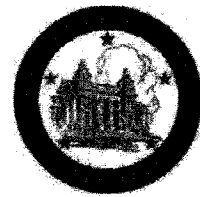


**SUBMITTAL TO THE BOARD OF SUPERVISORS  
COUNTY OF RIVERSIDE, STATE OF CALIFORNIA**



ITEM  
2.8  
(ID # 8038)

**MEETING DATE:**

Tuesday, September 25, 2018

**FROM :** AUDITOR CONTROLLER:

**SUBJECT:** AUDITOR-CONTROLLER: Overtime Monitoring Report 2019-001 for: Department of Public Social Services (DPSS), Probation Department (Probation), Riverside County District Attorney (DA), Riverside County Fire Department (Fire), Riverside County Sheriff's Department, Riverside University Health System (RUHS) - Behavioral Health, and RUHS - Medical Center, District: All. [\$0]

**RECOMMENDED MOTION:** That the Board of Supervisors:

1. Receive and file the Overtime Monitoring Report 2019-001 for: Department of Public Social Services (DPSS), Probation Department (Probation), Riverside County District Attorney (DA), Riverside County Fire Department (Fire), Riverside County Sheriff's Department, Riverside University Health System (RUHS) – Behavioral Health, and RUHS – Medical Center

**ACTION:** Consent

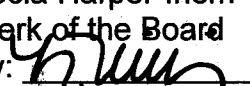
  
Paul A. Angulo, County Auditor-Controller 9/18/2018

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**MINUTES OF THE BOARD OF SUPERVISORS**

On motion of Supervisor Jeffries, seconded by Supervisor Tavaglione and duly carried by unanimous vote, IT WAS ORDERED that the above matter is received and filed as recommended.

Ayes: Jeffries, Tavaglione, Washington, Perez and Ashley  
Nays: None  
Absent: None  
Date: September 25, 2018  
xc: Auditor

Kecia Harper-Ihem  
Clerk of the Board  
By:   
Deputy

**SUBMITTAL TO THE BOARD OF SUPERVISORS COUNTY OF RIVERSIDE,  
STATE OF CALIFORNIA**

<b>FINANCIAL DATA</b>	<b>Current Fiscal Year</b>	<b>Next Fiscal Year</b>	<b>Total Cost</b>	<b>Ongoing Cost</b>
<b>COST</b>	\$ 0.0	\$ 0.0	\$ 0.0	\$ 0.0
<b>NET COUNTY COST</b>	\$ 0.0	\$ 0.0	\$ 0.0	\$ 0.0
<b>SOURCE OF FUNDS: N/A</b>			<b>Budget Adjustment: No</b>	
			<b>For Fiscal Year: n/a</b>	

**C.E.O. RECOMMENDATION:** Approve

**BACKGROUND:**

**Summary**

In 2013 the Riverside County Office of the Auditor-Controller (Auditor-Controller) initiated a monitoring program with the purpose of providing the Board of Supervisors with relevant, timely and significant fiscal transactions and trends.

The attached report presents our completion of the overtime monitoring report. Seven Riverside County departments with reported overtime in excess of \$1 million and one with overtime in excess of five percent of total salaries and employee benefits were selected for this monitoring report. Those departments are named above.

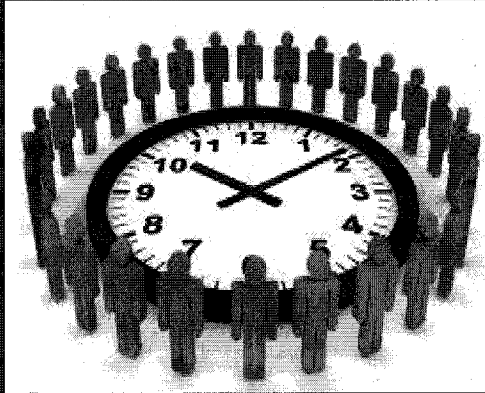
Overtime expense data from the county's financial system was compiled and the information forwarded to the departments for their response. Each department was asked to provide its rationale for the use of overtime, protocol to approve overtime, and if they had identified ways to reduce this expense. The response of each respective department is included in the report.

**Impact on Residents and Businesses**

Provide information on significant transactions and trends occurring in county government.

**ATTACHMENT A.**

Overtime Monitoring Report 2019-001 for: Department of Public Social Services (DPSS), Probation Department (Probation), Riverside County District Attorney (DA), Riverside County Fire Department (Fire), Riverside County Sheriff's Department, Riverside University Health System (RUHS) – Behavioral Health, and RUHS – Medical Center



Fiscal Year 2017-18  
Full Transparency  
Countywide  
Overtime Monitoring

**AC** | AUDITOR  
CONTROLLER  
COUNTY OF RIVERSIDE

Paul Angulo, CPA, MA  
Auditor-Controller

*"Creating Value and  
Making a Difference"*

Report #2019-001

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Overtime Monitoring Report 2019-001

## **EXECUTIVE SUMMARY**

Nearly eighty-three million dollars in overtime was incurred by county departments for Fiscal Year 2017-18. Seven departments exceeding \$1 million in overtime expense were selected for monitoring in this report. The departments include, the Department of Public Social Services (DPSS), Probation Department (Probation), Riverside County District Attorney (DA), Riverside County Fire Department (Fire), Riverside County Sheriff's Department (Sheriff), Riverside University Health System (RUHS) – Behavioral Health and RUHS – Medical Center. See *Schedule A* for a complete list of overtime compared to total salaries and benefits by department for Fiscal Year 2017-18.

## **INTRODUCTION**

In 2013 the Riverside County Office of the Auditor-Controller (Auditor-Controller) initiated a monitoring program with the purpose of providing the Board of Supervisors with relevant, timely and significant fiscal transactions and trends.

As it pertains to the use of overtime labor, reasonable and necessary expenditures enables the county to continue to provide services despite labor shortages due to vacancies, leaves, changed mandated service levels, and operational and seasonal workload spikes. Appropriate overtime is a cost-effective response to short-term labor shortages or spikes in service demands as compared to hiring additional employees. However, long-term overtime or uncontrolled uses of overtime represent significant risks of increased direct and indirect costs.

Unnecessary overtime may be avoided through management control activities such as pre-approval of overtime, adjusting staffing levels to service demand levels, regular management monitoring of overtime, and informing and communicating management's objectives regarding cost containment and service delivery to all employees. In addition, long-term overtime may help obscure fraudulent overtime with employees padding timesheets with overtime hours not worked. In 2017, the number of Riverside County employees earning at least 50% of their base pay in overtime totaled 139, with the highest employee earning 138% of their base pay in overtime. Employees continual clocking extra hours to accrue overtime is a common fraud scheme that can cost taxpayers millions of dollars annually. It is an area of high fraud risk that needs continuous monitoring and strong internal controls.

Other impacts from long-term use of overtime include increased employee turnover, reduced employee productivity, and increased litigation costs arising from error, omission and fatigue.

The following report presents overtime use for selected departments for the last five fiscal years.

## **SCOPE**

Seven Riverside County departments with reported overtime in excess of \$1 million were selected for this monitoring report. Those departments are named above.

Overtime Monitoring Report 2019-001

Extracts from the county's financial system were compiled and the information forwarded to the departments for their response. Each department was asked to provide its rationale for the use of overtime, protocol to approve overtime and if they had identified ways to reduce this expense. The departments' responses are included in this report.

**LIMITATIONS**

All overtime expenditures included in this report were extracted from the county's financial accounting system. This monitoring report includes overtime, salary and total labor costs by department.

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**DEPARTMENT OF PUBLIC SOCIAL SERVICES**

The Department of Public Social Services (DPSS) provides federal and state mandated services and assistance with offices throughout Riverside County and is comprised of five divisions; Administrative Services, Adult Services, Children's Services, Self-Sufficiency and Public Authority. In fiscal year 2017-18, the department had a \$1 billion combined budget and 5,023 authorized positions. DPSS employees work collectively and in partnership with community-based organizations, providing temporary financial assistance, temporary employment services, abuse and neglect protection services and healthcare coverage access to low income.

In fiscal year 2017-18, DPSS reported \$332,720,391 in labor cost, of which \$5,437,201, 1.6%, was incurred for paid overtime. Compared to the \$5,513,294 overtime expense in fiscal year 2016-17, overtime expense decreased \$76,093 in fiscal year 2017-18. Following are the past five fiscal year's overtime expense incurred by the Department of Public Social Services.

**Summary of overtime expenditures for the last five fiscal years:**

Graph 1. Overtime expense incurred by DPSS for the most recent five fiscal years.

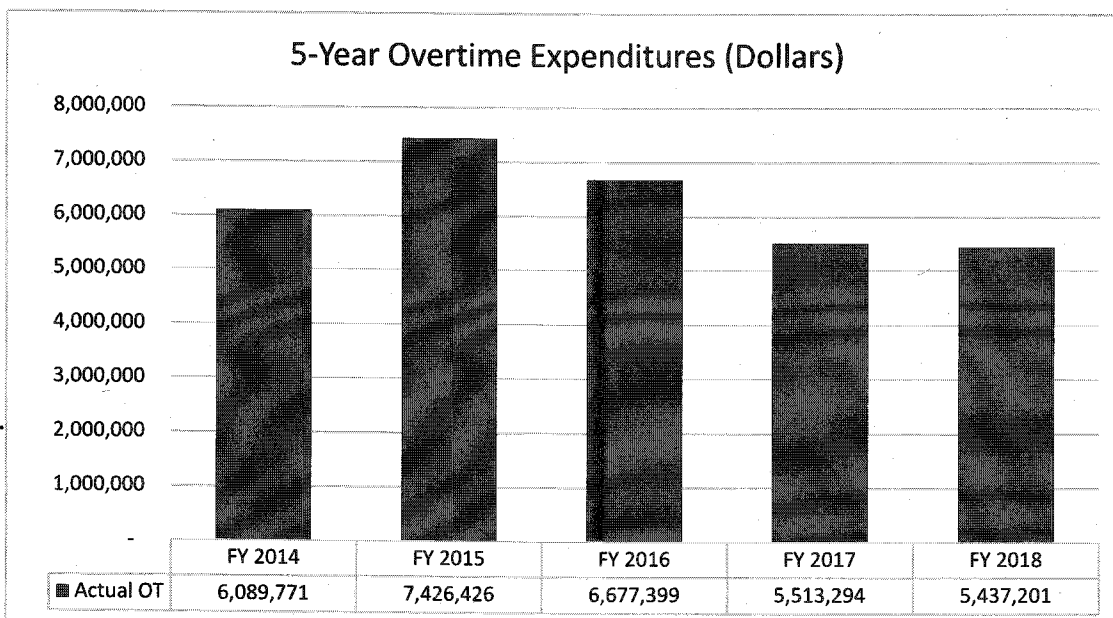


Table 1. DPSS's total overtime cost to total labor cost in dollars.

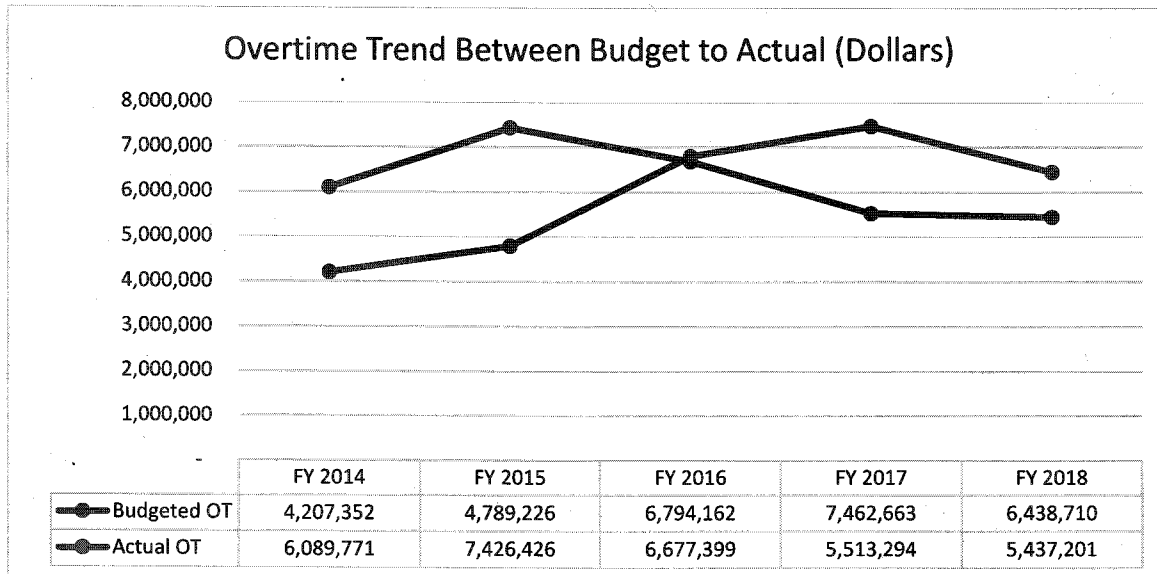
Total overtime cost to total labor cost in dollars (includes all benefits and labor taxes paid)					
Cost	FY 2014	FY 2015	FY 2016	FY 2017	FY 2018
Overtime	6,089,771	7,426,426	6,677,399	5,513,294	5,437,201
Total Labor	264,740,225	294,093,587	336,242,530	342,210,474	332,720,391

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Table 2. DPSS's overtime cost to regular salary cost in dollars.

Total overtime cost to regular salary cost (only includes regular salary data)					
Cost	FY 2014	FY 2015	FY 2016	FY 2017	FY 2018
Overtime	6,089,771	7,426,426	6,677,399	5,513,294	5,437,201
Regular salary	165,271,848	183,879,121	213,888,069	219,659,958	213,918,397

Graph 2. DPSS's comparison between budgeted vs. actual overtime expense in dollars.



DPSS's response to overtime inquiry:

"The Department of Public Social Services (DPSS) utilized overtime to mitigate workload associated with continuing high caseload levels and the inability to fill vacant funded positions due to the County hiring freeze. DPSS continues to experience high caseloads in the Medi-Cal, In-Home Supportive Services, and Adoptions Assistance programs. In addition, overtime is necessary to respond timely to protective service referrals. To the extent possible, the department initiated recruitment and training activities to backfill for attrition, and utilized overtime to fill workload gaps.

Internal controls to ensure proper authorization and utilization of overtime include management review and approval of all initial and extension requests of overtime. Justification is specific to each circumstance and can include new workload mandates, regulatory changes, or recruitment and retention issues. Utilization of overtime is also monitored and controlled through periodic



Overtime Monitoring Report 2019-001

reporting of expenditures and the budgetary impacts are reviewed regularly with department executives.

The department continues to prioritize hiring and retention to meet workload demands and advocates for additional State and Federal funding to enable the department to have the appropriate resources to fulfill the statutory requirements associated with our programs. Additionally, the department continues to pursue business process changes and utilize technology to achieve efficiencies in managing department workload. For the report period, hours charged to overtime **decreased** by 4.9% when compared to the prior fiscal year. To also put this in context, overtime expenditures represent only 1.63% of total salary and benefit expenditures.

DPSS will continue to monitor overtime utilization and look for additional opportunities to reduce overtime hours, while ensuring that critical services continue to be provided in accordance with established regulations and time lines.”

Overtime Monitoring Report 2019-001

**PROBATION DEPARTMENT**

The Probation Department had 1,141 authorized positions with a combined budget exceeding \$132 million in fiscal year 2017-18. The combined public safety and public assistance department has three major budget units; Field Services, Institution Services and Administrative/Business Services. Probation has fourteen offices throughout the county providing supervision, referral and oversight of counseling and treatment services to juveniles and adults on probation. They are responsible for out-of-home care for minors who are wards of the Juvenile Court. In addition, the department operates three juvenile detention facilities to house youth pending court hearings or placements and two youth treatment and education centers.

In fiscal year 2017-18, Probation reported \$92,480,514 in labor cost, of which \$1,722,036, 1.9%, was incurred for paid overtime. Compared to the \$1,651,582 overtime expense in fiscal year 2016-17, overtime expense increased \$70,454 in fiscal year 2017-18. Following are the past five fiscal year's overtime expense incurred by the Probation Department.

**Summary of overtime expenditures for the last five fiscal years:**

Graph 3. Overtime expense incurred by Probation for the most recent five fiscal years.

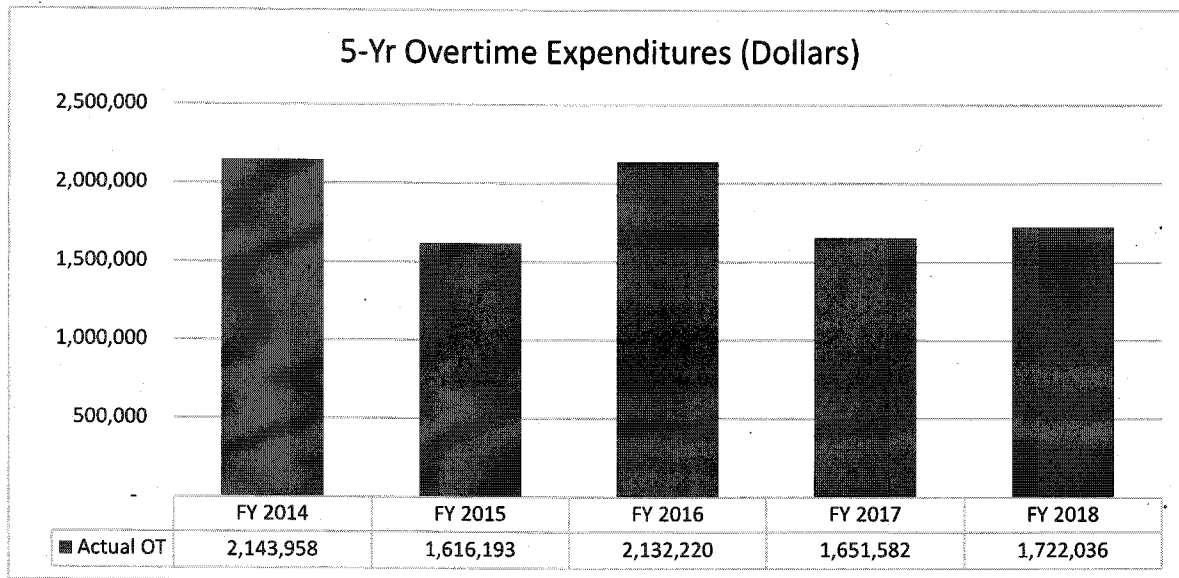


Table 3. Probation's total overtime cost to total labor cost in dollars.

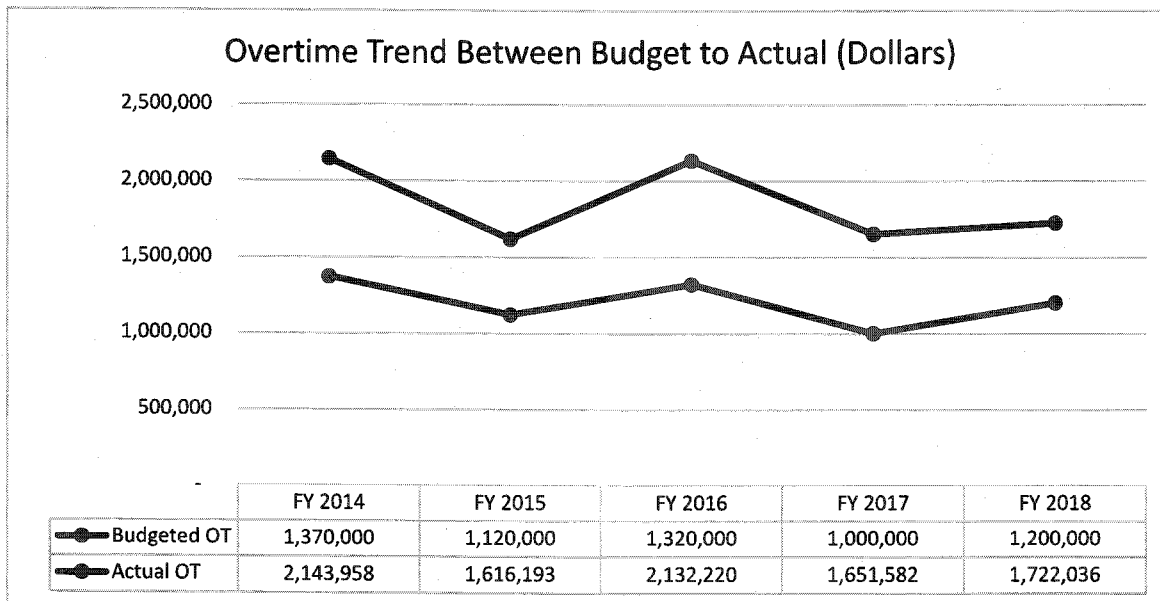
Total overtime cost to total labor cost in dollars (includes all benefits and labor taxes paid)					
Cost	FY 2014	FY 2015	FY 2016	FY 2017	FY 2018
Overtime	2,143,958	1,616,193	2,132,220	1,651,582	1,722,036
Total Labor	71,176,134	73,986,614	87,845,549	94,691,141	92,480,514

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*Table 4. Probation's overtime cost to regular salary cost in dollars.*

Total overtime cost to regular salary cost (only includes regular salary data)					
Cost	FY 2014	FY 2015	FY 2016	FY 2017	FY 2018
<b>Overtime</b>	2,143,958	1,616,193	2,132,220	1,651,582	1,722,036
<b>Regular salary</b>	44,872,063	47,754,321	56,419,394	60,311,460	58,488,585

*Graph 4. Probation's comparison between budgeted vs. actual overtime expense in dollars.*



**Probation's response to overtime inquiry:**

"As disclosed in your letter dated August 2, 2018, and according to your office's collected data from July 1, 2016 through June 30, 2018, Probation Department staff recorded actual overtime costs of \$1,722,036, a 4.3% increase from fiscal year 2016/17. As requested, below are the Probation Department's reasons and justifications for the use of overtime, including but not limited to reasons for the use of overtime, the protocol followed to approve overtime per the attached department policy, and the ongoing efforts to reduce the use of overtime.

**Overview**

The Probation Department has three major budget units that contain authorized positions; Juvenile Institutions, Field Services and Administration. The Probation Department has 1,141 authorized positions with a current department wide vacancy rate of 21.56%, or 247 positions, an increase from the previous overtime audit response vacancy rate of 15.16%, or 173 positions. The current vacancies are allocated as follows:

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Juvenile Institutions — 425 authorized positions, vacancy rate — 24.94%\* (106 positions)  
Field Services — 626 authorized positions, vacancy rate — 19.01%\* (119 positions)  
Administration — 88 authorized positions, vacancy rate — 24.44%\* (22 positions)

\*The current vacancy rate does not include positions in a reduced work status, such as those with return to work restrictions; positions currently occupied but vacant due to FMLA leave and/or workers compensation claims.

The department continues to be aggressive in its efforts to fill all funded vacant positions by working closely with County Human Resources. Additionally, the department continues to authorize the advertising of referral bonuses for key positions within the department, such as Probation Correction Officers (Juvenile Institutions) and Deputy Probation Officers (Field Services). The department continues to work on reducing the number of existing funded vacant positions by streamlining the background process; and increasing recruitment efforts by targeting populations that are most likely to successfully complete the stringent background process.

**Overtime Budget and Oversight**

The majority of the fiscal year 2017/18 Probation Department budgeted overtime of \$1.2M is within the Juvenile Institutions budget unit, which accounted for \$1.0M, or 83%. The remaining portion of the \$1.0M budgeted overtime is allocated to Field Services \$0.15M, and Administration \$0.05M.

For each office within the Probation Department and on the back of each time sheet signed by employees and supervisors, overtime must be detailed with the purpose for the overtime and the amount of hours worked, and signed off by the appropriate supervisor before it is processed and paid. As included in the attached department policy number 328 referencing **Overtime, Section 328.3: "Overtime work is discouraged and is limited to emergencies and the performance of urgent necessary functions. Whenever possible, overtime is to be authorized in advance by the immediate supervisor."** This method of internal control ensures that the supervisor is aware of the overtime being worked and has authorized the overtime prior to being worked.

**Field Services and Administration Budget Units:** Approximately 62% of the Field Services and Administration overtime expenditures are reimbursed via outside funding and other revenue streams. For the Field Services budget unit, the overtime expenditures are typically for specific task force functions and specialized operations, such as the Sexual Assault Felony Enforcement (SAFE) teams and Special Task Force operations, **which are funded via grant allocations and memorandums of understanding with outside agencies specifically reimbursing the Probation Department for overtime activities.**

The majority of the overtime expenditures for the Administration budget unit are for quality assurance work performed with the reporting requirements of the CCPIA and AB 109 programs.

**Juvenile Institutions Budget Unit:** For the Juvenile Institutions budget unit where the majority of the overtime occurs for the department, Title 15-Section 1321 governs the mandated functions associated with the child custody and care duties, transportation requirements, court hearings, medical appointments, mandated training, etc. of the juvenile institutions. The code section specifically details the requirements for the minimum staffing levels associated with the operations of the juvenile detention facilities located in Riverside, Murrieta, and Indio.

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Based on the code section, there is a 1 to 10 staffing requirement during the day or waking hours, and a 1 to 30 staffing requirement during the sleeping hours. The overtime associated with the juvenile institutions is a direct result of the existing vacancies within this budget unit, currently at 15.02%, and the Title 15-Section 1321 mandated requirements for minimum staffing levels. To maintain and ensure the proper control of available staffing resources within the Probation Department, the department continues to be diligent in training all detention facility schedulers to minimize overtime usage while ensuring that all detention facilities maintain compliance with Title 15 staffing requirements. One of the key tools that the Probation Department has implemented to ensure the proper allocation of available staffing resources while maintaining Title 15 compliance and ensuring officer safety is an electronic scheduling system within each detention facility that allows the schedulers to maximize available staffing resources when evaluating the need for overtime usage. Additionally, the **electronic scheduling system** allows the scheduler and manager to generate real-time usage reports, as opposed to waiting for the end of the pay period for the time to be keyed into the PeopleSoft system and payroll calculated to generate usage reports. Additionally, the department's **Executive Team and division managers receive regular overtime reports detailing overtime by location each pay period**. The Executive Team also receives an overall monthly budget update that includes an overtime recap report, year-to-date figures in comparison to prior years' activity/costs, and end-of-year projections for overtime. This high-level briefing allows the Executive Team to stay on top of any anomalies with overtime usage and take immediate action to stem possible over expenditures.

Similar to the Field Services and Administration budget units, there is a revenue offset/reimbursement factor associated with the Juvenile Institutions overtime expenditures. **Approximately 11% of the overtime budgeted cost for Juvenile Institutions is reimbursed via the Standards for Training and Corrections (STC) funding.** The STC funding is utilized for juvenile institution staff required to attend training associated with their job duties and responsibilities.

In summary, the Probation Department continues to be cutting edge and prudent in maximizing available staffing resources, and using the latest technology and tools to establish and maintain effective internal controls designed to safeguard county resources while ensuring compliance with established laws, regulations and policies. **From the department's perspective, the total overtime cost of \$1,722,036 for fiscal year 2017/18, is only 1.23% of the department's budget. In addition, this cost is offset by grant funding and other revenues by approximately 19% or \$311,049 resulting in a net overtime cost of \$1,410,987 and is a direct reflection of the Probation Department's ongoing efforts to successfully reduce and control overtime, and identify reimbursable funding streams to offset overtime costs."**

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**RIVERSIDE COUNTY DISTRICT ATTORNEY**

The Riverside County District Attorney (DA) has six offices throughout Riverside County, comprised of 799 authorized positions, including attorneys and support staff, and a budget of \$117 million in fiscal year 2017-18. The DA provides public protection through criminal prosecution, investigation and victim services.

In fiscal year 2017-18, the DA reported \$107,239,863 in labor cost, of which \$1,553,939, 1.45%, was incurred for paid overtime. Compared to the \$1,140,383 overtime expense in fiscal year 2016-17, overtime expense increased \$413,556 in fiscal year 2017-18. Following are the past five fiscal year's overtime expense incurred by the Riverside County District Attorney.

Summary of overtime expenditures for the last five fiscal years:

Graph 5. Overtime expense incurred by DA for the most recent five fiscal years.

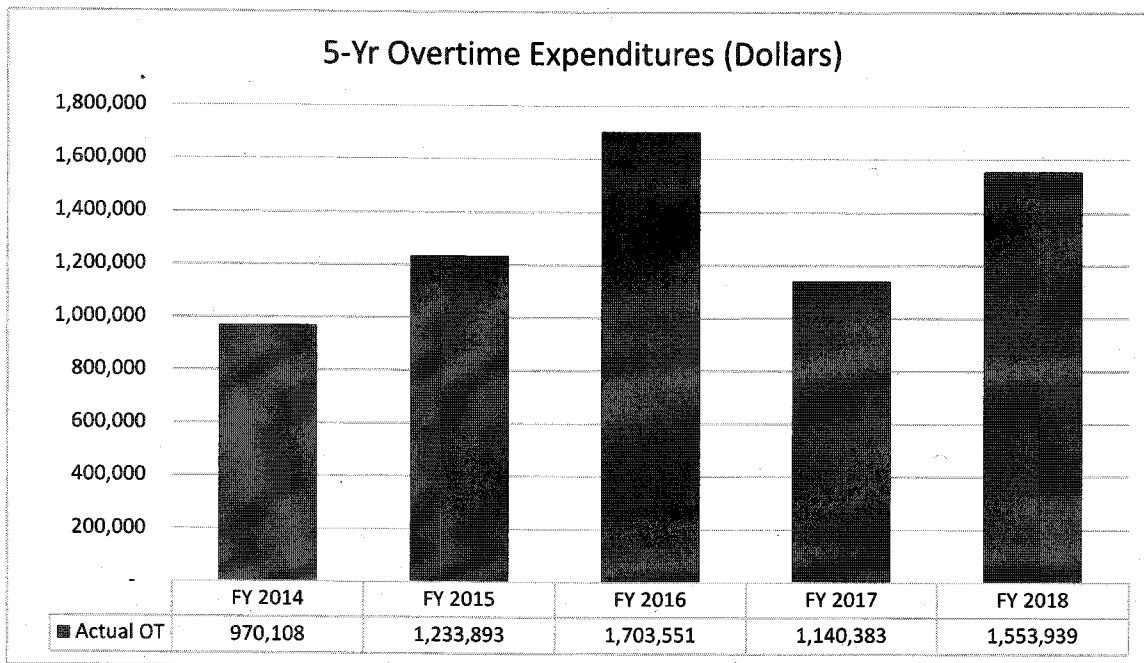


Table 5. DA's total overtime cost to total labor cost in dollars.

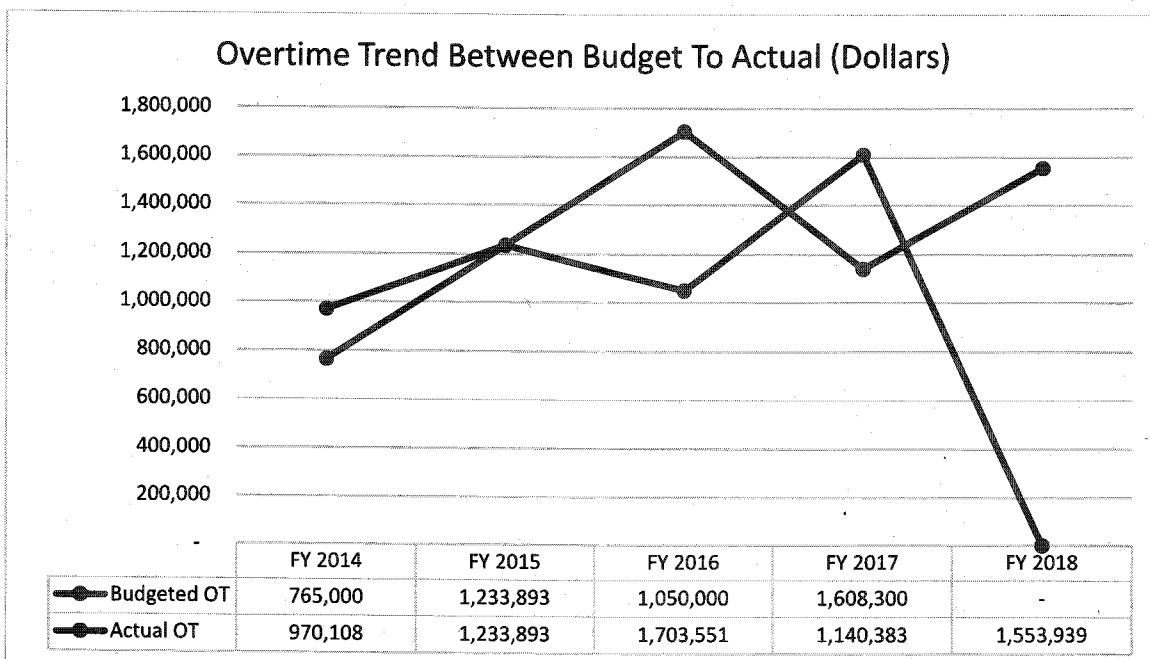
Total overtime cost to total labor cost in dollars (includes all benefits and labor taxes paid)					
Cost	FY 2014	FY 2015	FY 2016	FY 2017	FY 2018
Overtime	970,108	1,233,893	1,703,551	1,140,383	1,553,939
Total Labor	92,261,879	96,041,434	103,394,509	105,695,422	107,239,863

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Table 6. DA's overtime cost to regular salary cost in dollars.

Total overtime cost to regular salary cost (only includes regular salary data)					
Cost	FY 2014	FY 2015	FY 2016	FY 2017	FY 2018
Overtime	970,108	1,233,893	1,703,551	1,140,383	1,553,939
Regular salary	62,918,540	66,129,400	70,143,401	71,409,712	71,260,731

Graph 6. DA's comparison between budgeted vs. actual overtime expense in dollars.



DA's response to overtime inquiry:

Response by the District Attorney's Office was provided to the Auditor-Controller's Office on September 24, 2018. Their response is included as attachment to this report.

**RIVERSIDE COUNTY FIRE DEPARTMENT**

The Riverside County Fire Department (Fire), in cooperation with the California Department of Forestry and Fire Protection, operates ninety-two county, volunteer, city and state fire stations, providing fire protection, fire prevention, rescue and medical emergency services to county unincorporated areas, twenty-one cities and one community services district. The department is comprised of 259 authorized positions with over a \$312 million budget in fiscal year 2017-18.

In fiscal year 2017-18, Fire reported \$26,524,424 in labor cost, of which \$2,206,214, 8.3%, was incurred for paid overtime. Compared to the \$1,828,164 overtime expense in fiscal year 2016-17, overtime expense increased \$378,050 in fiscal year 2017-18. Following are the past five fiscal year's overtime expense incurred by the Riverside County Fire Department.

**Summary of overtime expenditures for the last five fiscal years:**

Graph 7. Overtime expense incurred by Fire for the most recent five fiscal years.

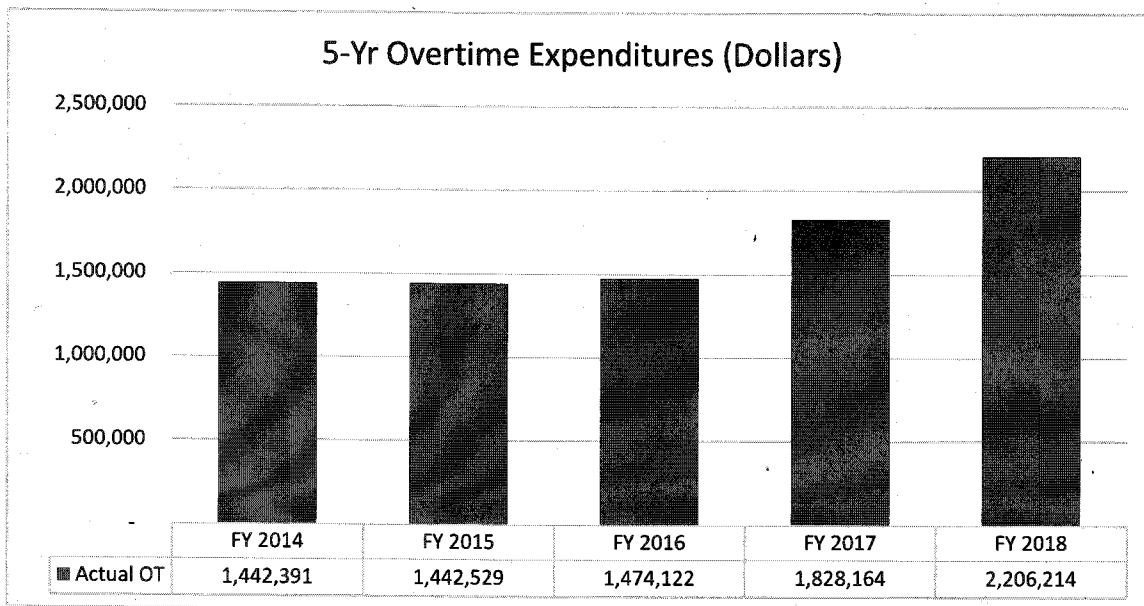


Table 7. Fire's total overtime cost to total labor cost in dollars.

Total overtime cost to total labor cost in dollars (includes all benefits and labor taxes paid)					
Cost	FY 2014	FY 2015	FY 2016	FY 2017	FY 2018
Overtime	1,442,391	1,442,529	1,474,122	1,828,164	2,206,214
Total Labor	19,930,555	22,282,460	22,797,513	24,817,402	26,524,424

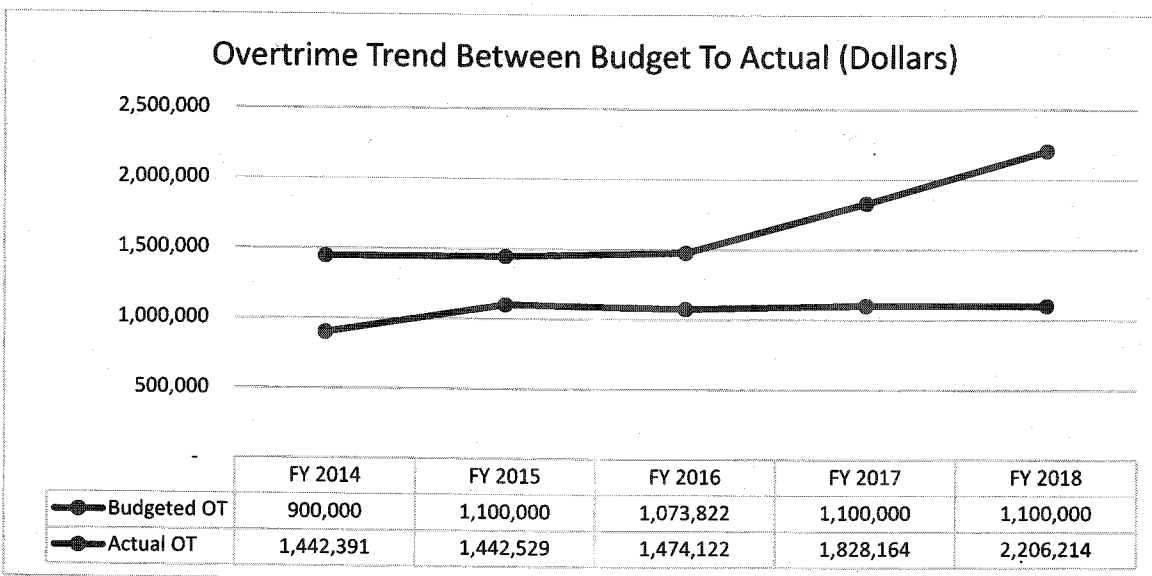


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Table 8. Fire's overtime cost to regular salary cost in dollars.

Total overtime cost to regular salary cost (only includes regular salary data)					
Cost	FY 2014	FY 2015	FY 2016	FY 2017	FY 2018
Overtime	1,442,391	1,442,529	1,474,122	1,828,164	2,206,214
Regular salary	12,023,408	13,666,715	14,310,892	15,290,491	16,045,501

Graph 8. Fire's comparison between budgeted vs. actual overtime expense in dollars.



Fire's response to overtime inquiry:

"In response to your letter dated August 2, 2018, the Fire Department uses overtime for emergency response, coverage in our Emergency Command Center, call back for any type of maintenance issue (fleet, facility, com/it, etc...), and as workload deems necessary. Our support staff responds to the needs of our firefighters during emergency incidents and at times overtime is necessary with a 7/24/365 operation.

Our Emergency Command Center is a 24-7 day a week dispatch center that requires staffing at all times. Overtime is used when employees are out sick, on medical leaves, unforeseen vacancies, and at times for vacations. We had several vacancies and high turnover in our Emergency Command Center last year that increased overtime. To help mitigate the overtime and the workload of our current staff, we added three (3) Fire Communication Dispatcher positions in FY 18/19. These additional positions may mitigate the overtime related to vacancies for the future; however, it will not eliminate the need to use overtime during emergency incidents. We

Overtime Monitoring Report 2019-001

had an average of seven (7) positions or 13% of our ECC workforce vacant for FY 17/18. As of July 2018, we have ten vacancies and we continue to hire. The additional budgeted positions may not mitigate our overtime costs because we continued to have a very high turnover during the fiscal year.

The overtime in our Fleet, Facility Maintenance and Communications/IT Bureaus is due to necessary maintenance issues. We must always have our fleet well maintained even on evenings and weekends. The Fire Department, as you can imagine, is a 7/24/365 operation. All our fire stations must be operational at all times day and night and our Facility Maintenance staff does respond to issues on call back overtime.

It is critical that our Communication/IT needs are met at all times as well and overtime is necessary after hours. Our overtime in these areas is mostly due to the needs of our fire stations and vehicles.

Overtime is reviewed with each timesheet submittal and again after every pay period. All overtime on timesheets require separate signature approval. In addition, a report of overtime and banked overtime is provided to management after every pay period for review. The Executive Team and particularly the Fire Chief monitors the biweekly overtime report.”

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**RIVERSIDE COUNTY SHERIFF'S DEPARTMENT**

The Riverside County Sheriff's Department (Sheriff) is a public safety agency with 5,181 authorized positions including law enforcement professionals, administrative and support staff and a combined budget of just under \$689 million in fiscal year 2017-18. The Sheriff provides court security, service of civil process and execution of court orders, maintaining and operating correctional facilities and law enforcement service, including crime investigation, detection and prevention. In addition, the Sheriff is responsible for the Corner investigation and Public Administrator estate functions. The Sheriff has ten stations and five correctional facilities providing services to county unincorporated areas, seventeen cities, one tribal community and one community college district.

In fiscal year 2017-18, the Sheriff reported \$682,327,777 in labor cost, of which \$43,065,379, 7.9%, was incurred for paid overtime. Compared to the \$33,257,604 overtime expense in fiscal year 2016-17, overtime expense increased \$9,807,775 in fiscal year 2017-18. Following are the past five fiscal year's overtime expense incurred by the Riverside County Sheriff's Department.

**Summary of overtime expenditures for the last five fiscal years:**

Graph 9. Overtime expense incurred by the Sheriff for the most recent five fiscal years.

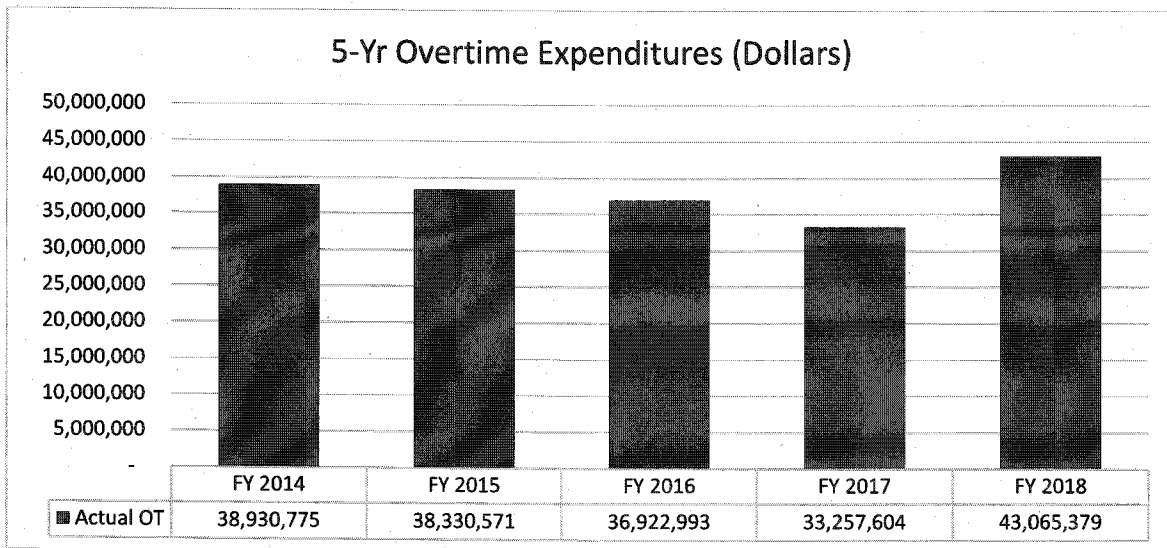


Table 9. The Sheriff's total overtime cost to total labor cost in dollars.

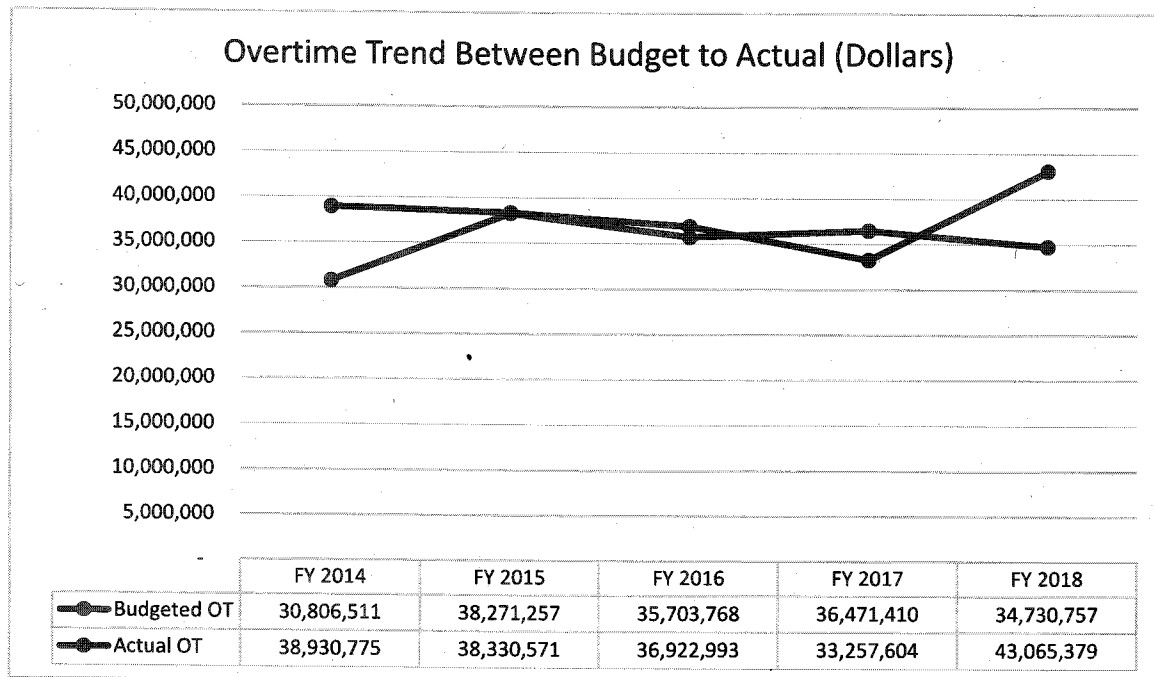
Total overtime cost to total labor cost in dollars (includes all benefits and labor taxes paid)					
Cost	FY 2014	FY 2015	FY 2016	FY 2017	FY 2018
Overtime	38,930,775	38,330,571	36,922,993	33,257,604	43,065,379
Total Labor	489,290,704	523,946,813	555,295,139	557,846,100	682,327,777

Overtime Monitoring Report 2019-001

Table 10. The Sheriff's overtime cost to regular salary cost in dollars.

Total overtime cost to regular salary cost (only includes regular salary data)					
Cost	FY 2014	FY 2015	FY 2016	FY 2017	FY 2018
Overtime	38,930,775	38,330,571	36,922,993	33,257,604	43,065,379
Regular salary	293,865,191	318,743,964	337,999,526	331,339,547	312,784,557

Graph 10. The Sheriff's comparison between budgeted vs. actual overtime expense in dollars.



Sheriff's response to overtime inquiry:

"On August 2, 2018, we received correspondence from your office in which there was a notation stating the Sheriff's Department had incurred overtime costs of \$43.1 million from July 1, 2017 through June 30, 2018. We analyzed data covering "strictly overtime" for that time and have determined our actual overtime costs were \$39.1 million; meaning the amount noted in the correspondence is overstated by \$3.9 million. Our analysis indicates the discrepancy is due to the erroneous inclusion of funds attributed to Sub-Account 510421 (Overtime Holiday) being added into the total. "Overtime Holiday" (code HLX) occurs when a holiday falls on an employee's regular day off. The HLX pay is categorized as overtime pay in the system because it is disbursed in addition to an employee's normal pay, or is considered extra pay, but it is not actual overtime hours worked. Therefore, HLX pay is actually a cost attributable solely to the occurrence of a

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holiday, and not a true overtime cost. This is a repeated error that we have made your office aware of for the last five fiscal years.

The Sheriff's Department monitors and controls overtime on a daily basis at all bureaus and stations. Overtime is approved through the chain-of-command, and is ultimately reviewed and approved by each Commander. Detailed overtime reports are produced every pay period and reviewed by the Sheriff's Executive Staff on a monthly basis.

A review of gross numbers fails to appropriately reflect the fact that nearly 47% of Sheriff's Department overtime spending last year was actually reimbursed – via grants, court security funding, special event charges, and payments from the cities that contract with the Sheriff's Department for law enforcement patrols. Approximately \$18.3 million of overtime costs were anticipated and built into the budgets approved by each jurisdiction reimbursing those costs. So, the overtime for those operations caused no "budget overruns" or unanticipated charges.

Of course, some overtime is inevitable, necessary and non-reimbursable, in a complex, around-the-clock public safety operation. The Sheriff has spoken before the Board of Supervisors numerous times about the overtime impacts of dropping to minimum staffing and the impacts of AB 109 Realignment. Overtime costs associated with events like minimum staffing required for officer safety, unforeseen critical incidents, unfunded costs of the Prison Law Office consent decree (PLO), catastrophic fires, unanticipated Presidential visits to the Coachella Valley, extended shifts due to complex criminal investigations, call outs, training requirements that take deputies out of their primary assignment, intermittent county-directed hiring curbs, employee sick time and leaves of absence are unavoidable. All the aforementioned events fall into the non-reimbursed category. Non-reimbursed overtime equated to approximately 53% (\$20.8 million) of the FY17/18 total.

Overtime at the Sheriff's Department is by any standard well within existing professional parameters. It is tightly managed, and the real professional benchmarks underscore that reality. For instance, according to a recent study by California Watch, law enforcement agencies in California typically spend 6% to 12% of their total personnel budgets on overtime. Near the lower end of the range is one of the best-run police departments in the Inland area, at 6.7 % last year. The Riverside County Sheriff's Department operates at a level of unreimbursed overtime well below all of these- at 3.0% last year.

Good overtime analysis explores the myriad causes of overtime and reports far more than a single metric of cost, thereby helping frame solutions by assessing which costs are unavoidable and which might be better managed – either by the department or by other county officials whose decisions affect overtime spending. The Sheriff's Department welcomes scrutiny of annual overtime in the Department. However, to be

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meaningful, any competent assessment must entail rigor and a multi-dimensional approach to the analysis – not simply provide a cursory look at gross spending for a specific time period.

For the current FY, the Board of Supervisors recognized that staffing has fallen to critically low levels, and authorized additional funding to hire new positions and stretch existing staff to do more through increased overtime.

The Office of the Sheriff, which embraces continuous improvement and innovation, is always happy to discuss ways to further reduce overtime. At the same time, it is the department's duty to prevent a different, countervailing kind of cost; that of underutilizing overtime, and risking a failure in public protection. Should you feel it helpful for you to review examples of overtime audits conducted by other governmental entities in their review of agencies in the public safety arena that have been found to be more accurate and to modern, more-exacting standards, we would be happy to either assist you in finding these directly."

**RIVERSIDE UNIVERSITY HEALTH SYSTEM – BEHAVIORAL HEALTH**

The Riverside University Health System – Behavioral Health (RUHS-BH) provides treatment and support services to transition-age youth, adults and seniors who have a mental illness and/or substance use addiction and children who are seriously emotionally disturbed. Services are provided by 2,193 authorized positions including Psychiatrists, Clinicians, Peer Specialists, and paraprofessionals provided in clinics, County detention centers, and by contract providers throughout Riverside County with a combined budget of over \$445 million in fiscal year 2017-18.

In fiscal year 2017-18, Behavioral Health reported \$170,938,599 in labor cost, of which \$2,264,126, 1.3%, was incurred for paid overtime. Compared to the \$2,251,514 in fiscal year 2016-17, overtime expense increased \$12,612 in fiscal year 2017-18. Following are the past five fiscal year's overtime expense incurred by the Riverside University Health System – Behavioral Health.

**Summary of overtime expenditures for the last five fiscal years:**

Graph 11. Overtime expense incurred by RUHS-BH for the most recent five fiscal years.

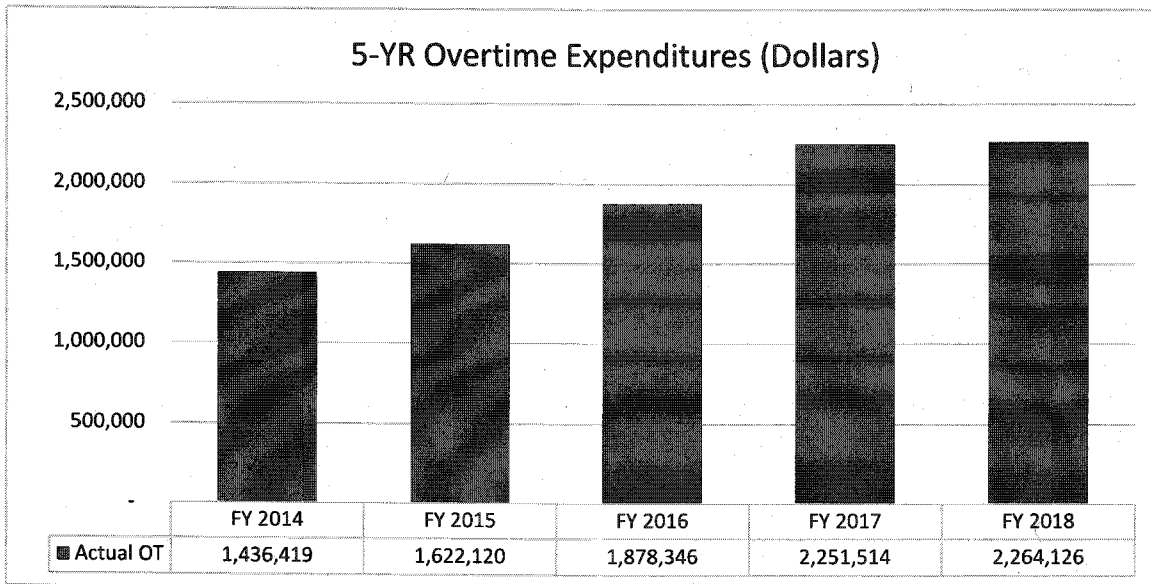


Table 11. RUHS-BH's total overtime cost to total labor cost in dollars.

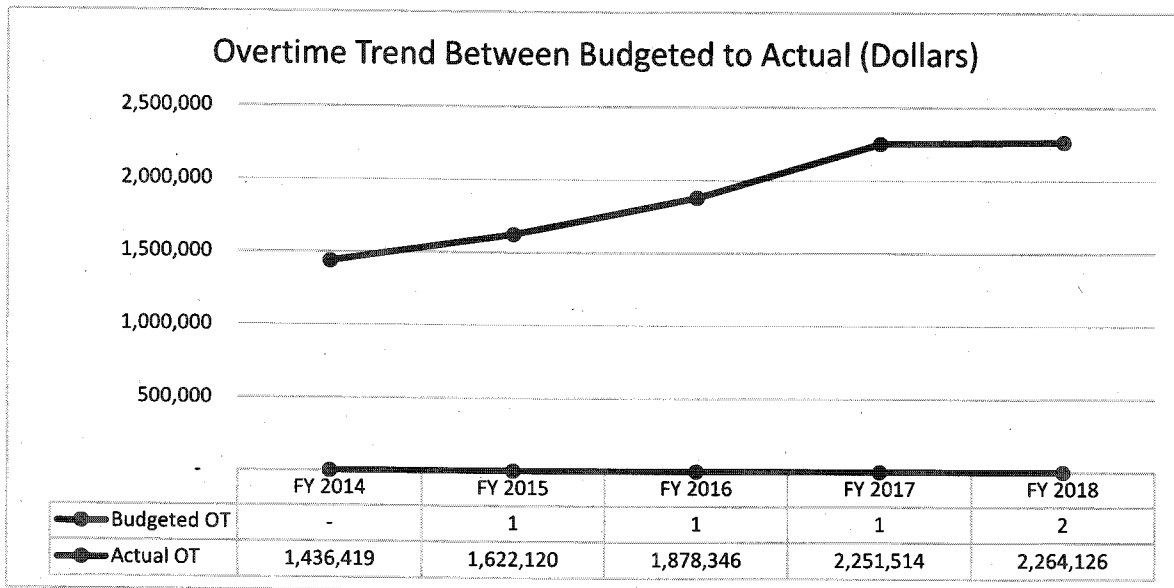
Total overtime cost to total labor cost in dollars (includes all benefits and labor taxes paid)					
Cost	FY 2014	FY 2015	FY 2016	FY 2017	FY 2018
Overtime	1,436,419	1,622,120	1,878,346	2,251,514	2,264,126
Total Labor	109,400,456	124,580,791	141,818,061	161,278,453	170,938,599

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Table 12. RUHS-BH's total overtime cost to regular salary cost in dollars.

Total overtime cost to regular salary cost in dollars (only includes regular salary data)					
Cost	FY 2014	FY 2015	FY 2016	FY 2017	FY 2018
Overtime	1,436,419	1,622,120	1,878,346	2,251,514	2,264,126
Regular Salary	68,029,940	78,874,395	89,971,907	101,281,174	107,324,233

Graph 12. RUHS-BH's comparison between budgeted vs. actual overtime expense in dollars.



RUHS-BH's response to overtime inquiry:

"In FY 17/18 the Behavioral Health Department (RUHS-BH) recorded overtime amounting to \$2,264,126.

Overtime is utilized in the case of excessive consumer service workload or other emergency use that exceeds the timeframes required for completing the work. The \$2,264,126 of overtime was predominately used by Detention, Psychiatric, and Clinical Staff. Approximately \$2.1million (91%) of the overtime worked was in the jail and by Psychiatry and Clinical Staff due to consumer service workloads and staffing needs for difficult to recruit positions. Psychiatrists are exempt from overtime and therefore are paid at straight time.

RUHS-BH has a policy in place that requires overtime to be pre-approved by the supervisor or manager. All overtime in excess of 16 hours per employee, per pay period, is brought to the



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attention of the Director or Assistant Director for approval. In addition, Human Resources provides a quarterly report to Management that details the number of overtime hours by employee. Annually, the manager shall evaluate the need and directly seek approval for overtime routinely in excess of 16 hours per employee by classification, per pay period.

As RUHS-BH continues to work toward filing positions, overtime will continue to be utilized to meet client service needs.”

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**RIVERSIDE UNIVERSITY HEALTH SYSTEM – MEDICAL CENTER**

The Riverside University Health System – Medical Center (RUHS-MC) is a full-service hospital offering occupational and physical therapy, complete laboratory testing, pulmonary treatment and diagnostic services. As a 439-bed teaching hospital located in the City of Moreno Valley, the Medical Center offers training programs for nursing students, medical residents and allied health professionals. Medical services are provided by 3,205 authorized positions with a budget of \$616 million in fiscal year 2017-18. The facility has 12 operating rooms with the capacity to manage 200,000 patient visits in specialty outpatient clinics, the Emergency Room/Trauma Unit has the capacity to manage 100,000 patient visits annually. The Medical Center also includes medical services to adult inmates, juvenile detainees incarcerated in county facilities and uninsured medically indigent eligible residents of the county.

In fiscal year 2017-18, the Medical Center reported \$371,766,735 in labor cost, of which \$20,506,800, 5.5%, was incurred for paid overtime. Compared to the \$20,032,926 expense in fiscal year 2016-17, overtime increased \$473,874 in fiscal year 2017-18. Following are the past five fiscal year's overtime expense incurred by RUHS – MC.

Summary of overtime expenditures for the last five fiscal years:

Graph 13. Overtime expense incurred by RUHS-MC for the most recent five fiscal years.

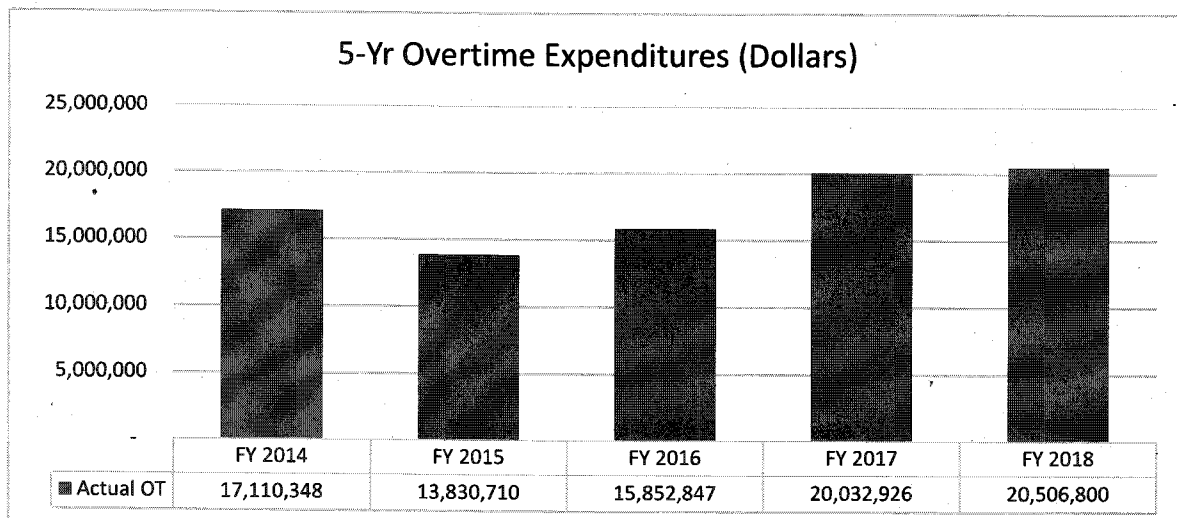


Table 13. RUHS-MC's total overtime cost to total labor cost in dollars.

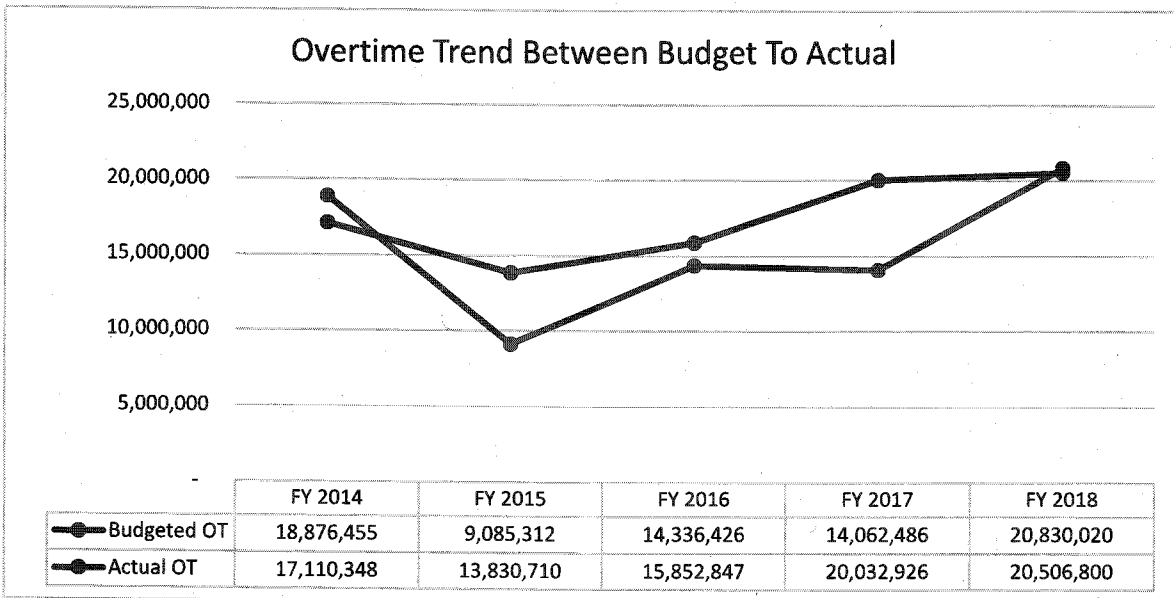
Total overtime cost to total labor cost in dollars (includes all benefits and labor taxes paid)					
Cost	FY 2014	FY 2015	FY 2016	FY 2017	FY 2018
Overtime	17,110,348	13,830,710	15,852,847	20,032,926	20,506,800
Total Labor	279,817,014	275,728,087	311,011,103	360,640,607	371,766,735

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Table 14. RUHS-MC's total overtime cost to regular salary cost in dollars.

Total overtime cost to regular salary cost in dollars (only includes regular salary data)					
Cost	FY 2014	FY 2015	FY 2016	FY 2017	FY 2018
Overtime	17,110,348	13,830,710	15,852,847	20,032,926	20,506,800
Regular Salary	157,990,267	160,479,412	184,737,595	202,048,370	214,816,174

Graph 14. RUHS-MC's comparison between budgeted vs. actual overtime expense in dollars.



RUHS-MC's response to overtime inquiry:

"In response to your memorandum dated August 2, 2017 below is the response in regards to overtime and/or per diem cost for Fiscal Year 2018.

**What is the justification for overtime use in your department?**

The use of overtime is part of a hospital staffing practice that allows managers to quickly respond to changing patient volume on a daily or even hourly basis. When changes in patient load are seasonal or if they happen at more irregular or less predictable intervals, using overtime can be a useful and quick staffing response tool. There is always a tradeoff between using overtime versus hiring permanent staff. The latter can be more costly as it reduces the flexibility and may lead to higher labor cost if the volume surge is not sustained.

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**What management controls exist to limit the use of overtime to emergency and non-routine purposes that are critical to department operational goals?**

Management continues to monitor overtime use, by department and hospital-wide on a regular basis. The new KRONOS productivity report, which is provided on a bi-weekly basis, allows managers to quickly identify OT use, by day and by employee. Since KRONOS Timekeeping went live in May, it has been allowing managers to track the information on a timely basis and to manage the use of overtime more effectively.

**What monitoring controls do you have to prevent the abuse of overtime by employees?**

The CFO monitors overtime on a Bi-weekly basis and notifies department managers of negative trends and problem employees. Responses are required for variances that are large or on going, and a plan for correction. This process was implemented mid-year in the FY 17/18.

**What plans, if any, does your department have to reduce overtime costs?**

The current overtime hour's average for FY 17/18 is 4.7% of total worked hours. This is down 11.3% from the prior year. With the help of KRONOS timekeeping and KRONOS Analytics and more timely information and awareness has brought this percentage down.

As the focus continues to be on manager's accountability with more regular and timely reports, reducing unnecessary overtime is at the core of these efforts. The benefits of regular and timely reports, plus the benefits of Kronos Analytics are expected to contribute to more reductions in OT use."

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**Schedule A**  
**Full Transparency Schedule**  
**Countywide Overtime By Department: Fiscal Year 2017-18**

Department	Total Employee Salaries and Benefits	Overtime FY 2017-18	Pct OT/S&B
Agricultural Commissioner	4,595,268	70,709	1.54%
Assessor County Clerk-Recorder	37,794,937	215,647	0.57%
Auditor-Controller	8,027,127	15,133	0.19%
Banning Libr Dist General Fund	690,234	-	0.00%
Beaumont Library	980,436	-	0.00%
Board Of Supervisors	6,894,855	6,099	0.09%
Children and Family First Commission	3,840,758	27,757	0.72%
Clerk of the Board	380,403	-	0.00%
Coachella Valley Assoc Of Gov	25,057,686	-	0.00%
Coachella Valley Cemetery	906,736	-	0.00%
Cooperative Extension	298,637	-	0.00%
County Airports	814,197	11,474	1.41%
County Counsel	13,750,263	5,940	0.04%
County Executive Office	5,576,292	2,030	0.04%
County Facilities District	632,319	-	0.00%
County Service Areas	2,835,314	102,105	3.60%
CV Mosquito & Vector Cntrl Dst	6,092,426	-	0.00%
Department Code Enforcement	5,150,268	47,691	0.93%
Department of Animal Control	16,519,144	518,410	3.14%
Department of Building & Safety	3,646,313	38,617	1.06%
Department of Community Action	4,446,666	6,209	0.14%
Department of Environmental Health	20,172,616	138,572	0.69%
Department of Planning	3,049,529	8,510	0.28%
Department of Public Social Services	332,720,391	5,437,201	1.63%
Department of Transportation	45,773,657	441,322	0.96%
Department of Waste Resources	21,790,324	604,345	2.77%
Department Of Child Services	26,363,156	788,074	2.99%
District Attorney	107,239,863	1,553,939	1.45%
Economic Development Agency	63,164,683	921,795	1.46%
Edgemont Community Services	71,683	-	0.00%
Edward Dean Museum	136,100	971	0.71%
Elsinore Valley Cemetery	432,751	-	0.00%
Emergency Management Department	7,076,841	253,349	3.58%
Fair And National Date Fest	915,182	25,011	2.73%
Fire Protection	26,524,424	2,206,214	8.32%
Flood Control District	27,195,001	186,018	0.68%
Grand Jury	60,679	-	0.00%
Habitat Consrv Agency-JPA	399,748	-	0.00%
Human Resources	45,756,390	958	0.00%

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**Schedule A**  
**Full Transparency Schedule**  
**Countywide Overtime By Department: Fiscal Year 2017-18**

<b>Department</b>	<b>Total Employee Salaries and Benefits</b>	<b>Overtime FY 2017-18</b>	<b>Pct OT/S&amp;B</b>
In-Home Support Services Public Authority	5,520,686	15,193	0.28%
Law Library	571,916	127	0.02%
Local Agency Formation Comm	516,250	-	0.00%
Murrieta Cemetery District	237,147	-	0.00%
Office On Aging	5,787,428	2,659	0.05%
Palm Springs Public Cemetery	458,073	-	0.00%
Palo Verde Cemetery	144,823	-	0.00%
Palo Verde Valley Library	261,252	-	0.00%
Probation	92,480,514	1,722,036	1.86%
Public Defender	36,119,401	5,356	0.01%
Purchasing & Fleet Services Department	9,736,993	44,907	0.46%
Regional Parks & Open Space District	8,706,100	68,945	0.79%
Registrar Of Voters	4,199,342	405,002	9.64%
Riverside County Information Technology	55,479,547	720,042	1.30%
RUHS - Behavioral Health	170,938,599	2,264,126	1.32%
RUHS - Medical Center	371,766,735	20,506,800	5.52%
RUHS - Public Health	60,920,239	130,105	0.21%
RUHS-Community Health Clinics	15,083,113	266,965	1.77%
Salton Sea Authority	126,101	-	0.00%
San Jacinto Valley Cemetery	504,946	-	0.00%
Santa Ana River Mitigation	7,423	-	0.00%
Sheriff	544,401,119	43,065,379	7.91%
Summit Cemetery District	1,064,010	-	0.00%
Temecula Cemetery Endow ACO	330,578	-	0.00%
Transportation Land Management Agency	7,189,459	41,037	0.57%
Treasurer-Tax Collector	9,041,336	4,457	0.05%
Veteran Services	1,204,571	73	0.01%
Waste Resources Management District	2,462,514	30,444	1.24%
West Riv Co Regional Conservation Authority	2,129,283	-	0.00%
<b>Total FY 2017-18</b>	<b>2,285,162,794</b>	<b>82,927,752</b>	<b>3.63%</b>

## DISTRICT ATTORNEY RESPONSES RE: OVERTIME MONITORING PROGRAM

### Summary

The District Attorney's Office (DAO) is reporting total overtime for the fiscal year ending June 30, 2018, as \$1,553,939. This represents only 1.45% of total labor costs, demonstrating a commitment to the use of overtime only when emergent situations arise. Of this \$1,553,939 a total of \$913,210, or 59%, was reimbursed by outside funding (various federal, state and local non-county revenue sources) at no cost to the County. Therefore, the total overtime (OT) paid out of general fund *discretionary* NCC dollars is approximately 41% or \$640,729, well below the County's million dollar limit.

While the DAO's office saw an increase in overtime in FY 2017/18, the office continues to ensure that fiscal responsibility is still the ultimate target without compromising the primary countywide objective of public safety. The increase in overtime from the prior fiscal year is attributable to several necessary expenditures. These expenditures included the investigation of multiple high profile critical cases such as *People v. Turpin (RIF1800348)* and *People v. Pape and Smith (INF1600755)*, known as the Pinyon Pines murders. There were also increased activities in the homicide, domestic violence, child recovery and special task force arenas. Finally, additional overtime dollars were spent as a result of the sunset of the one year side-agreement with the RCDDA Union. In this agreement, standby pay was temporarily suspended for Deputy District Attorneys off-duty hours reviewing search warrants and attending homicide and officer involved shooting investigations, which frequently occur during the evening and weekend hours. Fortunately, the majority of these increases (59% or \$913,210) were offset by the department's aggressive pursuit of alternative non-county funding sources.

### Background

Of the \$1,553,939 in total OT costs, 92% (or \$1,429,811) was attributable to our Bureau of Investigations (the Bureau). Of this, 64% (or \$909,990) were either grant related or directly reimbursable with no cost to the County. The Bureau serves as the law enforcement arm of the DAO.

The Bureau Investigators conduct both primary and supplemental investigative activities (surveillance, search and arrest warrant service, suspect transport, witness interviews, suspect interrogation, witness/attorney/dignitary protection) and provide trial support to meet a stringent conviction standard of proof beyond a reasonable doubt. A core mission of our Bureau includes the countywide investigation of all OIS's and incidents wherein there is a serious likelihood of death or death results, for a determination of criminal liability of involved officers. The Bureau is the first responder agency for all Public Corruption investigations, as well as Financial Crimes (Insurance, Real Estate, Consumer Fraud, Worker's Compensation and Health Care Fraud). The Bureau maintains our constitutionally supported presence in innovative criminal justice programming through participation on several multi-jurisdictional task forces, including Sexual Assault Felony Enforcement (SAFE) Team, Gang Impact Team (GIT), Inland Regional Corruption Task Force, DEA Narcotics Enforcement Team, Real Estate Fraud, AB-109 Post Release

**DISTRICT ATTORNEY RESPONSES  
RE: OVERTIME MONITORING PROGRAM**

Community Supervision (PRCS), Anti-Human Trafficking, and the Riverside Auto Theft Interdiction Detail (RAID).

Additionally, the DAO actively seeks out a variety of grants and alternate funding sources to help ease an already strained budget. Many of these funding streams specifically include overtime. Of our total OT costs of \$1,553,939, 59% (or \$913,210), was funded by various federal, state and local grants, thereby having no effect on Net County Cost (NCC). This 59% of outside funding represents a 26% increase from the prior year. These figures show the vigilance of the DAO not to burden the already stressed County discretionary revenues. Some of these grant sources include but are not limited to the Department of Insurance, Department of Homeland Security, United States Marshall Service, Real Estate Fraud and Consumer Fraud. In addition, \$458,149, or 29%, of the total reported OT cost was attributable to direct reimbursement from the City of Indio for requested investigative coverage during the Coachella and Stage Coach festivals. The Net County Cost (NCC) effect after consideration of all of our various federal, state, local and festival reimbursement was just under 41% of total OT costs, or \$640,729.

Monitoring

All overtime worked by any staff in the DAO, including the Bureau, require prior supervisorial review and approval. Each requested use of overtime is vetted on a case-by-case basis before authorization is granted. As a law enforcement agency, it should be noted that all work cannot be accomplished within the traditional work hours of 8am-5pm. There are several attorneys, investigators, and technicians assigned to various special duties including regional task forces that often work after hours. Often times the initiation of criminal investigations requires immediate enforcement action including search and arrest warrant service and criminal investigations.

In addition to the preventative measures taken via supervisory review on the timesheet, the DAO-Administrative Managers and supervisors, also review detail overtime usage on a year-to-date basis. These reports are received on a bi-weekly basis to permit executive review and allow for corrective action if warranted. Finally, the DAO employs alternative work schedules in appropriate assignments to mitigate OT costs and preserve limited external and internal funding.

Communication

After final analysis of the payroll reports and communication to the supervisors, the Deputy Director of Administration provides a verbal and written report to the Executive Staff at all Executive Monthly Report presentations. This report analyzes year-to-year trending, year-to-date costs, and year-end projections of DAO overtime usage.