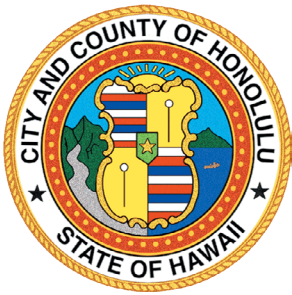




**Office of the City Auditor**



**City and County of  
Honolulu  
State of Hawai`i**

**Report to the Mayor  
and the  
City Council of Honolulu**

# **Audit of the Honolulu Police Department's Overtime Policies, Procedures, and Protocols, Resolution 21-58**

**Report No. 22-03  
May 2022**



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# **Audit of the Honolulu Police Department's Overtime Policies, Procedures, and Protocols, Resolution 21-58**

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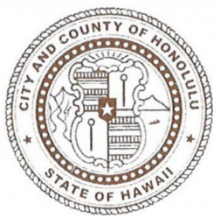
A Report to the  
Mayor  
and the  
City Council  
of Honolulu

Submitted by

**THE CITY AUDITOR**  
CITY AND COUNTY  
OF HONOLULU  
STATE OF HAWAII

Report No. 22-03  
May 2022





**OFFICE OF THE CITY AUDITOR**  
**CITY AND COUNTY OF HONOLULU**

1001 KAMOKILA BOULEVARD, SUITE 216, KAPOLEI, HAWAII 96707 / PHONE: (808) 768-3134 / FAX: (808) 768-3135

**ARUSHI KUMAR**  
CITY AUDITOR

May 27, 2022

The Honorable Tommy Waters, Chair  
and Members  
Honolulu City Council  
530 South King Street, Room 202  
Honolulu, Hawai'i 96813

Dear Chair Waters and Councilmembers:

Attached is a copy of our audit report, *Audit of the Honolulu Police Department's Overtime Policies, Procedures, and Protocols, Resolution 21-58*. This audit was conducted pursuant to Resolution 21-58, which was adopted on April 14, 2021 and requested the city auditor to conduct a performance audit of the Honolulu Police Department's (HPD) policies and procedures related to officer overtime. Specifically, the audit objectives were to address:

1. Whether the HPD's existing policies, protocols, and procedures, as they relate to HPD officer overtime, ensure the fair and equitable distribution of such overtime to all HPD officers, rather than just to certain HPD officers;
2. Whether the HPD's existing policies, protocols, and procedures, as they relate to HPD officer overtime allowances, ensure that HPD overtime privileges are not abused (e.g. that overtime work performed can be accounted for, is not excessive, and is consistent with HPD policies, protocols, and procedures); and
3. Recommendations for improvements to such HPD policies, protocols, and procedures to reduce the overall amount of overtime compensation being paid by the City to HPD officers, to ensure the equitable distribution of the opportunities to earn overtime pay among all HPD officers, and to ensure that such overtime privileges are not being abused.

Due to extenuating circumstances caused by COVID-19 emergency orders, our office was unable to complete fieldwork and issue this audit report by the April 14, 2022 deadline imposed by Resolution 21-58. On April 13, 2022, the Honolulu City Council adopted Resolution 22-52 which granted our office's request for an extension to issue this audit report no later than May 29, 2022. I would emphasize that the department fully cooperated with this audit and that the delay in issuing the report was caused solely by restrictions and emergency orders related to COVID-19.

### **Background**

HPD serves as the primary law enforcement agency for the island of O`ahu. The department is primarily funded by the General and Highway Funds, and total HPD funding in FY 2020 was over \$308 million. High police overtime spending is of concern to the city council and the public. Total overtime expenditures increased from \$19 million in FY 2015 to a high of \$38 million in FY 2019, making up about 12.75 percent of the total department operating budget in FY 2019. In addition, one media outlet reported in 2020 that a

number of officers doubled their annual salaries through overtime pay. Over the same period, National Community Survey satisfaction ratings of Honolulu police services steadily declined. As a result, the city council had concerns that overtime was not being distributed equally among officers and that overtime expenditures were not always just, fair, and/or appropriate.

### **Audit Results**

We found that although HPD has developed policies and procedures for managing overtime, those policies and procedures are inconsistently applied and interpreted across the various HPD districts and divisions. This results in overall ineffective management of overtime, including an unequal distribution of overtime hours among officers. Additionally, overtime cards, which document overtime requests and approval for payroll purposes, are managed manually, increasing the risk for human error, abuse, and fraud.

We also found that there are no limits to the amount of overtime an individual officer can work. HPD is experiencing officer shortages caused by various factors, including special assignments, decreasing training academy graduation rates, and increasing uniformed retirements. Overtime is the primary tool to address these shortages, but by allowing an unlimited use of overtime, HPD is not accounting for risks such as officer fatigue. Additionally, despite the overtime use, the department was still unable to meet staffing minimums in certain districts in FY 2020.

The audit report makes six recommendations to improve the police department's policies, protocols, and procedures related to overtime management.

The Police Chief and Managing Director generally agreed with the audit's findings and recommendations, and indicated that the department has begun to implement some of the recommendations.

We would like to express our sincere appreciation for the cooperation and assistance provided us by the managers and staff of the Honolulu Police Department. We are available to meet with you and your staff to discuss this report and to provide more information. If you have any questions, please call me at 768-3134.

Sincerely,



Arushi Kumar  
City Auditor

c: Rick Blangiardi, Mayor  
Michael D. Formby, Managing Director  
Krishna Jayaram, Deputy Managing Director  
Rade Vanic, Interim Police Chief, Honolulu Police Department  
Andrew Kawano, Director, Department of Budget and Fiscal Services

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# Table of Contents

## Chapter 1 Introduction

Background of the Honolulu Police Department .....	1
Background of HPD Overtime.....	6
Prior OCA Audits of HPD .....	13
Audit Objectives, Scope and Methodology .....	14
Audit Results .....	16

## Chapter 2 HPD’s Policies and Procedures Related to Overtime Are Inconsistently Interpreted and Applied, Resulting in Ineffective Management of Department Overtime

Overtime Processes Are Inconsistently Interpreted and Applied Throughout HPD.....	17
Overtime Cards Are Managed Manually, Increasing the Risk for Error, Abuse, and Fraud .....	20
HPD Overtime May Impact the City’s Accrued Pension Liabilities .....	25
Recommendations .....	26

## Chapter 3 As HPD Officer Vacancies Have Increased, Unlimited Overtime Is the Primary Tool to Address Shortages but Staffing Minimums in Some Districts Were Still Not Met

Staff Shortages Persist Despite Unlimited Use of Officer Overtime.....	27
Retirements, Separations, Prolonged Special Assignments, and Lower Academy Graduation Rates Have Increased Vacancies.....	29
HPD Overtime Policies and Operations Do Not Account For Officer Fatigue and Other Risk Factors .....	33
Recommendations .....	39

## Chapter 4 Conclusions and Recommendations

Conclusion .....	41
Recommendations .....	41
Management Response .....	42

## List of Appendices

Appendix A Resolution 21-58 .....	51
Appendix B Overtime Codes .....	55

Appendix C	Collective Bargaining Overtime Provisions .....	57
Appendix D	Non-Holiday Overtime Usage by Patrol District from FY 2016 to FY 2020 .....	59

## List of Exhibits

Exhibit 1.1	HPD Organizational Chart .....	3
Exhibit 1.2	HPD Funding Sources, FY 2020 .....	6
Exhibit 1.3	HPD Expenditures, FY 2016 – FY 2020 .....	7
Exhibit 1.4	HPD Overtime Expenditures Versus Vacancies, FY 2016 – FY 2020.....	8
Exhibit 1.5	HPD Overtime Expenditures Versus Annual Reported Crime Data, FY 2016 – FY 2020.....	9
Exhibit 1.6	Overtime Expenditures Versus National Community Survey Police Ratings, FY 2016 – FY 2020.....	9
Exhibit 1.7	Patrol Bureau Overtime Growth, FY 2016 – FY 2020 .....	10
Exhibit 2.1	Non-Patrol Division Overtime Process Surveys.....	18
Exhibit 2.2	Patrol District Overtime Interview Responses.....	19
Exhibit 2.3	HPD-66 Form-Overtime Cards .....	21
Exhibit 2.4	Non-Holiday Overtime Hours Used by Patrol District, FY 2016 to FY 2020 .....	22
Exhibit 2.5	Overtime Timecard Sample Review, FY2016-2020.....	23
Exhibit 2.6	Overtime Hours by Patrol Districts, FY 2020 .....	24
Exhibit 2.7	Top 10 Overtime Earners by Total Overtime Hours Worked, FY 2016 - FY 2020 .....	25
Exhibit 3.1	Percent Staffed and Officers per Beat for Patrol Districts, FY 2020.....	28
Exhibit 3.2	Staffing in the Field by District in 2020 .....	29
Exhibit 3.3	HPD Uniformed Staffing Statistics .....	30
Exhibit 3.4	Training Academy Classes & Graduation Rate, FY 2017-2021 .....	31
Exhibit 3.5	Recruit Class Graduation Rate, FY 2017-2021 .....	32
Exhibit 3.6	Training Academy Reasons for Not Graduating, FY 2017-2021.....	32
Exhibit 3.7	Two Week Snapshot of Hours Worked by an Individual Employee, 2019.....	34
Exhibit 3.8	Motor Vehicle Collisions at Fault & Administrative Complaints for HPD High Overtime Earners, FY 2016-2021 .....	37
Exhibit 3.9	National Comparison: Daily and Weekly Officer Overtime Limits.....	38



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# Chapter 1

## Introduction

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On April 14, 2021, the Honolulu City Council adopted Resolution 21-58, requesting the city auditor to conduct an audit of the Honolulu Police Department's (HPD) policies and procedures for HPD officer overtime. The city council was concerned that officer overtime expenditures had grown to a high of \$38 million in Fiscal Year (FY) 2019. Additionally, there were reports that accrual of overtime allowed certain officers to more than double their annual salaries. The resolution requested that the city auditor address:

1. Whether the HPD's existing policies, protocols, and procedures, as they relate to HPD officer overtime, ensure the fair and equitable distribution of such overtime to all HPD officers, rather than just to certain HPD officers;
2. Whether the HPD's existing policies, protocols, and procedures, as they relate to HPD officer overtime allowances, ensure that HPD overtime privileges are not abused (e.g., that overtime work performed can be accounted for, is not excessive, and is consistent with HPD policies, protocols, and procedures); and
3. Recommendations for improvements to such HPD policies, protocols, and procedures to reduce the overall amount of overtime compensation being paid by the city to HPD officers, to ensure the equitable distribution of the opportunities to earn overtime pay among all HPD officers, and to ensure that such overtime privileges are not being abused.

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### **Background of the Honolulu Police Department**

#### **HPD Powers, Duties, and Functions**

HPD serves as the primary law enforcement agency for the island of O`ahu. The Chief of Police directs the operations and administration of the department and is responsible for the following:

- preservation of the public peace;
- protection of the rights of persons and property;
- prevention of crime;

- detection and arrest of offenders against the law;
- enforcement and prevention of violations of state laws and city ordinances; and
- service of processes and notices in civil and criminal proceedings.

The department's jurisdiction is the City and County of Honolulu. It includes the entire island of O`ahu, an area of about 600 square miles, with an estimated resident population of about one million. For police operations, the island is divided into eight patrol districts: Central Honolulu, East Honolulu, Kalihi, Kaneohe/Kailua/Kahuku, Waianae/Kapolei, Pearl City, Wahiawa, and Waikiki. Each district is subdivided into sectors and beats. The department's headquarters is located in downtown Honolulu.

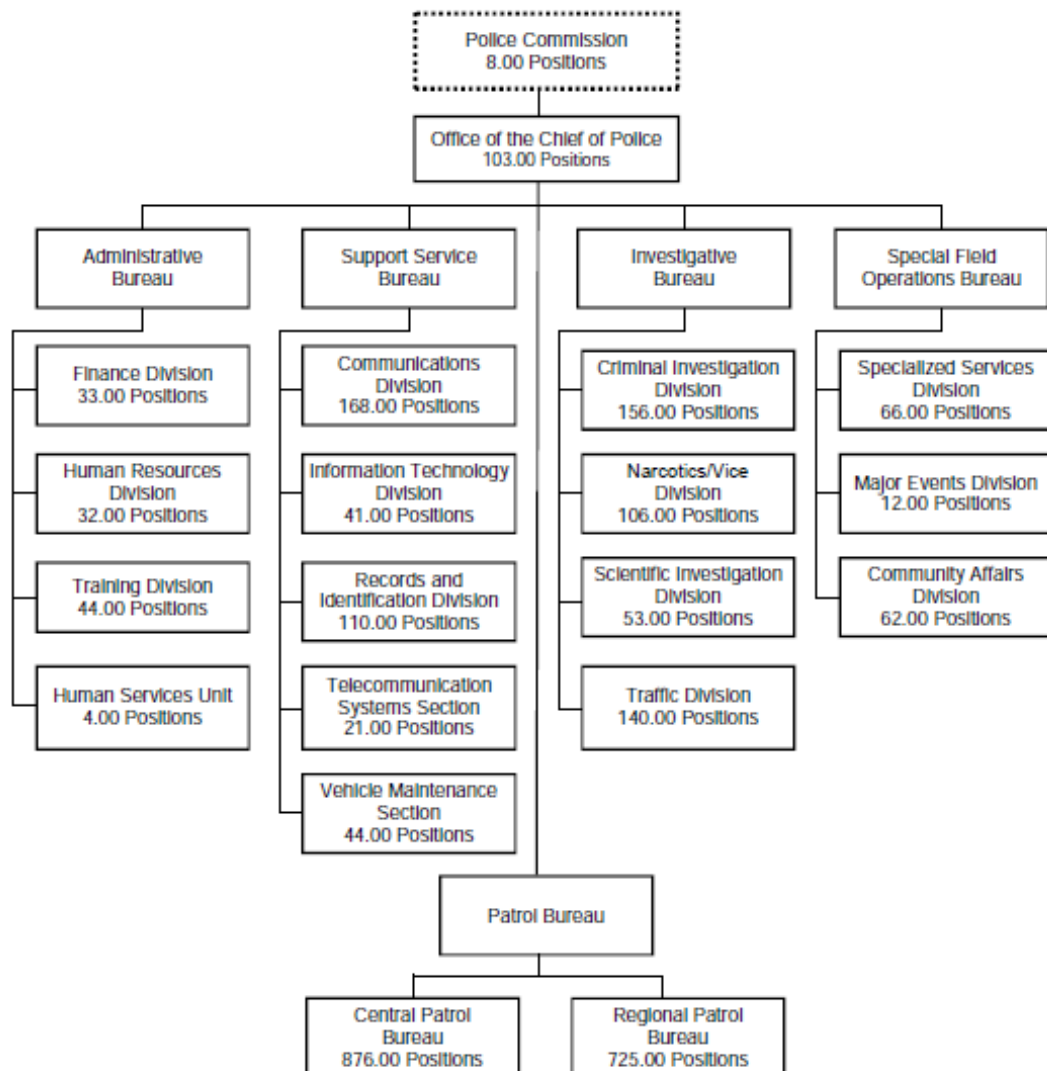
***HPD organization structure***

HPD's organizational relationships are indicated in Exhibit 1.1. The Office of the Chief of Police directs the operation and administration of the department overall, with two deputy chiefs overseeing the operations and administration of their respective divisions and bureaus.

**Exhibit 1.1  
HPD Organizational Chart**

**HONOLULU POLICE DEPARTMENT  
(HPD)  
ORGANIZATION CHART**

This chart reflects the number of full-time equivalent positions appropriated in Fiscal Year 2021.



Source: Honolulu Police Department

## **Administrative Operations**

### *Administrative Bureau*

The Administrative Bureau consists of the Finance, Human Resources, and Training Divisions, as well as the Human Services Unit. The Administrative Bureau is responsible for:

- Overseeing personnel matters;
- Conducting a full-scale training program;
- Managing the department's fiscal program; and
- Conducting pre-employment screenings and evaluations.

### *Support Services Bureau*

The Support Services Bureau consists of the Communications; Information Technology; and Records and Identification Divisions, as well as the Telecommunications Systems and Vehicle Maintenance Sections. The Support Services Bureau is responsible for:

- Supporting operations critical to the department's daily functions; and
- Providing recordkeeping, vehicle maintenance, communications, and IT services.

## **Field Operations**

### *Special Field Operations Bureau*

The Special Field Operations Bureau is comprised of the Community Affairs, Major Events, and Specialized Services Divisions, as well as the Legislative Liaison Office. The Special Field Operations Bureau is responsible for:

- Providing a coordinated tactical response to exceptionally hazardous situations;
- Preparing for acts of terrorism; and
- Reducing unlawful activities by juvenile offenders.

### *Investigative Bureau*

The Investigative Bureau includes the Criminal Investigation, Narcotics/Vice, and Traffic Divisions, and the Scientific Investigation Section. The Investigative Bureau is responsible for:

- Investigating crimes involving drugs, prostitution, violence, theft, fraud, etc.;
- Operating the only full-service forensic laboratory in the state of Hawaii; and
- Promoting safe and efficient movement of traffic.

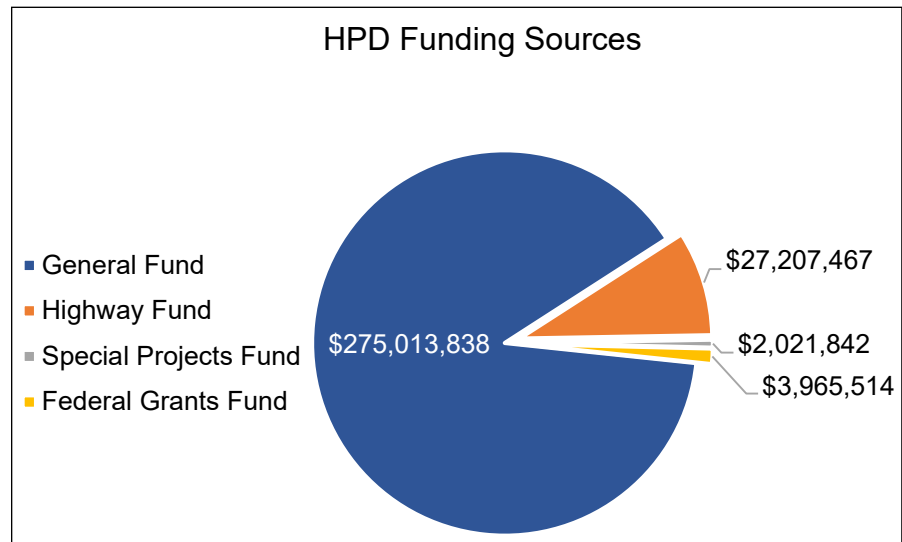
### *Patrol Bureau*

The Patrol Bureau plans, directs, and coordinates the operations of all field uniformed police units. The Patrol Bureau is responsible for all operations related to the prevention of crime, enforcement of the laws of the State of Hawai'i and City and County of Honolulu, and the apprehension and custody of violators. The Central Receiving Division provides support for the patrol and investigative units through efficient processing, custodial care, and security for all persons arrested in Central and East Honolulu. The division also provides custodial care and processing for those arrestees from the regional patrol divisions who are under investigation or unable to make bail.

### ***HPD funding***

HPD is primarily funded by the General and Highway Funds; however it also receives funding (through awards, gifts, or agreements) from other sources to support police operations to carry out specialized operations. These additional funds are not annually budgeted and are categorized under the Special Projects Fund and Federal Grants Fund. The General Fund is the largest funding source, providing 89 percent of HPD's overall funding. HPD's total funding in FY 2020 was \$308,208,661.

**Exhibit 1.2**  
**HPD Funding Sources, FY 2020<sup>1</sup>**



Source: Department of Budget and Fiscal Services

## Background of HPD Overtime

High police overtime spending is of concern to the city council and public, amid many related factors including social unrest, decreasing favorable perception of the police nationwide, budget shortfalls due to the COVID-19 pandemic, and reports of officer abuse of overtime. In 2020, Honolulu Civil Beat reported that as many as 24 officers had at least doubled their annual salaries through overtime pay.<sup>2</sup> Overtime expenditures reached a high of \$38 million in FY 2019, double the \$19 million amount just four years earlier in FY 2015. Over this same time period, the number of officer vacancies rose to a high of 303.

<sup>1</sup> The *Special Projects Fund* & *Federal Grants Fund* amounts represent expenditures from each fund in FY 2020.

<sup>2</sup> *Some Honolulu Police Officers Are Doubling Their Salaries With Overtime*: <https://www.civilbeat.org/2020/12/some-honolulu-police-officers-are-doubling-their-salaries-with-overtime/>

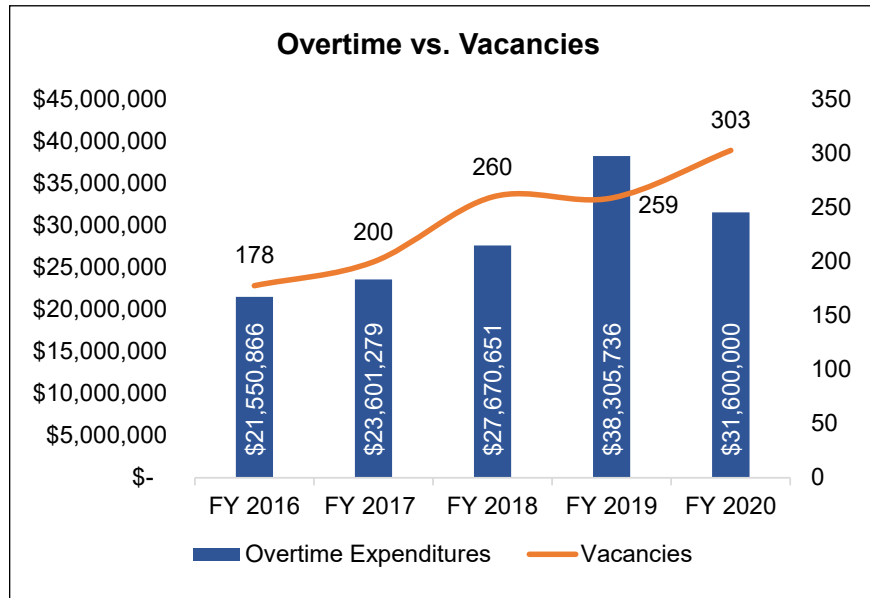
**Exhibit 1.3**  
**HPD Expenditures, FY 2016 – FY 2020**

	<i>FY 2016</i>	<i>FY 2017</i>	<i>FY 2018</i>	<i>FY 2019</i>	<i>FY 2020</i>
<b>Expenditures</b>	\$262,319,567	\$273,780,975	\$286,101,524	\$291,823,159	\$306,217,662
<b>Salaries</b>	\$224,143,375	\$234,023,181	\$240,510,661	\$251,483,215	\$268,164,332
<b>Overtime Expenditures</b>	\$21,550,866	\$23,601,279	\$27,670,651	\$38,305,736	\$31,600,000
<b>Authorized FTE (Uniformed)</b>	2143	2143	2143	2143	2143
<b>Vacancies (Uniformed)</b>	178	200	260	259	303

Source: Department of Budget and Fiscal Services and Honolulu Police Department

HPD attributed the rise in overtime use to changing patrol staffing minimums, as well as rising vacancies due to difficulty in recruiting qualified personnel. In 2018, the minimum patrol staffing percentage, or the minimum amount of officers on duty per day, was 75 percent of total patrol officers. Due to various strategic initiatives that rose to 80 percent in 2019, then to 85 percent in 2020, and was slated to rise to 90 percent in 2021. However, it was reduced back to 75 percent due to budget shortfalls stemming from the COVID-19 pandemic. Budget pressures also led to the decline in overtime in 2020.

**Exhibit 1.4**  
**HPD Overtime Expenditures Versus Vacancies,**  
**FY 2016 – FY 2020**

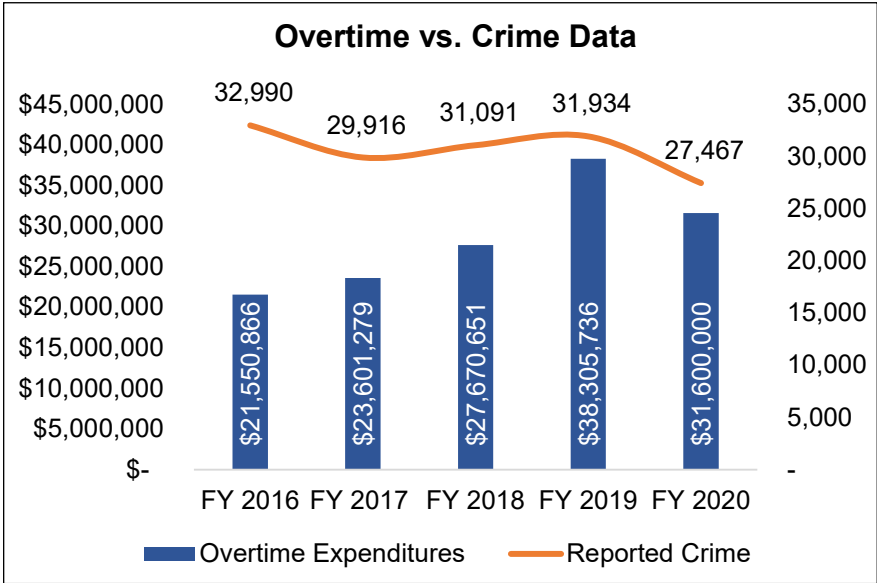


Source: Honolulu Police Department and Office of the City Auditor

According to HPD’s annual report, reported crime has remained steady, ranging from 29,000 to 32,000 cases per year, but fell to a low of almost 27,500 in FY 2020. Over the same time period, overtime use rose steadily, until the circumstances of the COVID-19 pandemic disrupted the trend.

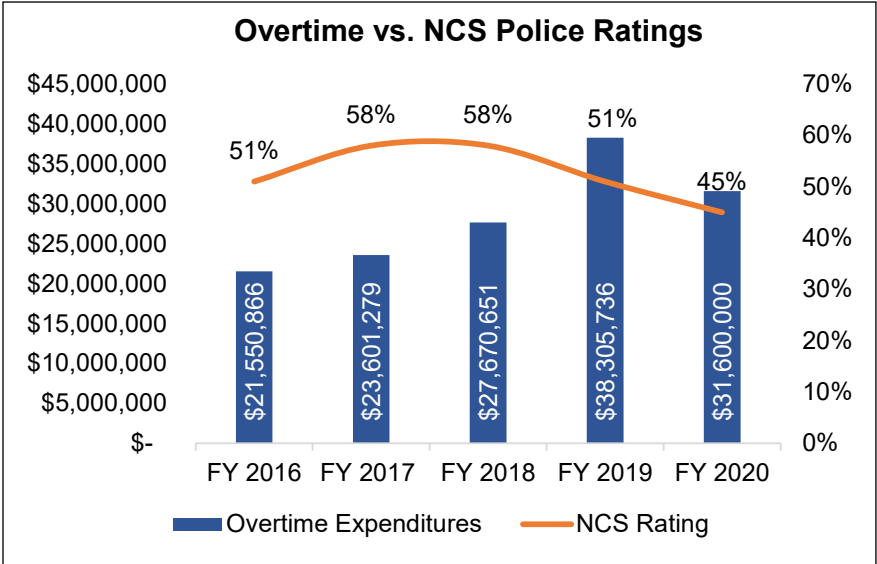


**Exhibit 1.5**  
**HPD Overtime Expenditures Versus Annual Reported Crime Data, FY 2016 – FY 2020**



Source: Honolulu Police Department and Office of the City Auditor

**Exhibit 1.6**  
**Overtime Expenditures Versus National Community Survey Police Ratings, FY 2016 – FY 2020**

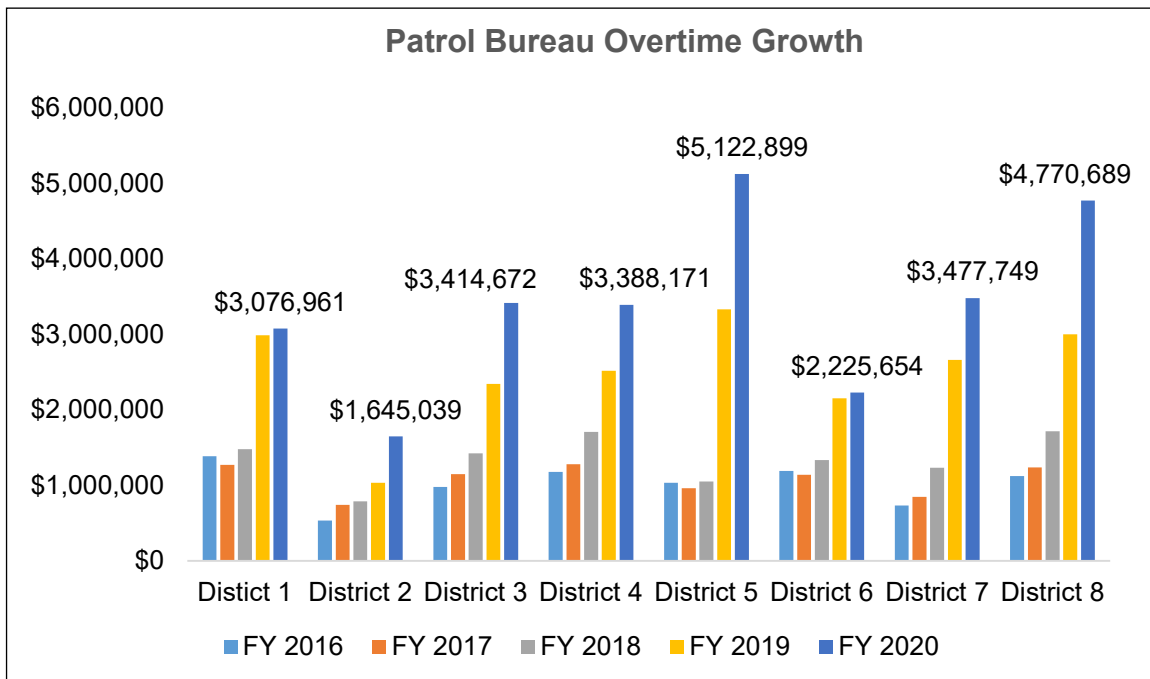


Source: Honolulu Police Department and Office of the City Auditor

Finally, National Community Survey ratings of Honolulu police services steadily declined in recent years while overtime rose over the same period.

Of the 28 different HPD divisions, the eight patrol districts account for the highest amount of overtime. Over the past five years, patrol district non-holiday overtime has increased significantly. See Exhibit 1.7 for details.

**Exhibit 1.7**  
**Patrol Bureau Overtime Growth, FY 2016 – FY 2020**



Source: Honolulu Police Department

Overtime is governed by departmental policy and collective bargaining agreements between the city and State of Hawaii Organization of Police Officers (SHOPO), United Public Workers (UPW), and Hawaii Government Employee Association (HGEA). General overtime occurrences by collective bargaining agreement and bargaining unit can be found in Appendix C.

**Overtime roles & responsibilities**

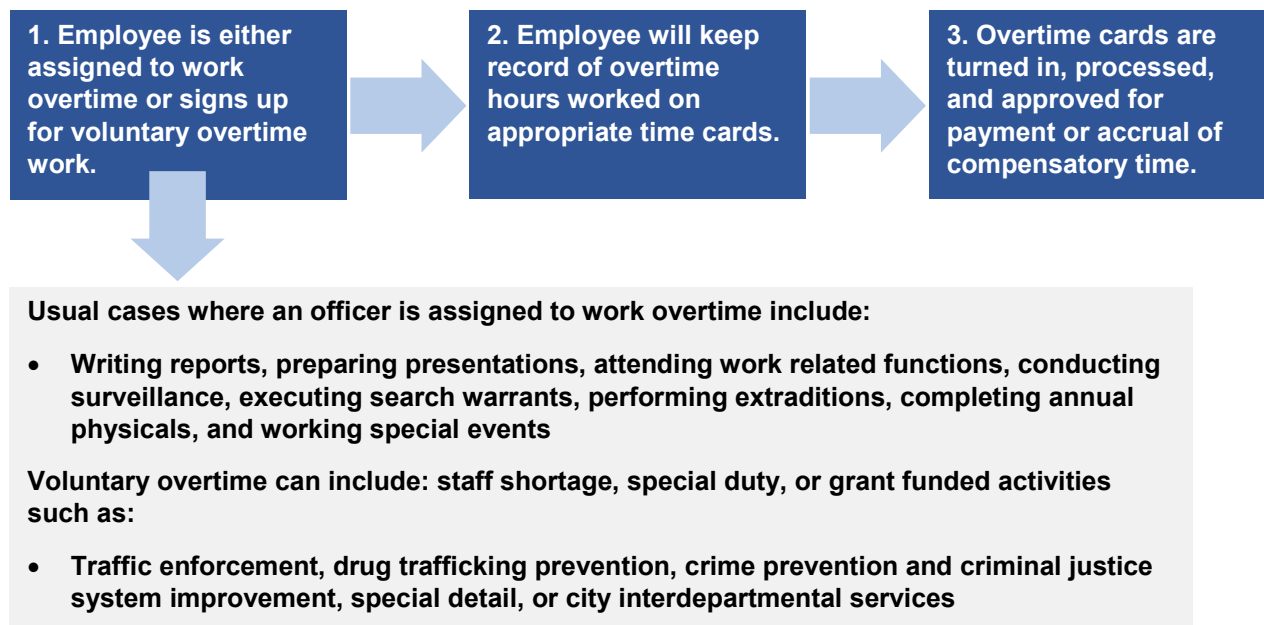
*Chief of Police:* Retains ultimate responsibility of fiscal accountability for the department; however management functions are delegated to the commander of the Finance Division.

**Finance Division:** Provides financial information and analysis to divisions, including maintaining financial records and recommending solutions to fiscal problems (including overtime), providing fiscal projections for controlling the budget, and performing internal audits and financial analyses as directed by the Chief of Police.

**Division Supervisors/Commanding Officers:** Responsible for monitoring and managing employee workload and overtime, including authorizing overtime requests, ensuring employees accurately record and submit overtime documentation, identifying employees who take excessive time to complete reports and assignments, and conducting investigations of employees for violations of these policies.

The flowchart below details HPD's overtime process.

### Exhibit 1.8 HPD Overtime Process Overview



Source: Honolulu Police Department and Office of the City Auditor

### **Honolulu Police Commission's permitted interaction group report**

In November 2020, The Honolulu Police Commission voted to form a permitted interaction group to review and make recommendations on the Honolulu Police Department's FY2021-FY2022 budget.<sup>3</sup> Commission members Doug Chin (Chair), Jerry Gibson, and Richard Parry were named to the group, which focused on two main issues: overtime and restructuring of department functions.

The report found that salaries make up about 85 percent of the department's total budget. Additionally, in FY 2019, the \$38 million in overtime expenditures made up about 15 percent of total salary expenditures, or about 12.75 percent of the total department operating budget. This is in contrast to Seattle and Dallas' police departments, which are similar in size to HPD and where overtime expenditures totaled \$30 million (about 7 percent of the total budget) and \$24 million, respectively. The report also highlighted low staffing levels, high overtime utilization, reports of abuse, and the high cost of retirement to be paid by the City and County of Honolulu. The report recommended that HPD should:

- a. Be encouraged to continue to lower overtime costs by more efficient scheduling and utilization of officers;
- b. Be encouraged to continue to increase recruiting so the number of officers is increased, and the amount of overtime worked is reduced;
- c. Conduct an internal investigation to ensure that overtime is properly scheduled, monitored, budgeted, and reviewed;
- d. Review, along with the Department of the Prosecuting Attorney, the existing system under which officers attend court and determine if a more efficient system is possible under current circumstances and budget constraints;

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<sup>3</sup> Section 6-1606 of the Revised Charter of Honolulu states that the police commission shall *review the annual budget prepared by the chief of police and may make recommendations thereon to the mayor*. The Honolulu Police Commission unanimously voted to form a permitted interaction group pursuant to Section 92-2.5(b) (1) of the Hawaii Revised Statutes, which allows a permitted interaction group (PIG) of two or more members (but below quorum) to be assigned to investigate a matter relating to official business of the board. The PIG was assigned to review and make recommendations on the Honolulu Police Department's FY2021/2022 budget. The full report can be found at: <https://s3.documentcloud.org/documents/20498613/report-of-permitted-interaction-group-re-hpd-budget.pdf>.

- e. Conduct a study to determine whether increasing the basic pay of officers would improve recruiting and lower the loss of officers, and as a result lower overtime costs while continuing to pay officers a fair wage without overtime; and
- f. Concentrate efforts on filling positions. The department appears to maintain a certain level but not get ahead. This is a critical point where traditional methods may not apply. It may be financially advantageous over the long run to double the recruitment team in its Human Resources Division. Hiring recruiters to find officers throughout the country that want to work in Hawaii should be considered, as well as offering a moving allotment package for new officers.

In response, the department is considering the following strategies to address overtime issues:

- The lowering of officer manpower level on some shifts and beats to lower costs;
- Cross utilization of resources, such as across districts and beats, to where the need is greatest at the time, which currently does not occur; and
- Improved use of computer scheduling systems to utilize officers and overtime more efficiently.

The report's second focus was on potentially restructuring department functions regarding homelessness and mental health. The report cited other city police departments and other jurisdictions, such as Austin, Texas, which reduced its police budget by 5 percent and redirected those funds to social services such as violence prevention, housing, and mental health services. Redirecting these funds to appropriate services could allow the police department to focus on its primary function of protecting life and property through the enforcement of laws and regulations, while also funding more qualified groups for human service cases. During the planning of this audit, only the group's considerations towards HPD overtime issues were reviewed, not the considerations related to other social services.

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## **Prior OCA Audits of HPD**

*Report No. 07-04 – Audit of the Honolulu Police Department Patrol Officer Staffing Practices, August 2007*

The objectives of this self-initiated audit were to review and assess HPD's process and methodology for determining patrol officer-

district staffing levels and assess its effectiveness in addressing needed district patrol officer staffing level. As of our office's audit recommendations implementation review in 2017, there were two remaining recommendations in process of implementation. These recommendations concern hiring a high-level human resources staff member to facilitate recruitment and processing, and improving recordkeeping of data from all patrol activities to assess workload. The implementation of these recommendations will likely be material to this current audit of reviewing overtime policies and procedures, as staffing minimums, vacancies, and sufficient workload justifying overtime are relevant issues under consideration to be reviewed.

**Prior OCA Audits Not Relevant to This Audit:**

- *Report No. 11-01 – Audit of the Honolulu Police Department's Utilization of the 800 Megahertz Telecommunications System, August 2010*
- *Report No. 17-02 – Audit of How Domestic Violence Cases Are Handled, Processed, and Resolved, June 2017*
- *Report No. 20-07– Audit of the Honolulu Police Department's Policies, Procedures, and Controls, December 2020*
- *Report No. 21-03 – Follow-Up Audit on Recommendations from Report No. 17-02 Audit of How Domestic Violence Cases Are Handled, Processed, and Resolved, June 2021*

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**Audit Objectives,  
Scope and  
Methodology**

This audit was conducted pursuant to City Council Resolution 21-58, requesting the city auditor to conduct an audit of the Honolulu Police Department's policies and procedures regarding HPD officer overtime.

The audit objectives were to:

1. Assess HPD's existing policies, protocols, and procedures, as they relate to HPD officer overtime, ensure the fair and equitable distribution of such overtime to all HPD officers, rather than just to certain HPD officers;
2. Assess HPD's existing policies, protocols, and procedures, as they relate to HPD officer overtime allowances, ensure that HPD overtime privileges are not abused (e.g. that overtime work performed can be accounted for, is not excessive, and is consistent with HPD policies, protocols, and procedures); and

3. Recommend improvements to HPD policies, protocols, and procedures to reduce the overall amount of overtime compensation being paid by the City to HPD officers, to ensure the equitable distribution of the opportunities to earn overtime pay among all HPD officers, and to ensure that such overtime privileges are not being abused.

This review covered the five-year period from FY 2016 to FY 2020. In some instances, we referenced overtime, motor vehicle collisions at fault, and complaints that occurred outside this time period for comparison purposes. In other instances, we referenced overtime that occurred outside this time period based on the most readily available data at HPD, as HPD reports some data on a calendar year basis.

To complete this audit, we reviewed HPD's policies and procedures and collective bargaining agreements to determine the processes and requirements for overtime expenditures. We assessed their effectiveness in mitigating overtime spend and preventing potential fraud, waste, and abuse of overtime hours. We reviewed compliance with and the effectiveness of current policies through interviews with patrol district commanding officers and Payroll, Time, and Attendance (PT&A) staff as well as surveys sent to deputy chiefs, division commanding officers, and PT&A clerks. We also researched best practices in overtime policies from other jurisdictions with similar populations and/or police force sizes.

We analyzed staffing trends and reported staffing minimum formulas used by HPD to determine optimal staffing levels; compared overtime figures to staffing numbers, National Community Survey ratings regarding police services, and crime statistics; followed up on the progress of recommendations from our previous audit, Report No. 07-04; and reviewed the City's Employee Retirement System policies and forecasted the effects of high overtime earners. For purposes of our analysis, we examined FY 2016 to FY 2020 overtime data and selected a statistically valid random sample of officers assigned to a patrol district. We excluded non-patrol staff and officers based on our risk assessment. The sample included 118 patrol officers. We then reviewed timecards for each patrol officer in randomly selected months (February 2016, May 2017, May 2018, January 2019, and April 2020) throughout our audit period. We reviewed timecards for accuracy and sufficient detail. We also reconciled the hours reported on timecards with the overtime database given to us by HPD and PT&A reports that are used for payroll. We also reviewed management internal control objectives and

responsibilities, and improvement efforts implemented by the department as they related to our audit objectives.

This audit was performed in accordance with generally accepted government auditing standards from April 2021 through May 2022. These standards require that we plan and perform the audit to obtain sufficient and appropriate evidence to provide a reasonable basis for our findings and conclusions based on our audit objectives. We believe that the evidence obtained provides a reasonable basis for our findings and conclusions based on our audit objectives.

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## **Audit Results**

Although HPD has policies and procedures for managing overtime, inconsistent interpretation and application of these policies has resulted in ineffective management of police overtime. Overtime cards are managed manually, and missing or inaccurate timecard data has led HPD to pay nearly \$30,000 in unsubstantiated overtime pay. As a result of ineffective overtime management, high overtime earners received more than \$4.0 million in overtime pay in a five-year period, which increased the city's pension liability by an estimated \$5.3 - \$6.0 million. HPD uses overtime as the primary tool to cover staffing shortages that are attributed to vacancies. The vacancies are due to numerous factors such as the prolonged use of special assignments, lower academy graduation rates, increasing retirements, and other separations. There are currently no limits to the amount of overtime officers can work. As a result, officers and their well-being are at risk for increased fatigue and other risk factors.



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# Chapter 2

## HPD's Policies and Procedures Related to Overtime Are Inconsistently Interpreted and Applied, Resulting in Ineffective Management of Department Overtime

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We found that although the Honolulu Police Department (HPD) has policies and procedures for managing department overtime, inconsistent interpretation and application of those controls has resulted in ineffective management of police overtime. Surveys of HPD administrators confirm this inconsistent interpretation and application of controls. We also found that overtime cards are managed manually, increasing the risk for error, abuse, and fraud. Missing and inaccurate timecard data led HPD to pay nearly \$30,000 for unsubstantiated overtime pay and over 370 hours of missing OT data. We also found that non-holiday overtime in patrol districts exceeded allocated hours by 263,036 hours in FY 2020. Finally, ineffective overtime management allowed for the top 10 overtime earners to receive over \$4.0 million in overtime pay over five years, which added an estimated \$5.3 to \$6 million in pension liability to city taxpayers.

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### Overtime Processes Are Inconsistently Interpreted and Applied Throughout HPD

We distributed surveys to HPD's 22 supervisors from non-district elements and received 19 responses. Exhibit 2.1 details the survey results.

## Exhibit 2.1 Non-Patrol Division Overtime Process Surveys

Overtime Policies and Procedures	Overtime Preapproval	Overtime Timecard Approval	Overtime Distribution	Suggested Improvements
<ul style="list-style-type: none"> <li>All responding divisions reported to follow</li> <li>1 division uses an internal operating procedure manual</li> </ul>	<ul style="list-style-type: none"> <li>2 divisions document</li> <li>1 division noted that OT is only granted when a necessary assignment cannot be accomplished during a normal work shift</li> </ul>	<ul style="list-style-type: none"> <li>All responding divisions require signatures by immediate supervisors and commanders</li> </ul>	<ul style="list-style-type: none"> <li>Varies throughout all divisions</li> <li>Distributed by qualification and skills, availability, or on a rotational basis</li> </ul>	<ul style="list-style-type: none"> <li>Transition to an electronic timekeeping system for easier input, better track, and monitoring (suggested by 4 divisions)</li> </ul>

Source: Honolulu Police Department and Office of the City Auditor

While responding divisions reported following HPD's Overtime Policies and Procedures, we found that the distribution of overtime varied with inconsistencies throughout all 19 divisions. Divisions distributed overtime based on qualification and skills, availability, or on a rotational basis. Of the 19 divisions that responded to the survey, 4 suggested transitioning the current manual overtime reporting process to an electronic system. According to these divisions, an electronic system would allow easier input and improve tracking and monitoring.

We also conducted interviews with clerical staff and supervisors from HPD's eight patrol districts. The interviews further confirm HPD's overtime process issues and inconsistencies, and are detailed in Exhibit 2.2.

- One district acknowledged that handwritten timecards are voluminous and have been an issue; timecards get lost and go missing. When timecards are missing, officers need to resubmit a new timecard.
- Three patrol districts acknowledged that the Payroll, Time, & Attendance (PT&A) system only records the last action or change made; there is no audit trail.
- Responses varied when asked if there are overtime limits. One captain suggested there might be limits, but could not concretely speak to them.
- One lieutenant acknowledged that they try to be fair and equitable with overtime distribution, but there are

no written policies and procedures that could be used as guidance.

- One district acknowledged that every district handles overtime differently and suggested standardizing policies and procedures for all districts by automating timecards.

**Exhibit 2.2  
Patrol District Overtime Interview Responses**



Source: Honolulu Police Department and Office of the City Auditor

As a result of the variations for overtime distribution across the 19 divisions, as well as the inconsistent application of policies and procedures in the eight patrol districts, we have concerns that overtime is not distributed evenly or effectively within HPD.

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### **Overtime Cards Are Managed Manually, Increasing the Risk for Error, Abuse, and Fraud**

Patrol districts rely on manual overtime timecards to document overtime for payroll approval. With over 2,100 authorized officers, paper overtime timecards are voluminous and difficult to monitor. Furthermore, the integrity of manual overtime timecards are at risk because they can be easily misinterpreted, altered, falsified, or lost. HPD's policies on attendance, overtime, and compensatory time reporting require staff to maintain an accurate record of their attendance and to obtain permission from their authorized supervisor prior to engaging in any overtime work or taking any compensatory time off. Staff are supposed to personally record their work start and end times, and if applicable, meal start and end times, by writing the time in black ink immediately upon each occurrence, rounding up to the nearest five minutes. At no time should an employee fill in the time for another officer. Personnel earning overtime or standby time fill out and submit the appropriate cards – HPD-66 form – no later than two days after the date earned, and all information must be typed or printed legibly in black ink. Examples of HPD-66 forms are shown in Exhibit 2.3.

**Exhibit 2.3**  
**HPD-66 Form-Overtime Cards**

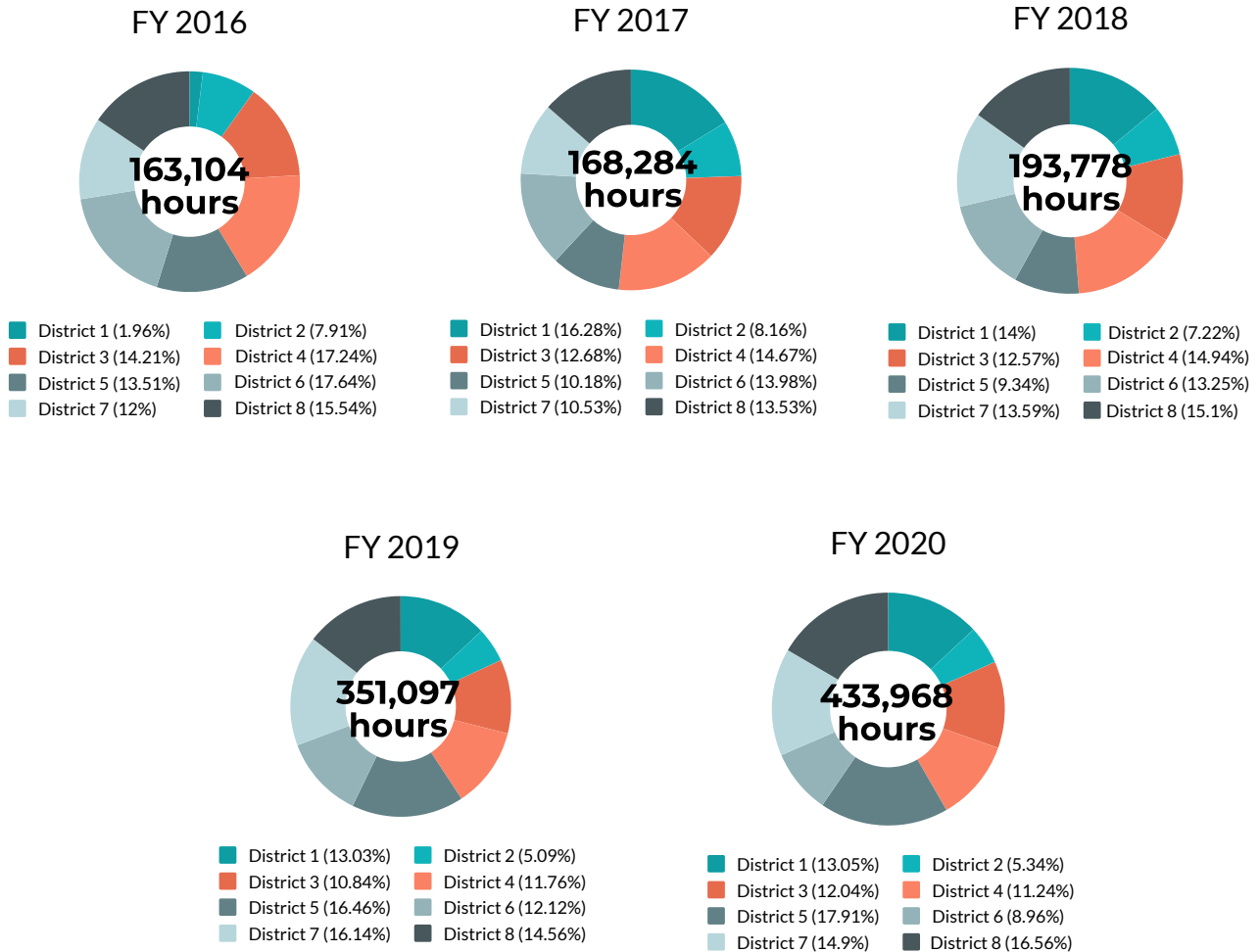
The image shows two identical HPD-66 Overtime Cards. Each card is a form for reporting overtime hours. It includes fields for 'TO:', 'FROM:', 'SUBJECT: OVERTIME', 'DATE EARNED:', and 'TRAVEL TIME EARNED:'. Below these are sections for 'ACTIVITY TIME EARNED:' and 'TOTAL TIME EARNED:'. The 'TOTAL TIME EARNED' section contains a grid for tracking hours for various activities such as 'HOLIDAY OVERTIME', 'FAMILY COURT', 'GRAND JURY', 'SHIFTS CHANGE', 'DISTRICT COURT', 'CIVIL COURT', 'DAY-OFF CHANGE', 'Criminal Court', 'CALL-BACK', 'LACK OF REST', 'Traffic - Moving', 'REPORT WRITING', 'COMP TIME TO PAY\*', 'Traffic - Parking', 'OTHER OT (EXPLAIN)', and 'Traffic - DUI'. At the bottom of each card, there are signature lines for the employee, the supervisor (Overtime Supervisor or Prosecutor), and the Element Commander, along with a date and a note: '\*COMP TIME TO PAY ONLY UPON APPROVAL FROM THE FINANCE DIVISION. HPD-66 (R-12/09) SUBMIT NO LATER THAN TWO DAYS AFTER DATE EARNED'.

Source: Honolulu Police Department

HPD policy also requires approval for overtime. Supervisors are responsible for monitoring and managing their respective officers' workload and overtime and ensuring that officers submit their overtime cards. Element commanders are responsible for establishing and maintaining procedures within their manual of operations to ensure compliance with the policy. Commanders also should conduct random checks to ensure that posted data are current and accurate, and should monitor monthly Finance Division reports to ensure that their divisions or districts are maintaining proper management and control of overtime.

Exhibit 2.4 shows the amount of non-holiday overtime hours used by patrol district from FY 2016 to FY 2020. See Appendix D for a detailed table.

**Exhibit 2.4**  
**Non-Holiday Overtime Hours Used by Patrol District, FY 2016 to FY 2020**



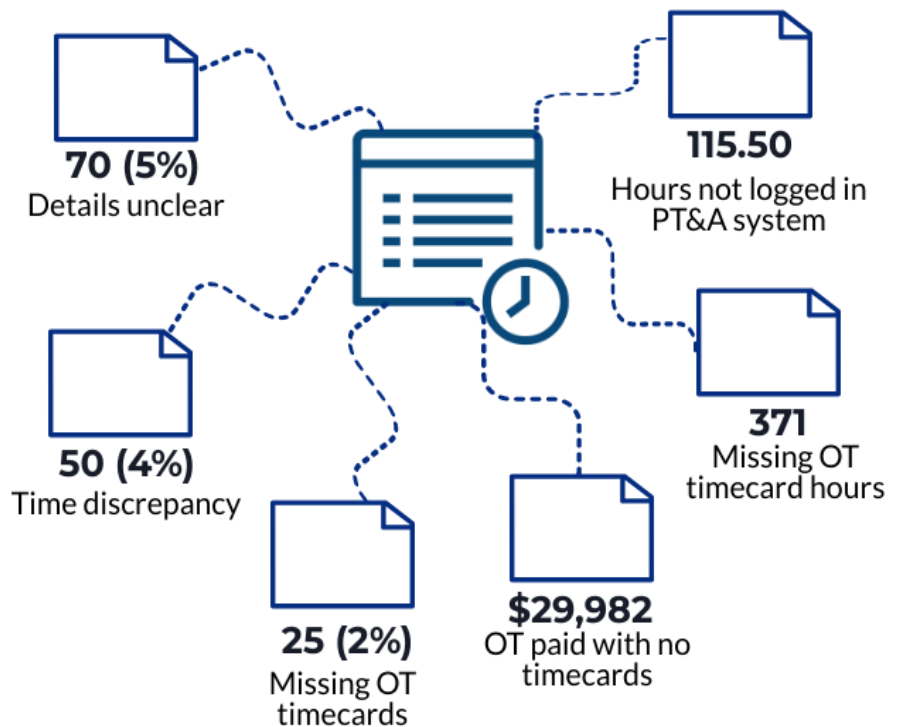
Source: Honolulu Police Department and Office of the City Auditor

Overtime usage at patrol districts has increased by nearly 166 percent, from 163,104 hours in FY 2016 to 433,968 hours in FY 2020. According to HPD majors and captains, the increase is attributed to minimum staffing increasing from 75 percent to 85 percent as a result of HPD strategic directives from the Chief of Police.

**Missing and inaccurate timecard data led HPD to pay nearly \$30,000 in unsubstantiated overtime pay and 371 hours of missing overtime data**

We selected a sample of 1,327 overtime timecards from patrol districts between FY 2016 and FY 2020, and we compared the data on the cards to the hours entered in the overtime database used for payroll. Our review revealed that many timecards are missing, timecard details are unclear, and overtime hours may not be logged in the PT&A system or may be paid without sufficient documentation. Exhibit 2.5 below shows the results from our sample review.

**Exhibit 2.5  
Overtime Timecard Sample Review, FY2016-2020**



Source: Honolulu Police Department and Office of the City Auditor

Our review and analysis confirmed that inconsistencies in HPD's overtime process are causing these various discrepancies found in our sample. With missing overtime cards that were paid nearly \$30,000 from our sample, we question the risk of human error that could also result in fraud, waste, or abuse from HPD's current overtime process.

***In FY 2020, non-holiday overtime in patrol districts exceeded allotted hours by 263,036 hours***

Exhibit 2.6 shows the number of overtime hours each patrol district was allotted for FY 2020, and the total overtime hours used by the end of the fiscal year.

**Exhibit 2.6  
Overtime Hours by Patrol Districts, FY 2020**

	<b><i>Overtime Allotted</i></b>	<b><i>Overtime Used</i></b>	<b><i>Hours in Excess of Overtime Allocation</i></b>
District 5	19,040	77,724	<b>58,684</b>
District 7	15,816	64,647	<b>48,831</b>
District 8	23,048	71,871	<b>48,823</b>
District 1	26,504	56,654	<b>30,150</b>
District 3	24,248	52,241	<b>27,993</b>
District 4	23,800	48,791	<b>24,991</b>
District 6	23,084	38,867	<b>15,783</b>
District 2	15,392	23,173	<b>7,781</b>
<b>Total</b>	<b>170,932</b>	<b>433,968</b>	<b>263,036</b>

Source: Honolulu Police Department

All patrol districts exceeded their allotted overtime hours in FY 2020. District ending balances ranged from 58,684 hours in District 5 over budget to 7,781 hours over budget in District 2.

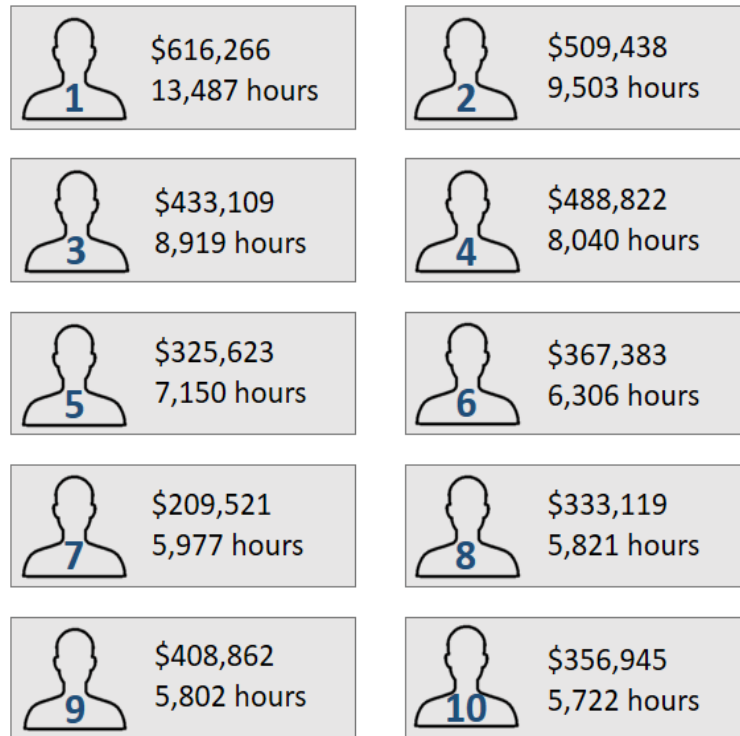
***Top 10 overtime recipients received over \$4.0 million in overtime over five years***

From HPD's database of overtime worked, we identified the top 10 highest overtime earners between FY 2016 and FY 2020. Over these five fiscal years, the city paid \$4,049,088 for 76,726 hours of overtime worked by these HPD personnel. Exhibit 2.7 details the amount of overtime hours worked and overtime paid for each high earner from FY 2016 to FY 2020. The figures are for overtime only and exclude regular hours and pay.



**Exhibit 2.7**

**Top 10 Overtime Earners by Total Overtime Hours Worked, FY 2016 - FY 2020<sup>1</sup>**



Source: Honolulu Police Department and Office of the City Auditor

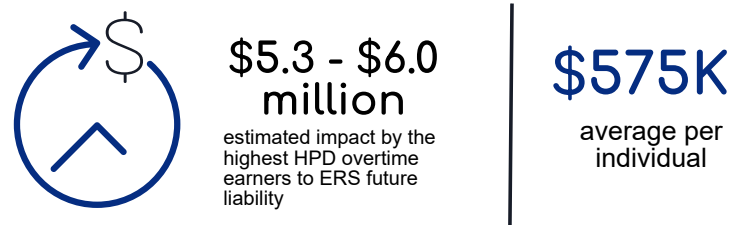
**HPD Overtime May Impact the City's Accrued Pension Liabilities**

The Employees' Retirement System (ERS) of the State of Hawai'i provides retirement, disability, survivor, and other benefits to public employees working for the state and counties of Hawai'i, including HPD employees. The city's financial obligation for pensions increases when overtime costs increase. It is difficult to estimate the true amount, because of the numerous assumptions

<sup>1</sup> If overtime was worked and comp time was chosen as compensation, those hours were not paid out.

involved in calculating the actuarial accrued liability. These assumptions include:

- Any changes to base pay;
- Retirement eligibility date; and
- Retirement option selected, and actual life expectancy.



Source: Office of the City Auditor and State of Hawai'i Employees' Retirement System

In conjunction with ERS, we estimated the impact on pension liabilities of eleven of the highest HPD overtime earners who were appointed prior to 2012.<sup>2</sup> The estimated impact of these highest overtime earners to the ERS system liability is between \$5.3 to \$6.0 million, averaging \$575,000 per individual.

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## Recommendations

We recommend that the Honolulu Police Department:

1. Standardize and centralize overtime policies and procedures for all patrol districts and non-patrol divisions; and
2. Consider alternatives to a manual overtime timecard system.

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<sup>2</sup> In 2012, the Hawai'i State Legislature adopted HB 2487 and SB 1269, which amend retirement benefit calculations by reducing pension spiking. For employees hired after June 30, 2012, overtime earnings will not be included in their pension calculations.

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# Chapter 3

## As HPD Officer Vacancies Have Increased, Unlimited Overtime Is the Primary Tool to Address Shortages but Staffing Minimums in Some Districts Were Still Not Met

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Uniformed vacancies in the Honolulu Police Department (HPD) have increased significantly over five years due to numerous factors including the prolonged use of special assignments, lower academy graduation rates, increasing retirements, and other separations. To address the staff shortages and vacancies, HPD allows officers to volunteer for overtime with no limits, which increases some risk factors like officer fatigue. Despite the unlimited use of overtime in HPD, staff shortages persist and staffing minimums in certain patrol districts were not met in FY 2020. HPD should improve current overtime policies and recruitment efforts to protect the wellbeing of existing and future officers.

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### Staff Shortages Persist Despite Unlimited Use of Officer Overtime

In FY 2020, certain districts did not meet their minimum staffing percentages. HPD policy requires an annual workload assessment to maintain a balanced deployment of personnel throughout the department. Element commanders are responsible for evaluating available data and making the appropriate allocation and distribution of personnel within their elements. The Chief of Police has final decision for all allocations and distribution of personnel within the department. From the workload assessments, patrol districts are given a minimum staffing percentage and officers required per beat. The minimum staffing percentages from Calendar Year (CY) 2018 to CY 2021 were as follows:

- 2018: 75 percent;
- 2019: 80 percent due to strategic initiatives, then increased to 85 percent;
- 2020: 85 percent; and
- 2021: 75 percent.

According to HPD, the increase from 75 percent to 85 percent from 2018 to 2020 was attributed to strategic initiatives from the

Chief of Police. A 2019 HPD Staffing Analysis Report for patrol districts established a minimum of 5.34 officers to staff each beat for patrol districts. The following exhibit details the percent staffed by district and the number of officers per beat in FY 2020.

**Exhibit 3.1  
Percent Staffed and Officers per Beat for Patrol Districts, FY 2020**

	<b>Beats</b>	<b>Authorized Positions</b>	<b>Filled Positions</b>	<b>Special Assignments Out</b>	<b>% Staffed</b>	<b>% Staffed (Including Special Assignments)</b>	<b>Officers Per Beat</b>	<b>Officers Per Beat Less Special Assignments</b>
District 1	24	249	217	15	87%	81%	9.04	8.42
District 2	13	134	119	7	89%	84%	9.15	8.62
District 3	17	155	143	11	92%	85%	8.41	7.76
District 4	22	192	177	7	92%	89%	8.05	7.73
District 5	23	202	183	10	91%	86%	7.96	7.52
District 6	13	149	127	10	85%	79%	9.77	9.00
District 7	26	156	145	9	93%	87%	5.58	5.23
District 8	20	213	186	14	87%	81%	9.30	8.60

Source: Office of the City Auditor Analysis

In FY 2020, District 7 did not meet the minimum of 5.34 officers to staff each beat. To appropriately staff the patrol function of each district within their sector and beat structure, the staffing analysis report also sets the amount of staff required, as shown in Exhibit 3.2.

**Exhibit 3.2  
Staffing in the Field by District in 2020**

	<i>Required Field Officers</i>	<i>Actual Field Officers</i>	<i>Required Field Sergeants</i>	<i>Actual Field Sergeants</i>
District 1	129	<b>129</b>	22	<b>28</b>
District 2	70	<b>79</b>	17	<b>18</b>
District 3	91	<b>94</b>	17	<b>19</b>
District 4	118	<b>118</b>	22	<b>34</b>
District 5	123	<b>114</b>	27	<b>26</b>
District 6	70	<b>82</b>	11	<b>18</b>
District 7	139	<b>106</b>	22	<b>21</b>
District 8	107	<b>108</b>	17	<b>23</b>

Source: Honolulu Police Department

According to 2020 staffing reports, Districts 5 and 7 did not meet the staff requirements. District 5 had 8 vacant field officer positions, 7 field officer positions on special assignment in other divisions, and 1 sergeant position on special assignment in another division, while District 7 had 14 vacant field officers, 7 field officers on special assignment in other divisions, 3 field officers out on injury, 1 field officer on military leave, 1 vacant sergeant, and 1 sergeant position on special assignment in another division. All other districts met or exceeded staffing requirements.

**Retirements, Separations, Prolonged Special Assignments, and Lower Academy Graduation Rates Have Increased Vacancies**

Exhibit 3.3 shows HPD’s statistics for uniformed officers from CY 2016 to CY 2020. While the total number of authorized uniformed positions has remained the same, vacancies increased from 178 officers (8 percent) to 303 officers (14 percent) over this time. Uniformed retirements increased by 33 percent, from 60 officers to 80 officers, and annual separations decreased slightly from 22 officers to 19 officers. Special assignments out of patrol districts decreased from 95 officers to 83 officers.

**Exhibit 3.3  
HPD Uniformed Staffing Statistics**

	<i>Total Uniformed Authorized</i>	<i>Uniformed Vacancies</i>	<i>Percent of Uniformed Vacancies</i>	<i>Uniformed Retirements</i>	<i>Uniformed Separations</i>	<i>Patrol District Special Assignments Out</i>
CY 2016	2,143	178	8%	60	22	95
CY 2017	2,143	200	9%	94	20	64
CY 2018	2,143	260	12%	73	19	66
CY 2019	2,143	259	12%	80	24	94
CY 2020	2,143	303	14%	80	19	83
<b>Percent change over five years</b>	-	<b>70%</b>	<b>6%</b>	<b>33%</b>	<b>-14%</b>	<b>-13%</b>

Source: Honolulu Police Department

***Special assignments out of patrol districts cause staffing constraints***

According to HPD, officers given special assignments are moved to other divisions or districts where their skills or experience are needed for certain duties or investigations. Special assignments may be also used as staff augmentation in divisions that are understaffed. There are no set time limits for special assignments, and some can be indefinite; according to an HPD supervisor, some staff have been on special assignment for multiple years. This has an impact on staffing in all districts, because special assignments out of patrol districts decrease the availability of current patrol officers. Those on special assignment are subsequently unavailable to patrol their assigned districts, which adds to the need for overtime.

Commanders recognize the impact of special assignments. In a 2017 annual workload assessment, one commander recommended a reduction of the amount of officers on special assignment to non-patrol elements. By reducing the number of officers out, the district would have more sworn personnel to staff the patrol watches, which would then reduce staffing-related overtime. Another district commander recommended that the position numbers of all officers on long-term special assignment be reallocated to district vacancies, so that those vacancies could be filled to increase the actual number of staff. In turn, this would provide a full and complete roster to the district, further reduce overtime in select categories, and give command staff the ability to be innovative, creative, and proactive in addressing and suppressing property and violent crime trends.

**Police recruit class graduation rates dropped by more than 25 percent from FY 2017 to FY 2021**

HPD’s Training Academy Division is responsible for recruit training. From April 2016 to July 2021, there were 17 recruit classes. The time between the start and graduation dates varied among classes. Exhibit 3.4 shows recruit class information from FY 2017 to FY 2021.

**Exhibit 3.4  
Training Academy Classes & Graduation Rate, FY 2017-2021**

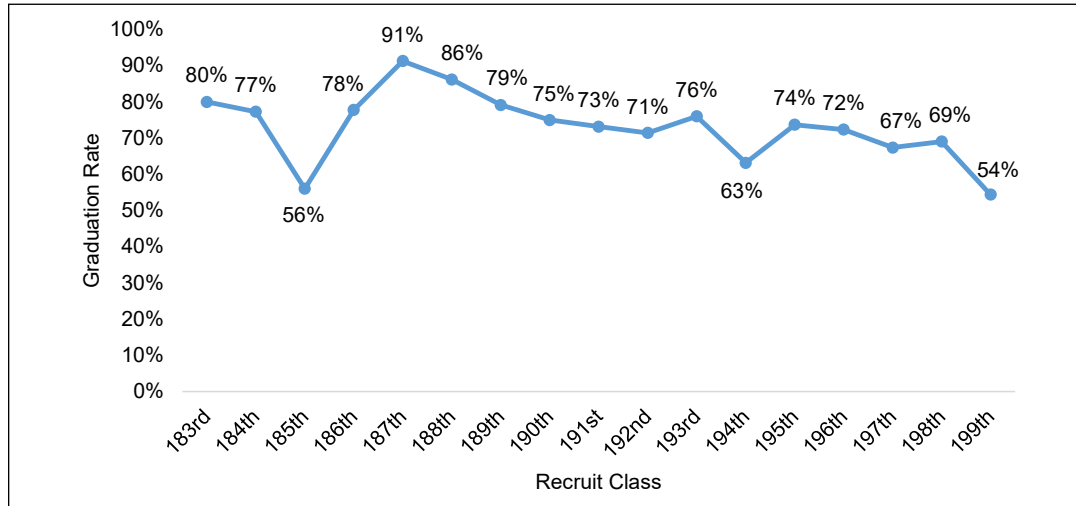
<b>Class</b>	<b>Start Date</b>	<b>Graduation Date</b>	<b>Class Size at Start</b>	<b>Class Size at End</b>	<b>Graduation Rate</b>
183 <sup>rd</sup>	4/4/2016	10/20/2016	40	32	80%
184 <sup>th</sup>	8/1/2016	2/22/2017	22	17	77%
185 <sup>th</sup>	12/19/2016	7/6/2017	25	14	56%
186 <sup>th</sup>	5/1/2017	11/22/2017	45	35	78%
187 <sup>th</sup>	8/14/2017	3/7/2018	23	21	91%
188 <sup>th</sup>	12/4/2017	6/28/2018	29	25	86%
189 <sup>th</sup>	4/16/2018	10/24/2018	24	19	79%
190 <sup>th</sup>	8/6/2018	2/21/2019	32	24	75%
191 <sup>st</sup>	12/3/2018	6/19/2019	41	30	73%
192 <sup>nd</sup>	4/1/2019	10/16/2019	28	20	71%
193 <sup>rd</sup>	7/1/2019	1/14/2020	50	38	76%
194 <sup>th</sup>	10/16/2019	4/28/2020	57	36	63%
195 <sup>th</sup>	1/21/2020	7/31/2020	57	42	74%
196 <sup>th</sup>	4/20/2020	10/30/2020	47	34	72%
197 <sup>th</sup>	7/20/2020	1/29/2021	46	31	67%
198 <sup>th</sup>	10/19/2020	4/27/2021	42	29	69%
199 <sup>th</sup>	1/19/2021	7/23/2021	57	31	54%

Source: Honolulu Police Department

According to HPD, the department is trying to increase recruit classes to four per year and raise class size averages from 30-35 to 50-60. However, Training Academy capacity and resources are limited, especially in the COVID-19 pandemic.

Exhibit 3.5 shows the graduation rate trend, and Exhibit 3.6 shows the reasons for non-graduation, both from FY 2017-2021.

**Exhibit 3.5**  
**Recruit Class Graduation Rate, FY 2017-2021**



Source: Honolulu Police Department

**Exhibit 3.6**  
**Training Academy Reasons for Not Graduating, FY 2017-2021**

<i>Class</i>	<i>Personal</i>	<i>Failure</i>	<i>Injury</i>	<i>Other</i>
183 <sup>rd</sup>	2	4	2	0
184 <sup>th</sup>	3	2	0	0
185 <sup>th</sup>	5	5	1	0
186 <sup>th</sup>	3	2	2	1
187 <sup>th</sup>	1	0	1	0
188 <sup>th</sup>	3	1	0	0
189 <sup>th</sup>	1	1	2	0
190 <sup>th</sup>	5	2	0	2
191 <sup>st</sup>	9	1	1	0
192 <sup>nd</sup>	4	3	0	0
193 <sup>rd</sup>	9	2	0	1
194 <sup>th</sup>	16	3	2	0
195 <sup>th</sup>	8	5	1	0
196 <sup>th</sup>	6	3	3	1
197 <sup>th</sup>	10	5	0	0
198 <sup>th</sup>	6	5	2	0
199 <sup>th</sup>	14	11	0	1

Source: Honolulu Police Department



From FY 2017 to FY 2021, the graduation rate dropped from 80 percent to 54 percent, a decrease of over 25 percent. The exact reasons for these lower rates are speculative, and HPD does not document reasons for individual resignations. However, according to HPD, recent negative media stories and criticism of the department may reduce the attractiveness of this career. With the 199th Recruit Class, HPD saw an increase in resignations due to personal reasons, which may be attributed to the current policing landscape. According to HPD, some exiting recruits stated that they realize police work is not what they want to do or not something they think they can do. The failures may be academic, functional, or field exercise failures.

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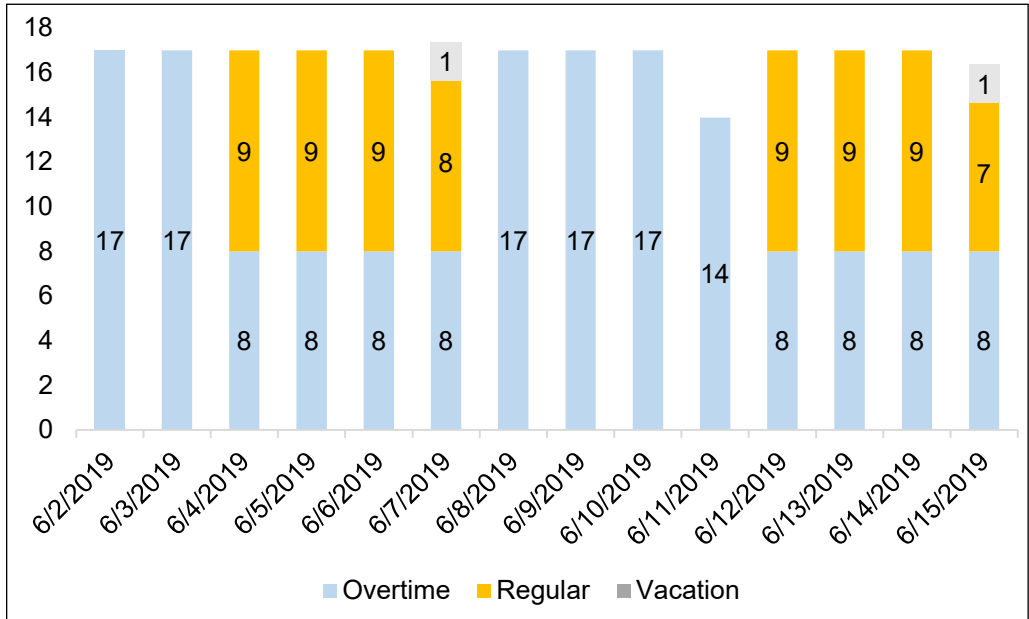
## **HPD Overtime Policies and Operations Do Not Account For Officer Fatigue and Other Risk Factors**

By allowing for unlimited overtime, current HPD overtime policies and procedures do not account for officer fatigue and other risk factors. In response to existing staff shortages, patrol districts must use overtime hours to meet minimum patrol coverage, but there are no limits to how many overtime hours an individual can work. Instead, department policies encourage overtime as a means of additional compensation.

According to Collective Bargaining Agreements, employees are entitled to overtime in certain circumstances, which includes seventh-day provisions. Seventh-day provision hours are generally earned if an employee works overtime on all consecutive days off and works at least five hours of service on one of their consecutive days off. See Appendix C for more details.

In order to understand how much overtime officers are working, we analyzed the schedules of high overtime earners. Exhibit 3.7 is a two-week snapshot of one of the highest HPD overtime earners.

**Exhibit 3.7**  
**Two Week Snapshot of Hours Worked by an Individual Employee, 2019**



Source: Honolulu Police Department and Office of the City Auditor

From June 2-15, 2019, this employee worked 118 hours in the first week and 114 hours in the second week, for a total of 232 hours. In the two week period, the employee worked:

- 17 hours each day, for 11 out of 14 days;
- 69 regular hours (29.6 percent);
- 154 total overtime hours (66.1 percent), including 85 hours on 5 off-days; and
- 9 hours of holiday overtime (3.9 percent).

The employee earned \$3,269 for regular hours worked<sup>1</sup> and \$10,943 for overtime worked,<sup>2</sup> earning overtime pay that was more than three times the amount earned for regular hours. For five consecutive days (24-hour periods), the employee's time off between shifts was 7 hours, which includes travel time to and from the employee's home. For the entire two-week period, the employee's time off between shifts averaged 7.4 hours.

We do not have any information about this individual's sleeping habits. However, we can infer based on the schedule that during this two-week period, the officer was not consistently meeting the minimum of 7 hours of sleep per night as recommended by the U.S. Centers for Disease Control and Prevention.<sup>3</sup> Research and studies have found complexities associated with officer fatigue and sleep deprivation. One sleep deprivation study found that staying awake for 17 hours impaired a person's motor skills to an extent equivalent to having an alcohol toxicity of 0.05 percent. The study also found that sleep disorders, which are typically associated with poor health, performance, and safety outcomes, are twice as prevalent among police officers compared to the general public. An additional study suggests that sleep disorders in officers remain largely undiagnosed and untreated.

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<sup>1</sup> Per collective bargaining agreement, the basic compensation for an employee who receives cash payment for overtime work shall include all differentials an employee is receiving when performing overtime work, except for hazard pay differentials. To convert an employee's basic compensation to an hourly rate, the following formula shall be used: (monthly salary plus the amount of monthly differentials) multiplied by 12 months then divided by 2080 hours; plus any hourly differentials the employee is earning.

<sup>2</sup> This does not include holiday overtime, night differential, and night differential overtime pay. Per collective bargaining agreement, cash payment for overtime work shall be calculated as follows: (basic rate of pay plus differentials as determined in B.1.) multiplied by the number of hours worked or fraction thereof computed to the nearest 15 minutes, multiplied again by one and one-half.

<sup>3</sup> *How Much Sleep Do I Need?* Centers for Disease Control and Prevention, 2017. [https://www.cdc.gov/sleep/about\\_sleep/how\\_much\\_sleep.html](https://www.cdc.gov/sleep/about_sleep/how_much_sleep.html).

According to study published by the National Institute of Justice Journal, research shows that fatigued officers:

- Use more sick leave;
- Practice inappropriate uses of force more frequently;
- Become involved in more vehicle accidents;
- Have more difficulty dealing with community members and other law enforcement agencies;
- Experience more accidental injuries; and
- Have a higher likelihood of dying in the line of duty.<sup>4</sup>

In our review of 11 high overtime earners at HPD from FY 2017 to FY 2021, we found that 3 officers were involved in motor vehicle collisions for which they were at fault. All 11 officers received at least 1 administrative complaint, with one officer receiving a high of 13 administrative complaints, of which 6 were sustained.<sup>5</sup> Exhibit 3.8 details the collisions and complaints for the 11 highest overtime earners.

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<sup>4</sup> Vila, B.J. and D.J. Kenney. (2002). [Tired cops: The prevalence and potential consequences of police fatigue \(pdf, 6 pages\)](#). National Institute of Justice Journal. 248:16-21.

<sup>5</sup> Anyone who reports a complaint (administrative or criminal) about the Honolulu Police Department (HPD) or its employees shall be courteously received and appropriately assisted by HPD personnel. All complaints shall be investigated by the Professional Standards Office (PSO) or an appropriate element and result in a final disposition.

**Exhibit 3.8**  
**Motor Vehicle Collisions at Fault & Administrative Complaints**  
**for HPD High Overtime Earners, FY 2016-2021**

	<i>MVC at Fault</i>	<i>Administrative Complaints</i>	<i>Sustained Complaints</i>
Officer A	0	2	2
Officer B	0	2	1
Officer C	0	5	3
Officer D	0	3	1
Officer E	1	4	3
Officer F	0	13	6
Officer G	0	8	2
Officer H	0	6	3
Officer I	0	3	2
Officer J	1	4	3
Officer K	3	4	0

Source: Honolulu Police Department

According to the Director of Research and Development for the Missouri State Highway Patrol, a 30-year law enforcement veteran, organizations must strive to educate the workforce while applying control measures designed to improve human performance and mitigate risk factors. Within the 24/7 operational environment, mitigating the harmful effects of fatigue is paramount, especially in workforce populations where mistakes can make the difference between life and death. There are nine workplace dimensions that are susceptible to sleep deprivation and can be affected by fatigue.<sup>6</sup> Those affected often suffer from the inability to perform the following functions:

- comprehend complex situations;
- manage events and improve strategies;

<sup>6</sup> Scism, Rex M., *Human Fatigue in 24/7 Operations: Law Enforcement Considerations and Strategies for Improved Performance*, The Police Chief. International Association of Chiefs of Police, 2022. <https://www.policechiefmagazine.org/human-fatigue-in-247-operations/>.

- perform risk assessment and accurately predict consequences;
- think laterally and be innovative;
- take personal interest in outcomes;
- control mood or behavior;
- monitor personal performance;
- recollect timing of events; and
- communicate effectively.

In our review of other police departments, we found that other jurisdictions have policies limiting the amount of daily and weekly overtime an officer can accrue. Exhibit 3.9 shows the various limits in other police departments.

**Exhibit 3.9  
National Comparison: Daily and Weekly Officer Overtime Limits**

	<i>Honolulu</i>	<i>Dallas</i>	<i>Austin</i>	<i>Seattle</i>	<i>San Francisco</i>	<i>Denver</i>
<b>Daily Overtime Limit</b>	None	Total work hours limited to 16 hours in a 24-hour period	Total work hours limited to 16 hours in a 24-hour period	Total work hours limited to 18 hours in a 24-hour period	Total work hours limited to 16 hours in a 24-hour period	Total work hours limited to 16 hours in a 24-hour period
<b>Weekly Overtime Limit</b>	None	Total work hours limited to 112 hours in a workweek	Total work hours limited to 76 hours in a workweek	Total work hours limited to 90 hours in a workweek	Total overtime hours limited to 20 hours in a workweek	Total work hours limited to 64 hours in workweek, not including court or continuous duty OT

Source: Office of the City Auditor Analysis

While we acknowledge the complexities associated with having officers on-call 24 hours a day and 7 days a week, the risks of officer fatigue are well documented and should be considered by HPD in staffing decisions and overtime approval.

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## Recommendations

We recommend that the Honolulu Police Department:

3. Reevaluate minimum staffing percentages and officers per beat, factoring in effects from special assignments out in patrol districts;
4. Ensure that officer well-being, including risk of fatigue, is incorporated into overtime policies;
5. Utilize technologies to develop and implement an automated system to identify which activities are contributing to overtime, ensure equitable allocation of shifts, and maintain accountability for overtime allocation; and
6. Develop methods for increasing police recruits and improving graduation rates.

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# Chapter 4

## Conclusions and Recommendations

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### Conclusion

The Honolulu Police Department (HPD) serves as the primary law enforcement agency for the island of O`ahu, and high police overtime spending is of concern to the city council and the public. One media outlet reported that a number of officers doubled their annual salaries through overtime pay. In addition, total overtime expenditures increased from \$19 million in FY 2015 to a high of \$38 million in FY 2019. Over the same period, National Community Survey satisfaction ratings of Honolulu police services steadily declined.

HPD has policies and procedures for managing department overtime, but we found that those policies are interpreted and applied inconsistently throughout the districts and divisions. This results in overall ineffective management of overtime, including an unequal distribution of overtime hours among officers. Additionally, overtime cards, which document overtime requests and approval for payroll purposes, are managed manually, increasing the risk for human error, abuse, and fraud.

We also found that there are no limits to the amount of overtime an individual officer can work. HPD is experiencing officer shortages caused by various factors, including special assignments, decreasing training academy graduation rates, and increasing uniformed retirements. Overtime is the primary tool to address these shortages, but by allowing an unlimited use of overtime, HPD is not accounting for risks such as officer fatigue. Additionally, despite the overtime use, the department was still unable to meet staffing minimums in certain districts in FY 2020. HPD has a responsibility to protect the well-being of existing and future officers, while also effectively utilizing its resources to serve the residents of Honolulu.

---

### Recommendations

The Honolulu Police Department should:

1. Standardize and centralize overtime policies and procedures for all patrol districts and non-patrol divisions;
2. Consider alternatives to a manual overtime timecard system;

3. Reevaluate minimum staffing percentages and officers per beat, factoring in effects from special assignments out in patrol districts;
4. Ensure that officer well-being, including risk of fatigue, is incorporated into overtime policies;
5. Utilize technologies to develop and implement an automated system to identify which activities are contributing to overtime, ensure equitable allocation of shifts, and maintain accountability for overtime allocation; and
6. Develop methods for increasing police recruits and improving graduation rates.

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## **Management Response**

In response to a draft of this audit report, the Honolulu Police Department and managing director expressed general agreement with the report's findings and recommendations, and provided clarifying information. The department indicated that they have either started or plan to implement corrective measures for each of the recommendations. These measures include piloting a modified workweek schedule, to promote a healthier work and home life balance for officers, and implementing an electronic overtime application for real-time tracking and distribution. We are encouraged by the department's initiatives and hope they will result in meaningful improvements to the management of officer overtime. We did not make any significant amendments to the audit report as a result of management's response, but we made technical, non-substantive changes for purposes of accuracy, clarity, and style. A copy of the management's full response can be found on page 43.

POLICE DEPARTMENT  
CITY AND COUNTY OF HONOLULU

801 SOUTH BERETANIA STREET · HONOLULU, HAWAII 96813  
TELEPHONE (808) 529-3111 · INTERNET www.honolulupd.org



BOB BLANDIARD  
MAYOR

RADE K. VANIC  
INTERIM CHIEF

OUR REFERENCE EA-MH

May 25, 2022

**MEMORANDUM**

TO: Arushi Kumar, City Auditor  
Office of the City Auditor

FROM: Rade K. Vanic, Interim Chief of Police

SUBJECT: Response to Audit of HPD's Overtime Policies, Procedures, and Protocols

Pursuant to City Council Resolution No. 21-58, the city's Office of the City Auditor examined the Honolulu Police Department's (HPD) Overtime (OT) Policies, Procedures, and Protocols. On Thursday, May 12, 2022, City Auditor Arushi Kumar informed the HPD of the audit's findings and recommendations.

In general, we found the audit to be comprehensive and fair. The following responses to the recommendations from the audit are corrective measures that the HPD has either started or will implement. We also included additional comments on sections where we felt the audit did not accurately convey information in their findings.

**Audit Findings:**

- The HPD's policies and procedures related to OT are inconsistently interpreted and applied resulting in ineffective management of the department's OT.
- Overtime is the primary tool to cover officer shortages caused by various factors, but there are no limits to OT work, and staff shortages persist.

**Audit Recommendations 1 and 2:**

- Standardize and centralize OT policies and procedures for non-patrol divisions.
- Standardize and centralize OT policies and procedures for all patrol districts.

*Serving and Protecting With Aloha*

Arushi Kumar, City Auditor  
May 25, 2022  
Page 2

**HPD's Response to Recommendations 1 and 2:**

The HPD is open to the audit report recommendations and is convinced that the current OT policies and procedures provide a good framework to build clear, consistent, and effective OT management strategies. Standardizing and centralizing OT policies and procedures will be a goal in our continuing efforts to better serve the community.

The HPD's administration will take a systematic approach to make changes. A comprehensive review of policies and procedures will be conducted to identify the misinterpretations of the policy. We will seek input from element commanders for OT improvement in management strategies. Element commanders will provide training and guidance to front-line supervisors (sergeants and lieutenants) and all employees on the implementation of changes to the OT process.

The department's Policy No. 3.03, ATTENDANCE, OVERTIME, AND COMPENSATORY TIME REPORTING AND CONTROL, provides a foundation that we can build upon. This policy articulates the roles and responsibilities of the employee, supervisor, and element commander. The element commanders can utilize existing OT reports to reconcile employee OT hours for better tracking and management for efficient consistency and compliance. We are developing a training program for payroll clerks to standardize practices and address concerns with the accurate input of OT data into the payroll system and document retention periods.

Changes to OT policies and procedures will be reviewed by the Administrative Review Board (which consists of the deputy chiefs, assistant chiefs, and the senior police legal advisor) before it is submitted for final approval by the Chief of Police.

**Audit Recommendation 3:**

Consideration of alternatives from the manual OT timecard system.

**HPD's Response to Recommendation 3:**

We acknowledge that the current manual OT processing system is not relevant and that alternatives must be considered. The department's staffing strength has increased exponentially since the current manual OT system was implemented over three decades ago. The volume of OT timecards is overwhelming and time-consuming to review, process, and audit.

We are researching different electronic OT applications to replace the existing antiquated hard copy approval process. The electronic OT processing application should address most of the concerns that were identified in the audit, including unclear details and time entry discrepancies.

Arushi Kumar, City Auditor  
May 25, 2022  
Page 3

We have also identified other features that will be incorporated into the application by expediting the auditing process, creating a portal allowing multiple supervisors to review and approve the OT request, and producing OT reports for real-time OT tracking, distribution, and overall management.

Our projected timeframe to implement an electronic OT application is July 1, 2023.

**Audit Recommendation 4:**

Reevaluate minimum staffing percentages and officers per beat, factoring in effects from special assignments out in patrol districts;

**HPD's Response to Recommendation 4:**

We agree that periodic evaluations of patrol staffing are beneficial in determining whether staffing increases or decreases are necessary for every patrol district. There are occurrences where patrol districts may experience personnel shortages due to extended leaves of absence, injury, or placement on special assignments (SA). The reallocation of staffing into these patrol districts may have a direct correlation with the reduction of OT expenses.

Officers on SA are not considered long-term placements. The determination for an assignment is based on the impact it will create on operations in the affected elements as dictated by the needs of the community. The implementation of new projects and priorities to address community concerns, such as criminal activity suppression, may require additional resources or staffing.

In 2019, the HPD completed a department staffing analysis report that focused on patrol functions. The study recommended that staffing in certain patrol districts was at a high level of concern. As a result, the department will consider updating the analysis report based on the 5/9 and 3/12 work schedules.

The study also highlighted 84 patrol officers on SA to non-patrol elements. Currently, there are only 53 patrol officers on SA of which five officers are assigned to the Alternative Call Servicing (ACS). The ACS directly supports patrol by initiating police reports over the telephone. We will continue to prioritize patrol staffing over non-patrol elements.

**Audit Recommendation 5:**

Review OT policies with consideration of the officer's well-being and fatigue risk factors.

Arushi Kumar, City Auditor  
May 25, 2022  
Page 4

**HPD's Response to Recommendation 5:**

The well-being of our personnel is one of our major priorities. We are continually updating initiatives and programs to support our officers with resources for a pertinent and healthy lifestyle. Our officers are dedicated and committed to the island community in which they live and work, unlike many mainland jurisdictions where officers travel and work in another town or jurisdiction. These officers serve with selfless dedication and report to work regardless of the negative social attitudes toward law enforcement personnel, minimal staffing issues, or various other issues. Our officers appear in court proceedings before or after shifts because they understand that it is their duty to faithfully serve the community to the best of their ability. The health and safety of our officers cannot and should not be compromised.

In April 2022, a pilot program for the 3/12 patrol work schedule was approved to promote a healthier work/home life balance. The modified workweek generally consists of three workdays and four days off.

The goals of the pilot modified schedule:

- Address staffing shortages on patrol watches;
- Better management of OT; and
- Increase officer morale.

This pilot program was made in collaboration with the State of Hawaii Organization of Police Officers. Although the pilot program is in its early stages, the feedback looks promising.

Our Employee Early Recognition (EER) system is a tool to assist supervisors in identifying potential factors in the officer's well-being. A review of off-duty employment (also known as special duty), sick time usage, and OT work is conducted for the benefit of the employee. The EER system is not a disciplinary mechanism.

Our employees are advised of the availability of resources such as the Peer Support and Human Services Units for counseling and psychological services. The employee's well-being is not just exclusive to sworn officers but to all department employees. The goal of the EER system is to support employees by identifying patterns of behavior and providing the appropriate support and intervention.

The Training Division offers physical fitness, nutrition, stress management, and other health and wellness programs. These programs promote healthy lifestyle choices in the employee's personal and professional life. We encourage the employees to make healthy lifestyle choices in appropriate forms of physical and/or nutritional training. We maintain fitness and weight rooms in each of the police stations and the Training Division.

Arushi Kumar, City Auditor  
May 25, 2022  
Page 5

We are considering setting limits on weekly OT hours, with guidelines and conditions that are similar to the limitations already in place for the officers working while off-duty on special duty jobs.

**Audit Recommendation 6:**

Utilize technologies to develop and implement an automated system to identify which activities are contributing to OT, ensure equitable allocation of shifts, and maintain accountability for OT allocation.

**HPD's Response to Recommendation 6:**

Beginning in 2021 element commanders were provided with a more detailed OT allotment report to assist in the effective management of OT expenditures. Due to a payroll lag process, real-time OT submissions are not available until each payroll date, which could be recorded or adjusted two weeks after the occurrence date. We are researching an electronic OT approval system that can produce real-time OT data which will reduce opportunities for uneven OT distribution in a patrol district and reduce accountability concerns. These reports are tools for element commanders to make more informed decisions on the distribution and management of OT expenses.

**Audit Recommendation 7:**

Develop methods for increasing police recruits and improving graduation rates.

**HPD's Response to Recommendation 7:**

There is a correlation between a higher amount of vacancies and increased OT expenditure. We acknowledge that an increase in staff will likely reduce the dependency on OT to maintain necessary staffing in patrol.

Various recruitment strategies are used such as participation in career fairs at colleges, high schools, military institutions, and other community events. The majority of these in-person or live recruitment events were canceled throughout the COVID-19 pandemic and we are beginning to re-attend the events. In-person and virtual informational sessions are held for those interested in a career as a police officer. These sessions provide potential applicants with information concerning the job and hiring process.

The use of social media platforms such as Facebook and Instagram are used to promote the recruitment for all positions within the department including police recruits. We are producing and posting short recruitment videos that showcase our specialized units, and a "Maka'i Loa" series highlighting the impact of police officer engagements on our social media sites. The recruitment website ([www.joinhonolulu.org](http://www.joinhonolulu.org)) provides detailed information on the recruitment process as well as the requirements to become a police

Arushi Kumar, City Auditor  
May 25, 2022  
Page 6

recruit and allows interested parties to chat instantly with recruiters online and have their questions answered in real-time. Having information readily available and accessible to potential applicants is essential to ensure these applicants are not deterred by what may be viewed as a complex and/or intimidating hiring process.

Another method to increase police recruits is the HPDFIT program. This program was developed to provide the public an opportunity to learn about the physical requirements of becoming a police officer. Similar to the in-person recruitment events, the HPDFIT was postponed throughout the COVID-19 pandemic and will be reinstated. The HPDFIT allows potential candidates to work out with our recruiters in an informal setting and learn about the requirements to become a police recruit and other job-related questions. Another recruitment endeavor involves the development of a police cadet program that provides eligible police recruit candidates an opportunity to work at various divisions and obtain valuable insight to become a possible recruit.

We will increase the number of recruit classes from four to six classes per year. The recruit classes will start every other month with potentially a smaller amount of recruits in each class. This will allow for increased individualized attention and an optimal training ratio between staff and the recruits.

The Training Division has implemented a recruit class mentorship program in which a staff member is assigned to oversee a set amount of recruits within each class. That staff member is responsible for the direct training, support, and guidance of their assigned recruits throughout the recruit's training process.

**Additional Comments on Audit Report:**

The following is the HPD's response to the presentation of information in the audit report, which does not accurately represent the department's operations or culture. Some of the data did not take into consideration various factors that were not within the administration's control, such as costs tied to the collective bargaining agreement. Some of the section titles were misleading and subjective.

**Chapter 1:**

Page 3, first paragraph: It was reported that \$38 million in OT was expended in FY 2019. We acknowledge that \$38 million was expended; however, \$7 million of the total amount was expended as holiday OT. Patrol operations are 24 hours, 365 days a year which mandates patrol officers to be on patrol during the 14 holidays of the fiscal year.

Page 8: It was reported that OT expenditures doubled from \$19 million in FY 2015 to \$38 million in FY 2019. From FY 2015 to FY 2019, Bargaining Unit 12 (police officers) received progressive 16.9 percent across-the-board pay raises. Therefore, the officer's base salary increased, which resulted in higher OT rates.



Arushi Kumar, City Auditor  
May 25, 2022  
Page 7

**Chapter 3:**

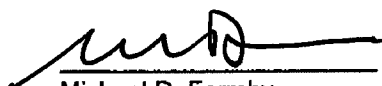
Page 32: "HPD Overtime Policies and Operations Do Not Consider Officer Fatigue and Other Risk Factors" is misleading. As stated earlier, our policies address officer fatigue and other indicators that involve the potential risk to their well-being. Additionally, we also cite an example of responsive action to explore alternative work schedules to increase patrol staffing and increase morale.

Your favorable consideration is appreciated. Should you have any questions, please have a member of your staff contact Major Eric Yosemite of our Finance Division, at (808) 723-3219 or via email at eyosemori@honolulu.gov.



Rade K. Vanic  
Interim Chief of Police

APPROVED:



Michael D. Formby  
Managing Director

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# Appendix A

## Resolution 21-58

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**CITY COUNCIL**  
CITY AND COUNTY OF HONOLULU  
HONOLULU, HAWAII

No. 21-58

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### RESOLUTION

---

DIRECTING THE CITY AUDITOR TO CONDUCT A PERFORMANCE AUDIT OF THE HONOLULU POLICE DEPARTMENT.

WHEREAS, the Honolulu Police Department ("HPD") serves as the primary law enforcement agency for the City and County of Honolulu ("City"); and

WHEREAS, according to the HPD's 2019 Annual Report, between 2018 and 2019, calls for HPD service increased roughly 4.2 percent, an increased number of arrests were made, and there was an increase in overall crime in the City; and

WHEREAS, the increase in the number of crimes, arrests, and calls have, among other things, likely increased the need for the HPD's presence throughout the City; and

WHEREAS, the Council of the City and County of Honolulu ("Council") approved in the City's Fiscal Year 2021 Executive Operating Budget (Ordinance 20-22) an additional 95 positions for the HPD; and

WHEREAS, the HPD continues to be 15 percent below its full staffing level and has sped up the application process to reduce HPD officer vacancies; and

WHEREAS, the HPD's policy on overtime (HPD Policy Number 3.03) states, among other things, that HPD "[s]upervisors shall be responsible for monitoring and managing their respective employees' workload and overtime"; and

WHEREAS, the use of overtime by HPD officers has allowed such officers to, among other things, increase their presence throughout the City, while at the same time increase their pay and anticipated retirement benefits; and

WHEREAS, the City Auditor, in its Service Efforts & Accomplishments Report for Fiscal Year 2019 found that HPD "[o]vertime expenditures have increased 38% from \$27.67 million in FY 2018 to \$38.31 million in FY 2019"; and

WHEREAS, the addition of overtime pay as part of a veteran HPD officer's salary can be very lucrative in light of the fact that such overtime pay would be included in the officer's pension calculation if the officer joined the HPD prior to July 1, 2012, thereby increasing the amount of the HPD officer's overall retirement compensation; and

WHEREAS, such increases in HPD officer retirement compensation will likely lead to additional long-term recurring City expenses in the form of higher retirement pension contributions to the Employees Retirement System; and



**CITY COUNCIL**  
CITY AND COUNTY OF HONOLULU  
HONOLULU, HAWAII

No. 21-58

---

**RESOLUTION**

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WHEREAS, it has been reported that the heavy use of overtime by certain HPD officers has resulted in these officers more than doubling their annual salaries, sometimes earning in excess of the salaries of the Mayor and the Chief of the HPD; and

WHEREAS, it has also been reported/alleged that certain HPD COVID-19 Enforcement Team officers (during the existence of HPD COVID-19 Enforcement Team) were abusing overtime privileges, being paid for overtime hours that they may not have worked; and

WHEREAS, the Council believes appropriate HPD overtime policies, protocols, and regulations should be in place to ensure that HPD overtime expenditures are just, fair, and appropriate, and for purposes of ensuring the public that the opportunities for HPD officers to earn overtime pay are distributed equitably and that overtime work is authorized only as necessary; and

WHEREAS, accordingly, the Council further believes that it is warranted and in the public interest for a performance audit to be conducted of the HPD to ensure that the use of City funds for HPD officers' overtime is authorized only when necessary, and that the opportunities for officers to earn overtime pay are distributed equitably, justly, and as appropriate; now, therefore,

BE IT RESOLVED by the Council of the City and County of Honolulu that the City Auditor is directed to conduct a performance audit of the Honolulu Police Department, which should address:

1. Whether the HPD's existing policies, protocols, and procedures, as they relate to HPD officer overtime, ensure the fair and equitable distribution of such overtime to all HPD officers, rather than just to certain HPD officers;
2. Whether the HPD's existing policies, protocols, and procedures, as they relate to HPD officer overtime allowances, ensure that HPD overtime privileges are not abused (e.g. that overtime work performed can be accounted for, is not excessive, and is consistent with HPD policies, protocols, and procedures); and
3. Recommendations for improvements to such HPD policies, protocols, and procedures to reduce the overall amount of overtime compensation being paid by the City to HPD officers, to ensure the equitable distribution of the opportunities to earn overtime pay among all HPD officers, and to ensure that such overtime privileges are not being abused; and



**CITY COUNCIL**  
CITY AND COUNTY OF HONOLULU  
HONOLULU, HAWAII

No. **21-58**

**RESOLUTION**

BE IT FURTHER RESOLVED that the City Auditor is requested to complete the performance audit no later than one calendar year after the adoption of this resolution in accordance with Section 3-114.2, Revised Charter of the City and County of Honolulu 1973 (Amended 2017 Edition); and

BE IT FURTHER RESOLVED that a copy of the completed audit report be filed with the City Clerk as a public record; and

BE IT FINALLY RESOLVED that copies of this resolution be transmitted to the Mayor, Managing Director, Chief of the Honolulu Police Department, Honolulu Police Commission, and the City Auditor.

INTRODUCED BY:

*Tony Waters*

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\_\_\_\_\_  
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DATE OF INTRODUCTION:

**FEB 25 2021**  
\_\_\_\_\_  
Honolulu, Hawaii

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\_\_\_\_\_

Councilmembers

CITY COUNCIL  
CITY AND COUNTY OF HONOLULU  
HONOLULU, HAWAII  
CERTIFICATE

RESOLUTION 21-58


Introduced: 02/25/21 By: TOMMY WATERS Committee: BUDGET (BUD)

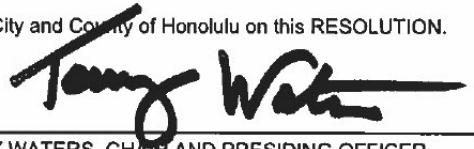
Title: DIRECTING THE CITY AUDITOR TO CONDUCT A PERFORMANCE AUDIT OF THE HONOLULU POLICE DEPARTMENT.

Voting Legend: \* = Aye w/Reservations

02/25/21	INTRO	Introduced.
03/23/21	BUD	Reported out for adoption.  CR-100  6 AYES: CORDERO, ELEFANTE, KIA'ĀINA, SAY, TSUNEYOSHI, TUPOLA
04/14/21	CCL	Committee report and Resolution were adopted.  9 AYES: CORDERO, ELEFANTE, FUKUNAGA, KIA'ĀINA, SAY, TSUNEYOSHI, TULBA, TUPOLA, WATERS

I hereby certify that the above is a true record of action by the Council of the City and County of Honolulu on this RESOLUTION.

  
\_\_\_\_\_  
GLEN I. TAKAHASHI, CITY CLERK

  
\_\_\_\_\_  
TOMMY WATERS, CHAIR AND PRESIDING OFFICER

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# Appendix B

## Overtime Codes

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Codes used in the Payroll Time & Attendance (PT&A) system to distinguish what kind of overtime was worked and are grouped by the hundreds.

<b><i>Overtime Category</i></b>	<b><i>Identifying Codes</i></b>
Court	101-111
Investigative	201-219
Staff Shortage	301-302
Report Writing	401-402
Special Events: planned events or emergencies that deal directly with community	502-517
Training	601-606
Miscellaneous: tasks that don't fit in any previous category)	701-712
Collective Bargaining	801-805
Grant Funded	A01-A05, A07-A08
Special Duty: City Interdepartmental	A06

Source: Honolulu Police Department

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# Appendix C

## Collective Bargaining Overtime Provisions

SHOPO - BU12	UPW – BU1	HGEA – BU2	HGEA – BU3	HGEA – BU4	HGEA – BU13
<ul style="list-style-type: none"> <li>• Excess of eight hours</li> <li>• Excess of 40 hours</li> <li>• Legal Holiday</li> <li>• Scheduled day off</li> <li>• Less than 12 hours rest</li> <li>• Pre / Post-shift work</li> <li>• Split Shift</li> <li>• Call back / Consultative Calls</li> <li>• Night differential</li> <li>• 7th day provision</li> </ul>	<ul style="list-style-type: none"> <li>• Excess of eight hours</li> <li>• Excess of 40 hours</li> <li>• Legal Holiday</li> <li>• Scheduled day off</li> <li>• Minimum rest (10/12 hour)</li> <li>• Pre / Post-shift work</li> <li>• Call Back</li> <li>• Night differential</li> <li>• 7th day provision</li> </ul>	<ul style="list-style-type: none"> <li>• Excess of eight hours</li> <li>• Excess of 40 hours</li> <li>• Legal Holiday</li> <li>• Scheduled day off</li> <li>• Minimum rest</li> <li>• Pre / Post-shift work</li> <li>• Call Back</li> <li>• Night differential</li> <li>• 7th day provision</li> </ul>	<ul style="list-style-type: none"> <li>• Excess of eight hours</li> <li>• Excess of 40 hours</li> <li>• Legal Holiday</li> <li>• Scheduled day off</li> <li>• Minimum rest</li> <li>• Pre / Post-shift work</li> <li>• Call Back</li> <li>• Night differential</li> <li>• 7th day provision</li> </ul>	<ul style="list-style-type: none"> <li>• Excess of eight hours</li> <li>• Excess of 40 hours</li> <li>• Legal Holiday</li> <li>• Scheduled day off</li> <li>• Minimum rest</li> <li>• Pre / Post-shift work</li> <li>• Call Back</li> <li>• Night differential</li> <li>• 7th day provision</li> </ul>	<ul style="list-style-type: none"> <li>• Excess of eight hours</li> <li>• Excess of 40 hours</li> <li>• Legal Holiday</li> <li>• Scheduled day off</li> <li>• Minimum rest</li> <li>• Pre / Post-shift work</li> <li>• Call Back</li> <li>• Night differential</li> <li>• 7th day provision</li> </ul>

Source: Honolulu Police Department

### Overtime Term

- **Seventh-day Provision:** *Entitles overtime for each hour of work performed whenever an employee on a “5/9” work schedule plan (36-hour and 44-hour work weeks) performs overtime work on all consecutive days off and renders at least (5) hours service on at least one of the employee’s consecutive days off and full-time service on all consecutive work days immediate preceding such days off following the last day off worked and each succeeding day worked unless granted a period of rest of twenty-four (24) non-work hours. Employees that fall under this collective bargaining agreement work a “5/9” work schedule plan where the workday shall consist of a period not to exceed (9) hours which police officers are scheduled to perform their normal workday duties.*

Source: State of Hawaii Organization of Police Officers (SHOPO) Agreement

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# Appendix D

## Non-Holiday Overtime Usage by Patrol District from FY 2016 to FY 2020

	FY 2016		FY 2017		FY 2018		FY 2019		FY 2020	
	Hours Used	Ending Balance (Allotted-Used)	Hours Used	Ending Balance (Allotted-Used)	Hours Used	Ending Balance (Allotted-Used)	Hours Used	Ending Balance (Allotted-Used)	Hours Used	Ending Balance (Allotted-Used)
District 1	27,703	(1,199)	27,389	(885)	27,134	(630)	45,734	(19,230)	56,654	(30,150)
District 2	10,924	4,468	13,735	1,657	13,982	1,410	17,883	(2,491)	23,173	(7,781)
District 3	19,624	4,624	21,334	2,914	24,360	(112)	38,069	(13,821)	52,241	(27,993)
District 4	23,803	(3)	24,689	(889)	28,944	(5,144)	41,283	(17,483)	48,791	(24,991)
District 5	18,656	384	17,129	1,911	18,104	936	57,781	(38,741)	77,724	(58,684)
District 6	24,357	(1,273)	23,519	(435)	25,676	(2,592)	42,551	(19,467)	38,867	(15,783)
District 7	16,574	(758)	17,721	(1,905)	26,327	(10,511)	56,680	(40,864)	64,647	(48,831)
District 8	21,463	1,585	22,768	280	29,251	(6,203)	51,116	(28,068)	71,871	(48,823)
<b>Total</b>	<b>163,104</b>	<b>7,828</b>	<b>168,284</b>	<b>2,648</b>	<b>193,778</b>	<b>(22,846)</b>	<b>351,097</b>	<b>(180,165)</b>	<b>433,968</b>	<b>(263,036)</b>

Source: Honolulu Police Department

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