services	SLS
FOI	SLS
Special Investigation Section	SIS
DVACH	SIS
High Risk Offender Unit	SIS
Polygraph Unit	SIS
Sexual Offence Squad	SIS

SECTION/UNIT/DISTRICT	STANDARD
ViCLAS	SIS
Vice and Drugs Section	VDS
Crime Stoppers	VDS
Drugs	VDS
Vice	VDS
OPERATIONS SUPPORT DIVISION	
Criminal Intelligence Section	CIS
Investigation Unit	CIS
Surveillance Unit	CIS
Outlaw Motorcycle Unit	CIS
Source Handling Unit	CIS
Emergency & Operational Planning Unit	EOPS
Operational Planning Unit	EOPS
Threat Assessment Unit	EOPS
Emergency Planning Unit	EOPS
Forensic Video	EOPS
Emergency Response Section	ERS

SECTION/UNIT/DISTRICT	STANDARD
Emergency Response Team	ERS
Dog Squad	ERS
Tactical Support Section	TSS
Strike Force	TSS
Youth Services Section	YSS
Youth Services Unit	YSS
School Liaison Unit	YSS
Gang Crime Unit	YSS

SECTION/UNIT/DISTRICT	STANDARD
SUPPORT SERVICES DIVISION	
Communications Section	Communications
Fleet Unit	Communications
Telephone Response Team	Communications
Facilities Section	Facilities
Financial Services Section	Finance
Property Office	Finance
Stores	Finance
Human Resources Section	HR
Employee Safety & Health Unit	HR
Payroll	HR
Information Management Section	IMS
Archives	IMS
CPIC	IMS
Central Record	IMS
Information Reviewers Unit	IMS
Correspondence Unit	IMS
Criminal Records/ Crown Liaison	IMS

SECTION/UNIT/DISTRICT	STANDARD
Public Service	IMS
Special Support Unit	IMS
Information Technology Section	IT
Planning & Research Section	P&R
Training & Recruiting Section	Training
Education & Training Unit	Training
Recruiting Unit	Training
Force Options Training Unit	Training

Information Bulletin re: Overtime Slips and Process

Over the past five years, the VPD has increasingly relied on the use of overtime. Recognizing this, the 2004 Staffing Report argued that a shortage of staff coupled with increased work complexity was causing this increase. The information supplied in the report supported the argument related to increased complexity of police work. However, the consultants suggested that the report provided insufficient quantifiable data to determine if the use of overtime was linked to staffing shortfalls and to what degree. The consultants also criticized the lack of a comprehensive policy in the use of overtime.

In February 2005, when it became apparent that current overtime funding was inadequate to address the VPD's overtime requirements, the Planning and Research section prepared a report requesting more funding. The appeal for additional funding was unsuccessful.

In order for the VPD to make a solid business case for increased resources and continued funding for overtime, two key points need to be addressed:

- 1) Data regarding the drivers behind overtime must be collected. This data needs to be analyzed and evaluated for inefficiencies in overtime practice, and used to show that costs are justified. The data can also be used by managers for budget forecasting.
- 2) Overtime policy and procedure must be developed and implemented. This policy and procedure will support the efficient use of overtime, give direction to supervisors and managers, and facilitate consistent and enforceable practices.

Point 1: Overtime Data

The Planning and Research Section has developed a new OT Slip which will capture more information regarding overtime drivers. The new slip is similar to the ones used in the past, but has a back side that details the type and circumstances of the overtime. The supervisor signing the slip will be

Overtime Tracking Database

responsible for checking off the type of overtime being used. The data collected will help the Department to track overtime, and will aid managers in budget forecasting and making overtime decisions. A group form is also being developed in conjunction with EOPS for call-out squads.

The Planning and Research Section has also developed an Access database for all sections to record the information on their Overtime slips. The data entry function is easy to use, and the person who will be responsible for inputting the information in each section will be given a training package from Heather Wilson of P&R. Reports can be generated from this database and the data can be imported into Excel for graphing purposes. The Executive, managers and Inspectors will have access to the database through their desktops.

At this stage, some dual entry will be required as the Access database is not compatible with SAP and SAP cannot provide the functionality or data that is required. The City is currently looking into management information systems which are compatible with SAP, but this process will take some time.

Each section or unit is responsible for ensuring that their overtime data is entered into the database before the slip is forwarded to Payroll.

Point 2: Policy and Procedure

Currently, the VPD has minimal written policies or procedures for overtime. In order to demonstrate that all overtime paid within the Department is an unavoidable cost of policing, we must show that we have rules and that they are followed and enforced. The policy and procedure will outline responsibilities of members, supervisors and managers as related to overtime. The following is an interim procedure for overtime. P&R is presently developing a complete policy and procedure.

Interim Procedure

Members Responsibilities

- 1) All members requesting overtime pay or credit will complete and submit a VPD (314) Overtime slip to their supervisor.
- 2) All overtime submissions should be associated with a GO# or Order# whenever possible and should provide a short description in the synopsis (for example: Robbery or liquor call-out). When this is not the case, the synopsis portion of the VPD (314) Overtime slip must be completed in detail
- 3) All slips shall be submitted immediately upon the conclusion of the overtime shift and no later than 2 weeks after the overtime occurred.
- 4) All overtime must be pre-approved by a supervisor or Inspector/manager. This requires that the supervisor or Inspector/manager is notified and has approved any ensuing overtime.
- 5) Members will not receive payment for overtime until the completed VPD (314) Overtime slip is entered by Payroll. When Payroll receives a slip that is incomplete or not in compliance with the Collective Agreement, the Payroll Supervisor will submit the slip to the appropriate Deputy Chief who will return the slip to the authorizing Inspector/manager.

Supervisors Responsibilities

- 6) Supervisors must have authorization from either a District Inspector or the Duty Officer before calling out additional staff to meet minimum patrol staffing requirements. Prior to requesting a call out, the Supervisor shall ensure that all other districts have been canvassed for resources. The Supervisor shall also ensure that the authorizing Inspector's PIN (whether the District Inspector or the Duty Officer) is recorded on the overtime slip. Supervisors shall notify the Duty Officer of all call outs to cover minimums even if the call out has been approved by the District Inspector.

- 7) When requesting Overtime Leave (OTL) supervisors must authorize the VPD (314) Overtime slip submitted by the member. For the purposes of granting OTL the VPD (314) does **not** require the signature of the manager.
- 8) Supervisors are responsible to ensure that member's regular hours are entered into SAP in a timely fashion. **NOTE:** Overtime can not be entered by the Payroll Unit until the member's regular hours have been entered.
- 9) The supervisor is responsible for reviewing the submitted slip, ensuring that the OT hours entered are in accordance with Collective Agreement requirements, and that the slip is complete. The supervisor will then complete the back of the slip, checking the appropriate overtime category related to the incident or activity. The supervisor will sign the slip, and submit it to the Inspector/manager responsible for the cost center to which the overtime is being charged
- 10) Some overtime that members work involves cost recovery whereby the agency contracting for police services pay for those services (e.g. Port Moody PD using VPD Ident section). All cost recovery overtime requires information from the third party who will be paying for the service. The VPD (314) OT slip must contain a contact name and an address (if not already on file with the Finance Section). It is the responsibility of the supervisor to ensure this information is entered on the overtime slip.

Managers/ Duty Officer's Responsibilities

- 11) An Inspector or a designate receiving overtime slips must review them to ensure that they are accurate, complete, signed by the supervisor and that the overtime is an appropriate expenditure of their overtime budget. The Inspector/manager will then authorize the overtime slip and submit it to the person responsible for entry into the Overtime Database.
- 12) When receiving a request for overtime to staff patrol minimums, the Duty Officer will determine if this request has already been authorized by the

District Inspector. If not, the Duty Officer may authorize the request if deemed necessary and appropriate. In either case, the Duty Officer shall record the name and PIN of the requesting supervisor and the authorizing Inspector in the Duty Officer logbook.

- 13) Duty Officers shall also record phone calls made to Stand-by or Specialty squad personnel in their logbook.
- 14) An Inspector, manager, or supervisor who requires changes to information in the Overtime Database may authorize the changes to be made by the person responsible for entering the data.
- 15) Overtime slips which are returned by Payroll and are deemed not to be paid will be removed from the database at the direction of the Inspector who initially approved the slip.

General Procedure:

- 16) After being pre-approved for overtime, the member fills out the VPD (314) Overtime Slip completing all applicable boxes.
- 17) The member's supervisor reviews the slip for completeness and accuracy. After checking off the most appropriate box on the back side of the slip, the supervisor signs the slip and submits the slip to the section Inspector/manager.
- 18) The section Inspector/manager reviews the slip for accuracy, completeness and appropriateness, authorizes the slip and submits the slip to the person responsible for entering the data.
- 19) The information from the slip is then entered into the Microsoft Access Overtime Database and forwarded to Payroll.
- 20) If the member's regular hours are entered into SAP, and the OT slip has no errors or omissions, Payroll will enter the slip into SAP for payment.

- 21) If the slip has errors, it will be sent back to the Inspector/manager, through the chain of command. If the slip is re-submitted, the person responsible for entering the data will make the changes in the access database.
- 22) If the slip is not re-submitted, the Inspector or manager who approved the original slip will request the slip be removed from the database by the person responsible for entering the data.
- 23) When sections lend out members to other sections (e.g. Strike Force working a Homicide file), the Inspector/manager responsible for the cost center to be billed may e-mail authorization to the Inspector/manager of the members who worked the overtime. The Inspector/manager of the member(s) who worked the overtime may sign the OT slip(s) on behalf of the Inspector/manager of the section whose budget will pay for the overtime.

Implementation dates

Training packages will be sent out to the people responsible for entering the data during the week of May 24th. During that week, the new VPD (314) Overtime slips will be distributed. The person responsible for entering the data will be notified when the database is accessible for training/practice purposes.

Starting June 1st, 2005 all overtime shall be recorded using the new slips, and all of the previous slips shall be destroyed. Payroll will not accept the old forms after June 1st, 2005.

Database concerns and queries shall be directed through Sheilah MacDonald at 717-3737. Policy and procedure queries shall be directed through Sgt. Ruben Sorge of the Planning and Research Section at 717-2686.

Appendix H – Statutory Holiday Model Detailed Instruction Spreadsheet



VANCOUVER POLICE DEPARTMENT

Planning & Research Section

Date: July 5th, 2005
To: Daryl Wiebe, Inspector 1162, Planning & Research Section
From: Correen Yedon, Research Analyst, Planning & Research Section
Subject: *Spreadsheet for Projected Costs for Statutory Holidays*

Further to the Excel spreadsheet that is meant to predict future costs of employees coming to work on a statutory holiday, please see below for a detailed explanation as to what information can be found on each spreadsheet and also, a set of instructions to assist managers in entering the required information.

When opening the attached, each manager will come across the following:

1. An Excel spreadsheet with tabs near the bottom of the opened spreadsheet
2. Each section of the department will have its own tab
3. Once a section tab has been chosen, the following will be found inside:
 - Column A: name of section, teams/units/squads, and rank in each area
 - Column B: authorized strength (as a reference for management)
 - Column C: minimums (as a reference for management)
 - **Column D: A grey column entitled "Deployed (A)" is for those who work on a statutory holiday**
 - **Column E: A grey column entitled "Weekly Leave (B)" is for those who are entitled to receive compensation when a statutory holiday falls on a weekly leave day**

- **Column F: A grey column entitled “Holiday Leave (C)” is for those employees who are not required to work on a statutory holiday which occurs on a normal workday and shall receive the statutory holiday off without extra compensation.**
- Column G: contains duty pay (*this column automatically calculates*)
- Column H: contains weekly leave pay (*this column automatically calculates*)

Columns D, E, F, G and H are recurring and will be found under each of the eleven (11) statutory holiday headings in corresponding columns.

4. One of the final tabs on the spreadsheet, entitled 'Total', is a summary sheet for Finance's information that contains each departmental section along with each statutory holiday that includes an estimated running total of how much each holiday will cost the department. This final total will assist Finance in preparing budget requests for the following fiscal year.

When managers open the attached, all they need to do is the following:

1. Open the M:\Everyone\ (TBA) drive in Excel
2. Find and click on their respective section tab (see Figure 1 below)
3. **Only fill in the grayed out areas** which will be found under each of the 11 statutory holiday headings (see Columns D, E and F below)

For example, the figure below shows that District 3, Team 2 has an authorized strength of 8 Constables and minimums of 4. On Saturday, December 25th, 2004, they had one Sergeant and 4 Constables on duty and staffing to minimums (see column D). Column E shows that no one in this team was on weekly leave and column F shows that four members were on holiday leave. Columns G and H have been formulated to automatically calculate the costs of this statutory holiday.

Figure 1

Operations Division			Christmas 2004				
= Must be filled out = Holiday Pay as per Collective Agreement			Saturday				
District Three	Authorized Strength	Minimums	Deployed (A)	Weekly Leave (B)	Holiday Leave (C)	Duty Pay	Weekly Leave Pay
Inspector(s)	2	0	0	2	0	\$0.00	\$846.72
Duty Officer	1	0	0	1	0	\$0.00	\$423.36
Civilian(s)	1	0	0	1	0	\$0.00	\$0.00
Team 1							
Sergeant(s)	1	1	0	1	0	\$0.00	\$333.60
Constable(s)	7	4	0	7	0	\$0.00	\$1,706.48
Team 2							
Sergeant(s)	1	1	1	0	0	\$562.95	\$0.00
Constable(s)	8	4	4	0	4	\$1,732.32	\$0.00
Team 3							
Sergeant(s)	1	1	0	1	0	\$0.00	\$333.60
Constable(s)	13	6, 7 on Echo	0	13	0	\$0.00	\$3,336.32
Team 4							
Sergeant(s)	1	1	0	0	0	\$0.00	\$0.00
Constable(s)	13	See D3M3	0	0	0	\$0.00	\$0.00

Managers are required to complete the previous statutory holidays for this fiscal year prior to advising Mr. Al McCabe, Finance Manager of the completion of this task. Duty sheets or copies of previously submitted sap sheets can be used to obtain this information. If any of these documents are not available, the manager is asked to contact their time entry clerk as a last resort.

To assist in making this process quicker, having a shift ladder nearby will assist the manager in predicting which team/unit/squad will be working the statutory holiday and which ones will be on weekly leave. The Excel spreadsheet will do the rest.

Correen Yedon

Research Analyst



Appendix I – Overtime Review - Internal Issues

VANCOUVER POLICE DEPARTMENT

QUALITY ASSURANCE SECTION

January 31, 2006

To: Jim Chu, DCC Commanding Support Services Division
From: Greg Parsons, Inspector I/C Quality Assurance Section
Subject: *Overtime Review- Internal Issues*

Background

In 2004 the Vancouver Police Department experienced an increased use of overtime to manage police duties. In 2005, under the direction of DCC Chu, two internally based reviews began to analyze the variables that lead to the increase. The first review, by Det. Cst. Leslie Stevens, considered a wide range of issues including other Canadian police departments and their efforts to manage overtime. The second was a broad based request to have the Quality Assurance Section review and investigate internal issues related to overtime.

Det. Cst. Stevens noted in her initial report that similar issues with overtime use and management were being reported in other major Canadian police departments. Other Canadian agencies were also attempting to identify the key drivers of overtime. In total the steps the Vancouver Police Department were taking were either consistent or superior to what other police agencies were attempting. Highlighted within Det. Cst. Stevens interim report were the current successes related to overtime management in the Vancouver Police Department. To date, the department has implemented an internal database to measure overtime, completed a comprehensive re-drafting of the overtime policy, and investigated numerous issues specific to use of overtime.

In support of the overtime review processes, the Quality Assurance Section has completed six reviews and investigated numerous overtime claims. The reviews are noted below in a summary of internal issues but the investigations were completed through a less formal documentation process. The basis of the investigations was overtime claims that appeared inappropriate. In each instance, the details of the application would be taken to approving supervisor or manager and clarification was sought. None of the investigations led to an event that could be shown to be inappropriate.

Concurrent with the aforementioned review processes, a third operational review that involves representation from the police department, City of Vancouver, and a consultant, Dr. Curt Griffiths, is proceeding. This operational review team is concerned with civilianization, patrol and investigative deployment, operation planning and performance monitoring and overtime. To ensure that all three review processes have worked in conjunction with each other members of the Planning and Research Section have organized joint meetings and distributed any related documentation with all three groups.

Summary of Internal Issues

During 2005 and into early 2006 the Quality Assurance Section completed six general reviews and numerous investigations into overtime use. The six reports were based on information extracted from the internal overtime database or from the SAP system, they are:

- Overtime Reporting
- Call-Out for Minimums
- Staffing on Statutory Holidays
- Overtime Data Bank Review
- Single Claims in Excess of 25 Hours
- Overtime High Earners

An example of an investigation is as follows. In one claim an individual wrote case file management as the reason for their overtime claim. Through discussion with the unit supervisor the full details of the work environment were examined. In this instance the requirement for case file management was appropriate in consideration of all of the files the member was assigned. Although not captured in the overtime application process the supervisor had briefed the Inspector and the Divisional Commander prior to approving the claim.

All of the issues that were investigated have been discussed with members of the Planning and Research Section during the development of overtime policy. In most instances, the issues that were investigated have been addressed by policy. The example just presented is an example of issues that will not be addressed by policy. That example, based on work load issues, will be addresses in a detailed reporting process after amendments to the current system.

Consistent throughout these reviews, either through mining information from the internal database or from SAP, was the lack of detail in the information gathered. In short, the creation of the internal database did allow for a finite review of overtime usage but the detail of *why* (the driver) overtime was required was captured in a text block. To effectively review overtime data it was imperative to review the rationale (captured in the text block) but the filing system of each application for overtime made that impractical.

Considering the creation of the internal database was completed quickly in early 2005 it is not practical to think that the designers could have envisioned the issues being noted after these reviews. The database has served as a very useful tool in both overtime management and broad data retrieval. It has also provided a baseline to work from in the furtherance of an internal database system.

To ensure that a higher level of detail can be easily extracted from the internal overtime data system an adjustment to the data fields needs to be considered. Currently focus groups are reviewing the criteria that should be added to the overtime tracking slip and ensuring that the criteria added is of value to overtime reporting process. Also, Information Technologies Section personnel are involved in determining the best data

management system in which to store the data. The completion or refining of overtime gathering and recording system is expected to be completed in early 2006.

The Quality Assurance Section suggests that two main issues remain in relation to appropriate management steps to monitor overtime usage. First the design of the overtime slip does not request the required data and second the database system needs to be re-designed to support the new slip and meet IT standards.

Therefore, to compliment all of the on-going or completed reviews of overtime data and to ensure that future reviews of overtime data provide a factual representation of the broadest range of contributing factors the attached recommendations are provided for consideration.

Recommendation 1 - Miscellaneous Overtime Slip

That the amendment process of the *Miscellaneous Overtime Slip* ensure that crime type, contributing rationale and individual function is added to the slip and that the responsibility to complete these amendments remain with the Inspector I/C Quality Assurance Section.

Recommendation 2 - Microsoft Access Data Base

Step A

That the current Microsoft Access data base be maintained *as is* during the conversion to a new system; and

That an individual be assigned overall responsibility of the data base and ensure information accuracy is checked regularly.

Step B

That the coordination of the changes to new data base platform be the responsibility of Inspector I/C Quality Assurance Section; and

That the centralization of data entry into the Payroll Unit is considered.

COMMENTARY ISSUE #1

Miscellaneous Overtime Slip (VPD 314)

Currently the overtime slip captures general data related to the requesting member, home SAP organization unit or unit being charged, other costing information and the associated file (GO) information. It also has selection boxes to highlight what type of overtime is being earned or banked. On the second side of the form selection boxes requesting information related to the type of overtime are found.

In general, the information gathered is related to what has driven the need to use overtime. In the simplest of examples the form does extract what was the primary driver for operational overtime deployments. What are not captured are the contributing factors that will reflect if overtime use was the result of a management decision, a set of unavoidable circumstances, or in relation to special function. For example, if a member has been called-in to complete an investigation, which they have been trained to do, it is important to capture this data. Overtime that is driven by a member's SKA (skill, knowledge or abilities), should be separated from managerial decisions to deploy for minimum operational strength. Of course, minimum strength issues also need to be captured but they are based on different rationale.

The information also lacks any connectivity to crime type that the member was involved with. On the existing OT form a member is requested to comment in the text box or to relate the event to a crime event (GO) to create any link to a crime type. First, the GO information can be privatized which frustrates obtaining the information without a third party assisting and second the GO information has to be reviewed in another system. There is no simple way to connect the use of overtime to the crime event.

Crime type is a very important delineator that should be used as part of a chain of information related to overtime usage. Primarily it can be used to associate crime types, which we already capture for other purposes, with a cost of overtime. It could also assist in highlighting costs associated to crime sprees, serial events or high demand of certain specialty units.

In conjunction with crime type is the member's function or role. Currently operational and investigative roles are profiled by their function. If the data captures what function is being "taxed" most often to perform overtime duties, it will assist in organizational decisions for staffing, training and prioritizing of deployments.

On-going Projects involving the Quality Assurance Section

- Focus group meetings to ensure the overtime data fields capture the most relevant information associated to each function group
- To design a refined slip that includes: crime types, contributing reasons and the role and function of the member

COMMENTARY ISSUE #2

Microsoft Access Data Base

During the initial review of overtime usage it was imperative to capture specific data on overtime. At first the SAP system was considered as the most appropriate system to store the data but this would require alterations to the system which are cost prohibitive. The department proceeded to capture the data in an internal data base which could potentially provide the rationale for implementing the tracking within SAP.

Planning and Research staff (Ms. Heather Wilson) created and monitored the first data base. The creation of a new system required training and implementation through out the department to ensure all of the overtime data was entered into the system. Unfortunately the accuracy of the information being entered is inconsistent. The task of entering the overtime data is additional to other tasks each assistant is required to perform. Currently, oversight for the system is not well defined and minor issues related to data entry are not being challenged.

Along with poor data entry by some individuals, is the design of the system and platform. The current Microsoft Access data base does not have mandatory fields for information and the platform does not allow for Intra or Internet flexibility. Prior to this report, IT personnel had agreed to participate in either refining the current data base or creating a similar data base within a new software platform.

Current Direction

- IT personnel are overseeing the change of the data base system from a Microsoft Access data base to a SQL server data base
- Recommendations regarding staffing are required to support centralized data entry that will ensure the quality and accuracy of information into the data base is high

Greg Parsons, Inspector 63

Quality Assurance Section

Attachments: 6 Overtime Review Reports

Summary of Quality Assurance Reviews

- **Overtime Reporting**

This was the first review of the overtime data bank which reported the total number of hours recorded and highlighted selected Section totals. Basically the review is a quantitative review of overtime hours of pre-selected Sections.

- **Call-Out for Minimums**

This review was specifically related to the issue of callout of members to meet staffing levels. The review investigated two occurrences of callout for training and one instance of callout when staff was available from another district. Although these were isolated occurrences all operational commanders were reminded that this practice was not recommended.

- **Staffing on Statutory Holidays**

Historically operational Sections only deploy the operational minimum of staff on statutory holidays. This review recorded the actual numbers deployed for statutory holidays within District 1. Of note it was recommended that the appropriate budget should be allotted for these deployments. Arguably it is not practical to deploy minimums for holidays within the entertainment district.

- **Overtime Data Bank Review**

This is the second quantitative report on the data bank and was also the foundational information to complete the next review. The totals for overtime usage were reported by Division as a percentage of the total overtime.

- **Single Claims in Excess of 25 Hours**

This review included a survey of managers. The survey requested background information about how managers managed instances where members worked more than 12 hours of overtime (on one deployment). All overtime claims in excess of 24 hours pay (at least 12 hours work at double time) were extracted from the data bank. As well the GO information was searched to determine what type of event may be creating the excessive single overtime claims.

- **Overtime High Earners**

This review is based on information extracted from the SAP system. A review of the five highest paid Inspectors, ten highest sergeants and sixteen constables were reviewed. Some indicators of why these members earned higher salaries were, command duties, attending to voluntary EOPS call-outs (which are cost recovery) and joint forces operations (JFO) that are also cost recoverable.

Appendix J – 2005 Overtime Report

Vancouver Police Department 2005 Overtime Report

February 9th, 2006

Prepared by:
Constable Leslie Stevens

Introduction/Assignment

In 2005, the Vancouver Police Department focused on improving how overtime was managed. Measures to improve the management of overtime were taken at every level. Although some processes are still undergoing changes and improvements, it is clear that the measures which have been implemented are working and have had an impact on overtime use and total dollars spent on overtime. Deputy Chief Constable Chu has requested a report breaking down overtime by Section with particular focus on overtime which Section Managers have control over.

Highlights of 2005 overtime spending:

- Total sworn overtime spending has decreased by \$3,043,505 from 2004 (\$9,857,910 minus \$6,814,405)
- Controllable overtime spending has decreased by \$2,684,648 from 2004 (\$5,725,210 minus \$3,040,562)
- Net controllable overtime was \$439,608 under budget in 2005 (\$3,480,170 minus \$3,040,562)
- \$548,924 in overtime spending was a budget overage due to Court and Statutory Holidays (\$4,406,924 minus \$3,858,000)
- Sworn overtime was 4.6% of total spending (including Statutory Holidays and court) which is an improvement over last year's 6.9% and better than the 6% US benchmark.²
- Controlled overtime was 2.1% of total spending compared to 4.0% in 2004.

Background

The Comprehensive Overtime Project was initiated in February 2005 as a result of a significant increase in overtime use in the past few years, particularly in 2004. A portion of the 2004 overtime expenditure was caused by changes in the pension rules that lead to a large number of senior officers retiring unexpectedly. The unanticipated vacancies were largely filled by officers on overtime. The trend of increased reliance on overtime existed prior to 2004 and as the Department came up to strength, it became clear that a

² Bayley, David H. and Worden, Robert E., School of Criminal Justice, State University of New York at Albany "Federal Funding of Police Overtime: A Utilization Study" 1996 Chapter 3 table 3.3

review all of the key issues surrounding overtime use and existing overtime processes was necessary.

The review of overtime resulted in a three pronged strategy to:

- 1) Capture overtime related data in order to identify and monitor the key drivers of overtime. The intention was to determine under what circumstances overtime was being worked and for what purpose.
- 2) Develop policy and procedures to regulate authorization of overtime and overtime processes.
- 3) Develop avenues for analysis, evaluation and audit.

Some measures were implemented immediately while others required development and are still in progress. Even though measures were implemented at intervals throughout 2005, the resulting success can be seen with the marked improvement in overtime spending.

The measures which have been initiated in 2005 as a result of the above strategy to control Overtime are listed below with their implementation date in parentheses:

- New procedures for overtime authorization (June 2005).
- New procedures for overtime data tracking via the ACCESS database (June 2005).
- New policy governing overtime use (approved-pending implementation).
- Proposed policy on Staffing guidelines for Statutory Holidays (completed-pending approval).
- More personal cost centre accountability in SAP (all of 2005).
- More and improved training for Managers through the Finance Section (all of 2005).
- Impending budget envelope of managed hours instead of dollars (for 2006).
- Scrutiny of overtime slips by the Payroll Section for adherence to (impending) policy and Collective Agreement (all of 2005).
- Returning of questionable overtime slips back to Manager in charge of Section (all of 2005). Spreadsheet showing the decrease in incidence of returned slips per Section is attached.
- Quality Assurance Officer looking into problem overtime slips, overtime trends, Section usage, high earners, call-outs for minimums and staffing on Statutory Holidays (all of 2005 and ongoing).
- Development of model to predict Statutory Holiday payouts (in progress)
- Updating of activity rates to reflect accurate pay rates (expected Feb 2006 implementation).
- Upgrade of ACCESS database to increase accuracy of input (in progress through IT Section).

- Improvements to overtime slip and ACCESS database to enhance tracking of key drivers relating to investigative overtime (in progress).
- Improvements to ACCESS database to include tracking of Court overtime and voluntary (EOPS) overtime (in progress).
- Shifting changes to Delta shift, which will keep more patrol officers on the street until 4:00 a.m. (in progress).

Overtime Data

All of the data used in this report is from SAP. The ACCESS database came into effect in June of 2005, but does not hold complete data for 2005. In order to show the differences and improvements in the totals for overtime use for all of 2005, the full data obtained from SAP was necessary. This report looks only at overtime spending for 2005 and does not cover overtime drivers.

Joseph Chan from Simon Fraser University is currently looking at the data collected in the ACCESS database for comparison to SAP. Chan works with Curt Griffiths, a Professor from Simon Fraser University who is a Project Consultant hired by the City of Vancouver.

The ACCESS database is currently being upgraded to allow for enhanced information tracking and decreased data entry errors. The information currently collected in the ACCESS database is sufficient for measuring operational drivers. Impending improvements to the overtime slip and database will improve data collection regarding overtime driven by Investigative Sections.

Controllable Overtime

For the purposes of this report, each Section will be stripped of overtime costs associated to their Section that cannot be approved or managed. The arguments for why allocations, court overtime, recoveries and Statutory Holiday payouts are subtracted from the totals are found below. After an 11% adjustment for inaccurate activity rates (which is explained below), the remaining costs represent what each Manager can “control”. “Control” meaning that a decision was made regarding the

circumstances and the purpose of the overtime expenditure and it was deemed as necessary and subsequently approved by a Manager. Of note is that Managers have no control over how many serious events and incidents occur which could easily drive necessary overtime costs far beyond what was budgeted.

Allocations: Allocations are used to transfer costs from the home cost centre to the receiving order or cost centre. To transfer 100% of the cost for staff time, the activity rate would have to equal the pay rate. Prior to 2006, activity rates did not reflect the actual pay rates which resulted in the member's cost centre absorbing the difference. This is not a cost that can be authorized, managed or controlled by the home cost centre Manager.

For 2006, the Financial Services Section has increased the number of activity rates to provide a closer match between the cost of overtime and the rates used to transfer/allocate the costs to the receiving cost centre or order. This will effectively eliminate the gap between the activity rate and the pay rate so that the net overtime cost remaining in the home cost centre will be a more accurate record of the overtime costs approved by the Manager.

For 2005, it is extremely difficult to determine what portion of overtime monies spent per Section can be attributed to controlled overtime or to inexact activity rates. Since this task is time consuming, the Financial Services Section uses an error rate of 10-12% to reflect the difference between the average rate of pay and the activity rate. The actual error rate will vary in response to the variations in pay rates between different cost centres. The Financial Services Section recently performed this analysis for the Tactical Support Section and determined the error rate for the Section to be 16%. For the purposes of this report, an 11% error rate has been used, as it is the mid-range value used by the Financial Services Section.

Of note is that while some Sections will have a net charge due to the difference between the member's overtime cost and allocation, other Sections will benefit.

Recoveries: Recoveries are monies that are wholly recoverable from an outside agency or source (which could include ICBC, GM Place, the R.C.M.P, or a project funded by the Criminal Investigation Fund). These monies do not come out of City of Vancouver funds. Removing recoveries from the totals provides for a more accurate representation.

Stat Holidays: Overtime paid to members on Statutory Holidays is governed by the rules of the “2003-2006 Collective Agreement Between the Vancouver Police Board and the Vancouver Police Union”. Changes to this agreement can only be made through collective bargaining. The amount of money spent on Statutory Holidays will change from year to year as the Statutory Holidays change. For example, in 2005 this payout increased substantially as many Statutory Holidays fell on a weekend. When this happens, members who usually have weekend days off are compensated rather than having to take the day off.

When Statutory Holidays fall on weekends, it also has an impact on the Operation Division. Although it would save money for all patrol squads to be forced to minimum staffing on these days, long weekends are typically the busiest for police and safety of officers comes into play. A policy for staffing on Statutory Holidays is being developed but has not yet been adopted. A draft copy is attached.

The Planning and Research Section has submitted a model to Financial Services Section which will help to predict yearly Statutory Holiday payouts. The monies budgeted for Statutory Holidays for 2005 were based on the “status quo” and actual payouts from 2004. Because of this, almost every Section was over budget for Statutory Holidays in 2005.

As Managers have no control over collective bargaining issues and what amounts are budgeted to them for Statutory Holidays, this number has been removed from the Section totals for 2005.

When the new policy is adopted and the model is developed, budgeting for Statutory Holidays will become more accurate.

Court Overtime: Section Managers have no control over court overtime. Supervisors do have an impact at the initial stages of an investigation by ensuring that the fewest number of officers possible are involved in an incident where court time is likely to occur. This has been addressed in the newly approved policy and procedure regarding overtime.

Vancouver Police Department Regulations and Procedures Manual Section 58.01:

9 (e) "(Supervisors will) Ensure that the number of investigators is limited to the appropriate number required for the investigation and, thereby, eliminate unnecessary court attendance."

Police have no input into the scheduling of court appearances and are only notified after a court date is set. Crown Counsel and the document Services Unit de-notify police officers as soon as they are deemed "not required".

Court overtime is paid to members who are attending court on regular days off, or during times when they are not normally scheduled to work. Compensation guidelines are found in the Collective Agreement and any changes to this payment structure would have to be made through collective bargaining.

A common misconception regarding court overtime is that patrol members are called out on overtime to cover for members who are in court. In fact an entire squad can be in court at the same time with no members called in to cover the shortfall. In this instance, members from other districts may be moved over to a different district for short periods of time until enough members have cleared from court. The only overtime generated from court attendance is from members attending court off duty.

The following section is a breakdown of overall and per Section overtime spending for 2005. Each Section has a link to the spreadsheet compiled by Alan McCabe, Manager of Financial Analysis, Financial Services Section.

Summary of Overtime Spending in 2005

Summary of 2004 vs. 2005 Sworn and Controllable Overtime

Totals for 2005 show that sworn overtime* has decreased by \$3,043,503:

2004 Sworn overtime	\$9,857,910
<u>2005 Sworn overtime</u>	<u>\$6,814,405</u>
Difference	\$3,043,505

* Does not include liquor call-outs

With controllable overtime decreasing by \$2,684,648:

2004 Controllable overtime	\$5,725,210
<u>2005 Controllable overtime</u>	<u>\$3,040,562</u>
Difference	\$2,684,648

Summary of 2005 totals Vs 2005 Budget

The budget for controllable overtime was \$3,480,170 in 2005, thus controllable sworn overtime was \$439,608 under the controllable overtime budget for 2005. The budgeted amount for Statutory Holiday pay and Court Appearances was over budget by \$548,902 which caused total sworn overtime to be over by \$109,316.

2005 Sworn budget (including Stats and Court)	\$7,338,170
<u>2005 Actual spending</u>	<u>\$7,447,486</u>
Difference	\$ -109,316

2005 Budget for controllable sworn overtime	\$3,480,170
<u>2005 Actual sworn overtime</u>	<u>\$3,040,562</u>

Difference \$ 439,608

2005 Budget for Statutory Holidays and Court \$3,858,000

2005 Actual Statutory Holidays and Court \$4,406,902

Difference \$ -548,902

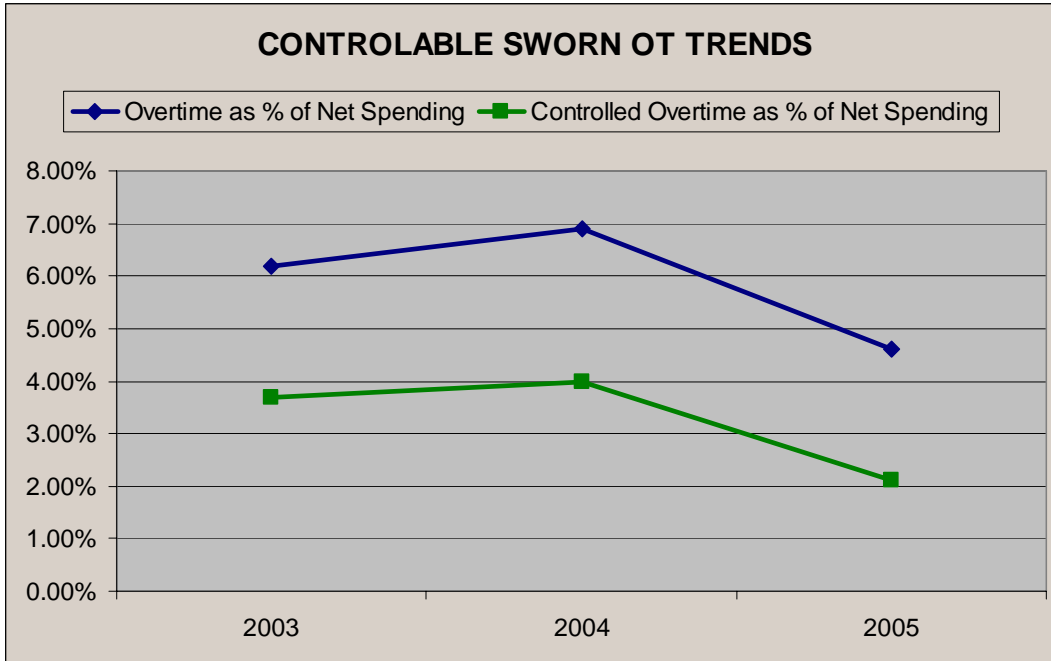
Overtime as a Percentage of Net Spending 2003-2005

Year	Net Spending	Sworn Overtime	Court and Stat pay	Controlled Overtime	Overtime as % of Net Spending	Controlled Overtime as % of Net Spending
2003	\$140,694,248	\$8,828,763	\$3,327,441	\$5,137,748	6.3%	3.7%
2004	\$142,557,908	\$9,857,910**	\$3,597,165	\$5,725,210	6.9%	4.0%
2005	\$147,281,025	\$ 6,814,405**	\$4,406,924	\$3,040,562	4.6%	2.1%

*Does not include year end overtime adjustment which has been charged to the civilian overtime account.

*This is the Net position as of January 31st, 2006 and is not yet final.

**Does not include liquor call-outs.



Spending in 2003 and 2004 can be linked to vacancy problems experienced due to 170 retirements during these years and the creation of the City-wide Enforcement Team (CET). CET was created in April 2003 and was implemented without an increase in authorized strength. Filling the new CET squads caused shortages in other squads, as members were drawn from throughout the Department. The 170 retirements (139 retirements in December 2003 and 31 in 2004), caused further patrol shortages which were backfilled by members from investigative units and other Sections.

The above graph shows how sworn and controlled overtime spending as a percentage of net spending improved in 2005 (over the previous 2 years). This drop occurred without the extra police officers approved in 2005 most of whom are currently in training and will not be operational until later this year. It is expected that when the new police officers are operational, a continued improvement in overtime spending will be seen.

Breakdown of 2005 All Overtime by Section

Division	Section	Total Overtime	Sworn
Office of the Chief Constable		Under Budget \$40,528	Under Budget \$60,237
	Chief Constable	Under \$18,772	Under \$22,930
	Executive Services Section	Under \$5,149	Under \$6,546
	Internal Investigation Squad	Under \$34,220	Under \$44,752
	Public Affairs and Marketing	Over \$2,099	Under \$12,675
	Quality Assurance Section	n/a	
Support Services Division		Under Budget \$1228,639	Under Budget \$1,327,804
	DCC Support Services	n/a	

Division	Section	Total Overtime	Sworn
	Fleet operations	Total Over \$7,382 (Civilian overtime over \$13,422)	Under \$6,040
	Records Management	Under \$32,001	Over \$3,793
	Financial Services Section	Under \$1,097,599 (Administrative contingency fund)	Under \$1,177,230
	Human Resources Section	Under \$20,202	Under \$31,855
	Communications	Under \$27,146	Under \$43,133
	Information Technology Section	Under \$12,658	n/a
	Planning and Research Section	Under \$6,942	Under \$17,289
	Training/Recruiting Section	Under \$72,808	Under \$67,967
	Services Liaison Section	Over \$34,685	Over \$13,181
Operations Division		Over Budget \$419,830	Over Budget \$172,439
	DCC Operations	Over \$12,456	Over \$10,629
	District 1	Over \$194,732	Over \$224,291
	District 2	Over \$152,546	Over \$41,153
	District 3	Over \$62,799	Over \$10,526
	District 4	Over \$59,450	Over \$14,822
	Patrol Support Section	Over \$60,185	Over \$16,746
	Traffic Section	Under \$99,286	Under \$122,676
Operations Support Division		Over Budget \$239,167	Over Budget \$161,265
	DCC Support Services	n/a	
	Criminal Intelligence	Over \$4,948	Under \$10,503

Division	Section	Total Overtime	Sworn
	Section		
	Emergency Response Section	Over \$94,821	Over \$81,502
	EOPS	Under \$27,587	Under \$39,484
	Olympic Policing Planning Section	n/a	
	Tactical Support Section	Over \$42,971	Over \$47,616
	Youth Services Section	Over \$124,014	Over \$82,134
Investigation Division		Over Budget \$59,121	Under Budget \$5,611
	DCC Investigation Division	Under \$59,121	Under \$5,611
	Forensic Services Section	Over \$74,028	Over \$56,703
	Major Crime Section	Over \$156,259	Over \$156,259
	Special Investigation Section	Under \$45,289	Under \$55,473
	Vice/Drugs Section	Over \$29,415	Under \$2,718

Breakdown of Over Budget Sections

Operations Division

The Operations Division was over budget by \$419,830 which included an overage of \$249,355 for Statutory Holidays and Court Time while Liquor Callouts were \$126,367 over budget. As the liquor call-out overages were pre-planned they will be removed from the total controlled overtime. Since the rate used for allocating overtime activity costs is generally about 11% less than the average overtime cost and the Division has allocated about \$2.4 million in overtime costs, approximately \$260,000 of overtime monies spent in the Division could be due to these activity rate differences.

2005 Budget overage	\$-419,830
2005 Stats and Court overage	\$ 249,355
2005 Liquor call-out overages	\$ 126,367
<u>2005 Activity rate differences</u>	<u>\$ 260,000</u>
Total	\$ 215,892 under for controlled overtime

District 1

The District 1 overage of \$194,732 includes an overage of \$245,995 for Liquor Control call-outs which was pre-planned. The Liquor Control overage was offset by savings for other overtime. Approximately \$75,334 of the budget overage can be attributed to activity rate differences.

2005 Budget overage	\$-194,732
2005 Activity rate differences	\$ 75,334
<u>2005 Liquor call-out overages*</u>	<u>\$ 245,995</u>
Total	\$126,597 under for controlled overtime

*Pre-planned overages

District 2

District 2 was over by \$152,546. The overage includes \$110,840 for Statutory Holidays and Court Time while approximately \$91,949 of the overage can be attributed to activity rate differences. Overtime for liquor call-outs was \$119,628 under budget and funded controlled overtime spending:

2005 Budget overage	\$-152,546
2005 Stats and Court overage	\$ 110,849
<u>2005 Activity rate differences</u>	<u>\$ 91,949</u>
Sub Total	\$ 50,252

Minus Liquor call out budget overages \$119,628

Total \$ 69,376 over for controlled overtime

District 3

District 3 was over by \$62,799 including \$52,273 in payments for Statutory Holidays and Court Time. Approximately \$65,977 of the overage can be attributed to activity rate differences.

2005 Budget overage \$-62,799

2005 Stats and Court overage \$ 52,273

2005 Activity rate differences \$ 65,977

Total \$ 55,451 under for controlled overtime

District 4

District 4 was over by \$59,450 including \$41,026 for Statutory Holidays and Court Time. Approximately \$41,947 of the overage can be attributed to activity rate differences.

2005 Budget overage \$-59,450

2005 Stats and Court overage \$ 41,026

2005 Activity rate differences \$ 41,947

Total \$ 23,523 under for controlled overtime

Patrol Support

Patrol Support was over budget by \$60,185 including \$46,595 for Statutory Holidays and Court time. Approximately \$18,377 of the overage can be attributed to activity rate differences.

2005 Budget overage \$-60,185

2005 Stats and Court overage	\$ 46,595
<u>2005 Activity rate differences</u>	<u>\$ 18,377</u>
Total	\$ 4,787 under for controlled overtime

Operations Support Division Overtime

The Operations Support Division was over budget by \$239,167 including \$67,651 for Statutory Holidays and Court time. Overall, the Division benefited from activity rate differences (through EOPS).

2005 Budget overage	\$-239,167
<u>2005 Stats and Court overage</u>	<u>\$ 67,651</u>
Total	\$-171,516 over for controlled overtime

ERT (Emergency Response Section)

The Emergency Response Team was over budget by \$94,821 including \$13,319 for Statutory Holidays and Court time. Approximately \$60,943 of the overage can be attributed to activity rate differences.

2005 Budget overage	\$-94,821
2005 Stats and Court overage	\$ 13,319
<u>2005 Activity rate differences</u>	<u>\$ 60,943</u>
Total	\$ 20,559 over for controlled overtime

Tactical Support Section

The Tactical Support Section was over budget by \$42,971. Most of the overtime for this Section is charged out to other Sections which causes allocations to be high (\$699,273). All of the overage can be attributed to activity rate differences as the 11% error rate for allocations is \$76,920. The Financial Services Section

has determined the error rate for this Section has been as high as 16% in past years.

2005 Budget overage	\$-42,971
<u>2005 Activity rate differences</u>	<u>\$ 76,920</u>
Total	\$ 33,949 under for controlled overtime

Youth Services

The Youth Services Section was over budget by \$124,014 including \$41,880 for Statutory Holidays and Court time. Approximately \$10,408 of the overage can be attributed to activity rate differences.

2005 Budget overage	\$-124,014
2005 Stat and Court overage	\$ 41,880
<u>2005 Activity rate differences</u>	<u>\$ 10,408</u>
Total	\$ 71,726 over for controlled overtime

Investigation Division

The Investigation Division was over budget by \$59,121 including \$102,767 for Statutory Holidays and Court time. Net sworn overtime was under budget by \$5,611. Approximately \$26,549 of the overage can be attributed activity rate differences.

2005 Budget overage	\$ -59,121
2005 Stat and Court overage	\$102,767
<u>2005 Activity rate differences</u>	<u>\$ 26,549</u>
Total	\$ 70,195 under for controlled overtime

Major Crime

The Major Crime Section was over budget by \$156,259 including \$29,320 for Statutory Holidays and Court time. The Section benefited from activity rate differences.

2005 Budget overage	\$-156,259
<u>2005 Stat and Court overage</u>	<u>\$ 29,320</u>
Total	\$ 126,939 over for controlled overtime

Forensic Services Section

The Forensic Services Section was over budget by \$74,028 including \$11,423 for Statutory Holidays and Court time. Approximately \$9,560 of the overage can be attributed to activity rate differences.

2005 Budget overage	\$-74,028
2005 Stat and Court overage	\$ 11,423
<u>2005 Activity rate differences</u>	<u>\$ 9,560</u>
Total	\$ 53,045 over for controlled overtime

Summary of Quality Control Audits

In 2005 and early 2006, Inspector Greg Parsons of the Quality Assurance Section completed 6 reviews and investigated numerous overtime claims in support of the overtime review process. Inspector Parsons looked at:

- Overtime reporting
- Call-out for minimums
- Staffing on Statutory Holidays
- Overtime data bank review
- Single claims in excess of 25 hours
- Overtime review of high earners

The Quality Assurance Officer continues to monitor and review overtime practices and is currently tasked with overseeing the upgrades to the ACCESS database and coordinating improvements to the overtime slip to enhance collection of overtime driver data.

Inspector Jeff Sim and Inspector John De Haas have recently completed reviews on the use of standby overtime. Inspector Sim has been tasked with budget management for standby pay in 2006. Inspector Sim will monitor expenditures, make decisions on increases or decreases of standby based on need, and make decisions regarding available funding and/or other offsets.

Conclusion

Vacancy issues in 2003 and 2004 created a situation where the Vancouver Police Department was forced to rely on overtime to provide the same service provided in previous years but with fewer resources. Police officers working on overtime were used to fill the void, with the resulting overspending.

In the latter part of 2004, attempts were made to determine what all the drivers for overtime were, beyond the vacancy issues. The result was a realization that the type of information needed for this type of analysis was either not being collected or not being collected uniformly.

In 2005, controls were imposed on spending and a comprehensive overtime project was initiated. The review determined that three areas needed improvement:

- 1) Record keeping (including more cost centre accountability and the capturing of overtime data to determine under what circumstance and for what purpose overtime was being used).
- 2) Policy and Procedure to regulate authorization of overtime and overtime processes.
- 3) Audit, analysis and evaluation of overtime usage and drivers.

As a result of the review, an overtime strategy was developed. Some controls were implemented immediately while others are in the process of being developed.

The focus on overtime in 2005 has allowed for vast improvements in overtime spending. The measures which have been implemented and the ones which are in progress have contributed to the success of overtime management.

2005 Overtime Successes

- Decrease in sworn overtime spending by \$3,043,505.
- Decrease in controllable overtime spending by \$2,684,648.
- Net controllable overtime spending under budget by \$439,608.
- Sworn overtime was 4.6% of net spending down from 6.9% in 2004.
- Controlled overtime was 2.1% of net spending down from 4.0% in 2004.

As almost all of the additional officers approved in 2005 will not be operational until 2006, the majority of the overtime savings can be attributed to improved record keeping, management, and oversight. Continuation of the new practices and implementation of measures currently in progress will allow for even more streamlined management of overtime in 2006.