



**Police Department 12-Hour Shift Proposal**

**December 5, 2011**



**TO:** Mayor and Board of Aldermen  
**FROM:** Tracy Baker, Assistant City Administrator  
**DATE:** November 21, 2011  
**RE: 12-Hour Shift Proposal**

A handwritten signature in black ink, appearing to read "Tracy Baker", is written over the "FROM:" line of the header.

Attached you will find the written proposal for the Police Department's request to transition to a 12-hour shift. This item will be formally presented by Lt. Matt Ayres at the December 5<sup>th</sup> workshop.

The research and planning for the proposal was conducted by a committee of officers, with Chief Myers and myself present for guidance and support. As with all new concepts, there are pros and cons. Administratively, Donnie and I are comfortable with this proposal and feel confident that we can make it work, just as the Department has done with the 8-hour shift. There are certainly some factors that cannot be fully realized until implementation, but the committee has been very thorough in making provisions for what could be anticipated and creating management tools for what could not.

The 12-hour shift is not a cure-all, although it can provide some true advantages to the Department. The committee hopes to be able to reduce overtime costs, but we have not considered this a vital aspect of the proposal. Our city is unique in that traffic, special events, training, and court appearances will always exist. Regardless, there will be significant administrative oversight on overtime put into place. The transition will come at no initial cost to the City and can be implemented with no major operational impacts to the Department. Further, most of the officers are very invested in this concept and understand that they will carry increased individual responsibility under this structure.

Other departments have successfully transitioned to a 12-hour shift and it seems to have worked well for their cities. However, we are most interested in doing what is best for Sevierville. Please review the proposal and feel free to ask questions.

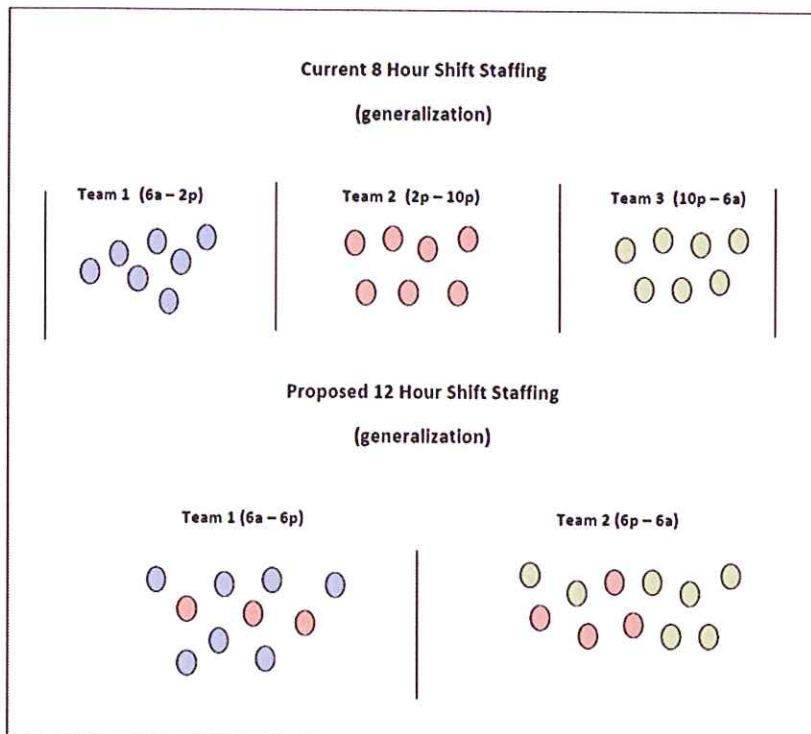
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## Introduction

Earlier this year, several of the police officers approached City Administration requesting that the City consider the 12-hour shift model. MTAS was contacted for initial direction and information, and a study committee was created to research and create a proposal for implementation of this model. The following proposal was developed over the past six months by the officer-led committee, in coordination with the Police Chief and City Administration.

A 12-hour shift is a condensed work schedule used by about 25% of law enforcement agencies that allows a department to utilize the same number of employees to work the same total amount of hours, but with fewer shifts throughout the month. It allows for increased manpower by concentrating the number of officers on-duty during each shift. For example:



Fatigue is often cited as a reason against a 12-hour shift, and it is certainly a consideration for all public safety positions. Although the officers' shifts will be longer, the time between the work cycles will be longer as well. Further, police work is not sedentary; officers are constantly on the move and their duties vary greatly throughout the day. This reduces the risk for monotony and task repetition. As with any job, it is the supervisor's responsibility to carefully monitor his officers' readiness for duty. It is the individual officer's obligation to take responsibility for his personal wellbeing and ensure that he is always prepared to serve the community. (Further discussion is on page 10.)

According to Rex Barton with MTAS, most of the complications that arise from transitioning to a 12-hour shift come about because a department has failed to plan ahead and anticipate potential challenges, especially in terms of scheduling, benefits, and existing personnel regulations. With Rex's assistance and the committee's research, we feel confident that we have prepared for as much as possible and have put measures into place to monitor and assess the model after implementation.

We believe that this model will be mutually beneficial to the community, the department, and the employees. A 12-hour shift will increase manpower and efficiency throughout the shifts, improve the already excellent level of service provided to our community, and put the department in position for growth and officer recruitment in the coming years. Further, this model can be implemented with no major operational impacts to the City, no initial outlay cost, and with any subsequent minor expenditures for future supervisory reorganization to be balanced by anticipated savings in overtime and vehicle maintenance costs.

Included in this document, you will find the committee's provisions for initial implementation, operational impacts, administrative oversight, and City-wide pay and benefits. You will also find a listing of the unknowns and how we plan to manage these unknowns. Overall, we believe this model will have a positive impact on all parties involved, but there are some factors that cannot be completely quantified until the transition is in place, such as the total predicted savings to future budgets, although we will put measures in place to manage these unknowns.

#### Agency Survey

##### *Surrounding agencies using 12 hour shift:*

Greeneville P.D.	Oak Ridge P.D.	Hamilton Co. S.O.
Jefferson City P.D.	Green Co. S.O.	Sullivan Co. S.O.
Dandridge P.D.	Jefferson Co. S.O.	Carter Co. S.O.
White Pine P.D.	Cocke Co. S.O.	Johnson Co. S.O.
Newport P.D.	Sevier Co. S.O.	Hancock Co. S.O.
Bristol P.D.	Monroe Co. S.O.	Grainger Co. S.O.
Elizabethton P.D.	Polk Co. S.O.	Scott Co. S.O.
Clarksville P.D.	Sequatchie Co. S.O.	Morgan Co. S.O.
Kingsport P.D.	Anderson Co. S.O.	Union Co. S.O.
Obion P.D.	Cumberland Co. S.O.	Marion Co. S.O.
Mountain City P.D.	Bradley Co. S.O.	



## Implementation

- **Rotation**

- There will be four rotations per year, each lasting three months. This means that any particular shift will spend half of the year on days, half on nights.
- The best time to implement a 12-hour change would be on a naturally occurring rotation change. The next opportunity is **January 7, 2012**. This date is recommended because it falls at the beginning of the calendar year and allows for:
  - Seamless implementation of four full rotations in 2012
  - Six months of evaluation and refinement prior to the implementation of the FY 2013 budget
  - Advance scheduling of training
  - Supervisors and officers planning their on-duty schedules in advance for a full calendar year
  - Officer leave is generally scheduled annually at the beginning of the year

### Annual Shift Rotation

	Jan.	Feb.	Mar.	Apr.	May	Jun.	Jul.	Aug.	Sept.	Oct.	Nov.	Dec.
6a - 6p	Team 1			Team 2			Team 1			Team 2		
	Team 3			Team 4			Team 3			Team 4		
6p - 6a	Team 2			Team 1			Team 2			Team 1		
	Team 4			Team 3			Team 4			Team 3		

- **Affected Personnel**

- Approximately half of the Police Department employees will be affected by the 12-hour shift. This includes patrol lieutenants, sergeants, and officers.
- Employees not affected by 12-hour shift include the Police Chief, captains, clerical staff (including court and records clerks), CID detectives, dispatch, SROs (school resource officers), animal control, and the PIO (public information officer).
- Stretching three shifts of patrol officers into four would provide inadequate manpower if we were not able to supplement these shifts with additional officers. Therefore, the Midwatch operation will be transferred from the Operations division to the Patrol division. The primary function of Midwatch is to serve as the community policing arm of the Police Department, and these officers generally employ a variety of techniques to interact with the community and focus on the root cause of specific crimes. Midwatch officers already serve on shift with patrol officers. Functionally, their role will not change; this merely represents a transfer of supervision.

- **Team/Shift Make-up**

- It is essential that the shifts be equally staffed and consistent in their ability to respond to the community's needs. Each of the four teams will include an officer(s) specialized in:

- SWAT
    - Traffic reconstruction
    - Traffic safety
    - Community policing
    - K-9 (three of four shifts)

## Operational Impacts

- Although we will continue to respond to the community's needs in the same manner, transitioning to a 12-hour shift will give each team of officers several key advantages that will greatly benefit the community:
  - **Supervisors:** Each shift will have at least two supervisors regularly scheduled. If properly managed, even factoring in sick, leave, court, training, and flex time, there should seldom be an instance of a patrol officer running a shift without a supervisor.
  - **Longer shifts:** Allows officers to have a greater amount of historical knowledge of the events of the day, prevents duplication of effort of three separate shifts of officers coming up to speed on the prior events of the day, and increases productivity by allowing officers to follow through with their assignments for a longer period of time each day.
  - **Extra manpower:** The average staffing of each shift is currently 5-7 officers, when factoring in days off, leave, sick, training, court, etc. Under a 12-hour shift, we anticipate an average of 7-9 officers on shift at a time. This increase in manpower will allow the department to have the flexibility to use regular-duty officers to:
    - absorb coverage of small special events
    - improve coverage of seasonal traffic control
    - attend community-related events
    - appear in court
    - conduct concentrated/saturated patrols as needed
    - focus proactively on current crime trends and statistics
    - dedicate additional personnel to Kodak patrol zone
    - allow Lieutenants more planning time
  
- **Overlapping Shifts:** Each shift will have two officers scheduled to come in one hour early and leave one hour early. These officers will be responsible for responding to any calls for service that occur late in the previous shift. Operationally, this will assist in two ways:
  - **Prevents overtime** from requiring officers from the previous shift to stay over to complete calls for service.
  - **Improves communication** by having multiple officers bridge the gap between teams to learn of the events of the previous shift.
  
- **Staffing Requirements**
  - The supervisory staff of the department is currently structured to oversee the 8 hour shift model. During the interim period, these positions can be temporarily rearranged to accommodate the new 12-hour model. However, in time, it will probably be most



beneficial to the operations of the department and the needs of the community to reclassify one sergeant position to a lieutenant position.

- **Scheduling ('flex time')**

Officers will be automatically scheduled to work 168 hours each 28 days (fourteen days at 12 hours each). Command Staff will be responsible for making sure that each affected employee burns 8 hours (unpaid) each cycle, bringing them back to a traditional 160 hours/28 days. This is simply time that will be scheduled, but will be unworked and unpaid. Officers will be scheduled by their lieutenant to come in late or leave early for a shift at the Department's convenience, clocking in and out as usual to reflect time actually worked. These 8 hours can be 'burned' at any point in the 28 days, as long as the end result is 160 regular scheduled hours. However, in practice, it would be preferred if this time is eliminated in the beginning of the work period to ensure that excessive overtime does not accrue by necessity at the end of the period. This practice will be heavily overseen in the transitional period to ensure overtime is kept in line with previous totals.

**Proposed Work Schedule**

1	2	3	4	5	6	7	8	9	10	11	12	13	14	Pay Period 1
x	x			x	x				x	x			x	<b>84 hours</b>
15	16	17	18	19	20	21	22	23	24	25	26	27	28	Pay Period 2
x	x			x	x				x	x			x	<b>84 hours</b>
Total:														<b>168 hours</b>

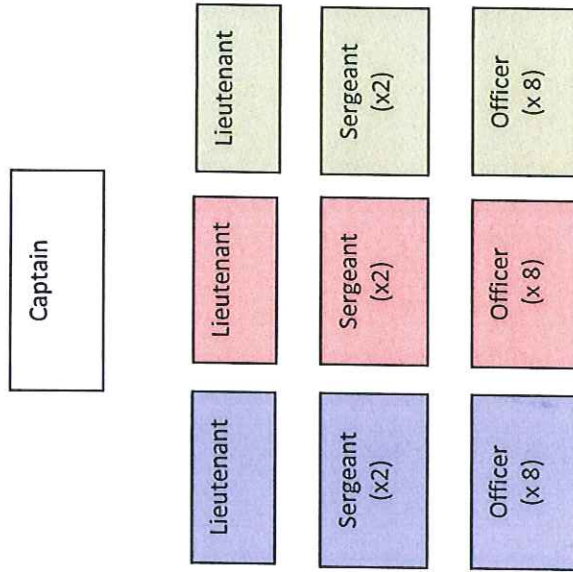
Week 1: 48  
 Week 2: 36  
 Week 3: 48  
 Week 4: 36

- **Take Home Vehicles**

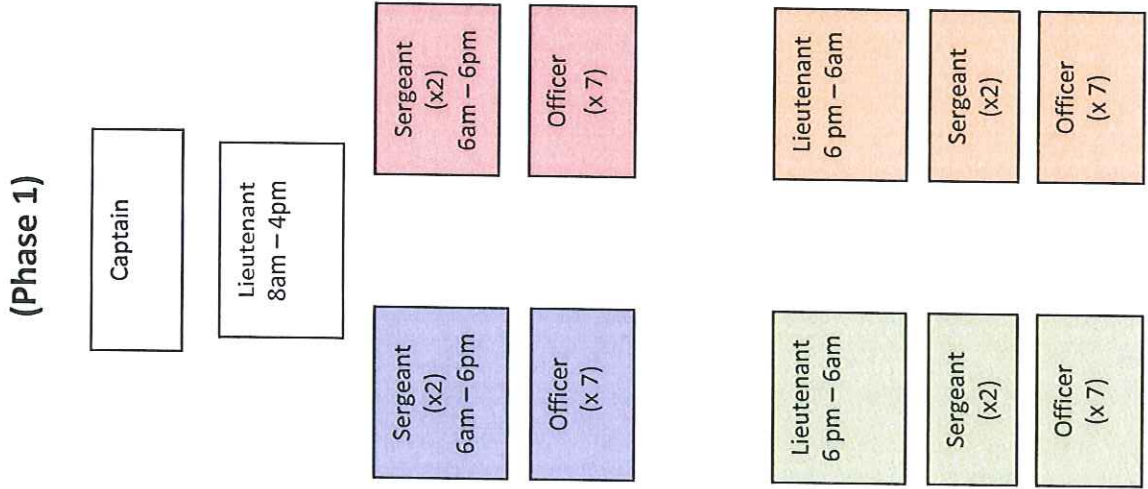
Because the amount of shifts each officer will work throughout the year will decrease, the amount of round-trips driven by the officers in the take-home vehicle program will decrease as well. This will result in:

- Fewer round-trip commutes made by officers
- Fewer miles accumulated on vehicles
- Decrease in tire, oil, and parts replacement
- Savings in fuel costs

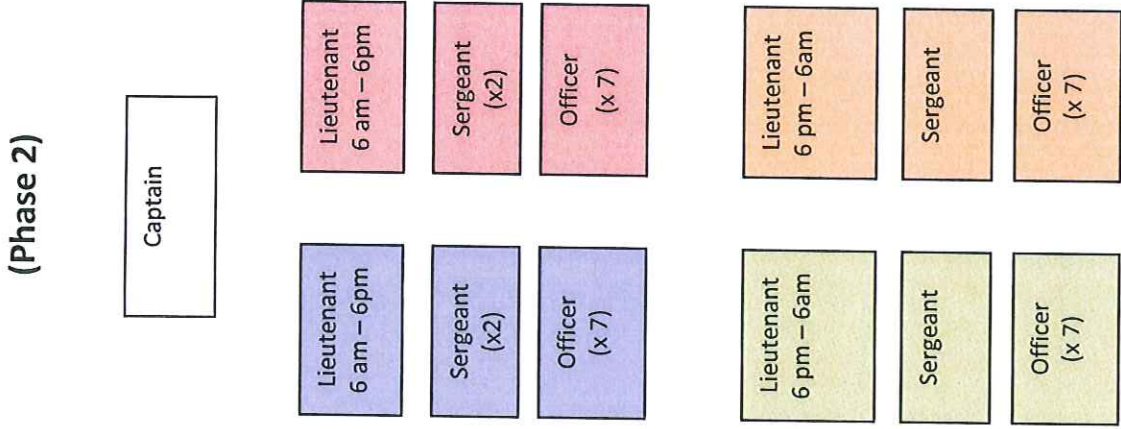
### Current Patrol Structure



### Proposed Patrol Structure (Phase 1)



### Proposed Patrol Structure (Phase 2)



## Overtime Management

Overtime is a constant reality for our department due to the nature of our tourism-driven community and the varied responsibilities of the department. We don't propose to eliminate or significantly decrease overtime. We do propose to institute a better method of managing overtime through scheduling, planning, and oversight.

### **Overtime Guidelines**

- Overtime does not accrue until an officer has worked 171 hours (Fair Labor Standards Act)
  - For 12-hour employees, no overtime work will be allowed between shifts during a work cycle.
  - For remaining 8-hour employees, no more than four hours of overtime work will be allowed between shifts during a work cycle.
  - Temporary exceptions will be permitted in extenuating circumstances, with the permission of Lieutenant, Captain or Chief.
- For all employees, every effort must be made to schedule court appearances, training, and special event coverage during regularly scheduled shifts.
  - When specialized training occurs (such as regular monthly K9, ERT, SCIHDU), the affected employee will take off a regular shift (or a portion of a regular shift equal to the training time) during the same week, or in subsequent shifts, if necessary.
  - When annual training occurs (such as 40-hour POST required schools), the employee will take off regular shifts during the week equal in total number of hours to the training.
  - When court occurs, the affected employee will take off a regular shift (or a portion of a regular shift equal to the court time) during the same week.
- For at least the first year after implementation, additional monitoring and oversight of overtime will occur. In addition to the request that officers must currently submit to their supervisor to request overtime for each occurrence, the shift lieutenant will submit his team's overtime totals to the captain at the end of each 28 day cycle. The patrol captain will review, compile, and approve these totals and submit the summary to the Chief. Lastly, this information will be submitted to Administration for final review and oversight. The proposed form is attached.
- Financial overtime information will be compiled and reviewed by the Finance and Administration departments. Year-to-date hourly totals and cost totals will be reviewed each pay period to monitor for trends and overall management.



## Fatigue

Fatigue is a major concern raised by agencies interested in implementing a 12-hour shift. It is a factor that can't truly be assessed until after implementation, but MTAS has recommended that we set a firm policy regarding secondary employment to ensure that public safety officers are provided adequate time for rest between shifts and are ready to report to work and carry out their duties to the community.

As in all departments, it is the responsibility of supervisors to be aware of their officers' abilities, ensure that all employees are following City rules and procedures, and make every effort to prevent any incidents that may jeopardize the safety of the community and our employees. Further, it is the individual's responsibility to adjust to his non-City work schedule and allot adequate time for rest and relaxation. However, with the agencies that have been interviewed, fatigue has not appeared to cause any lingering concerns to the department.

- **Secondary Employment Policy**

"Secondary employment work" is defined as engaging in any work, business, or activity for a profit or profit-making enterprise, either as a principal or as an agent, other than that which is assigned by the Sevierville Police Department.

- **12-Hour Shift Employees (Patrol)**

- No secondary employment work allowed for eight hours prior to the first shift of a work cycle.
- No secondary employment work allowed between shifts during a work cycle.
- No limitation on number of hours of secondary employment during allowable periods.
- Temporary exceptions permitted in extenuating circumstances, with permission of Captain or Chief.

- **8-Hour Shift Employees (Dispatch, SROs, CID, Administrative/Operations Sworn Positions)**

- No secondary employment work allowed for eight hours prior to the first shift of a work cycle.
- No more than four hours of secondary employment allowed between shifts during a work cycle.
- No limitation on number of hours of secondary employment during allowable periods.
- Temporary exceptions permitted in extenuating circumstances, with permission of Captain or Chief.

## Training

Training is essential to the police department for the safety of the officers and the community. We will not decrease the amount of training provided to the officers, but will restructure the scheduling and manner in which it is offered. The types of training offered annually varies, and implementation will certainly be altered and improved as necessary.

- **Quarterly training**
  - Each lieutenant will be provided a list of mandatory training for each officer on his shift.
  - Each shift will conduct its own training every quarter.
  - The officers within each shift will routinely train together as a unit, which will reinforce knowledge and experience as they practically utilize these skills.
  - Guest trainers will be video recorded for viewing by subsequent shifts.
- **Firearms training**
  - Each shift will be staffed by a firearms instructor, allowing the shift to train together as a unit.
  - During practice sessions, there will be a lower student to teacher ratio, which will improve quality of instruction.
- **K-9 training**
  - This is generally performed individually by the K-9 officers and will be scheduled during their block of flex time each month, allowing the K-9s and their handlers to spend more time on patrol each month.
- **Off-campus training**
  - Officers attending off-site training schools will be scheduled accordingly.
  - These schools are often scheduled up to a year in advance; knowing the officers' schedule in advance will be helpful to the department.
- **Traffic safety training**
  - Each shift will be staffed by a DUI instructor



## Communication

Communication was another issue of importance stressed by MTAS. Because the shifts work together as a unit, there will be little interaction between officers who don't serve together. Of particular concern is the ability of shifts beginning a new work-cycle after two/three days off to catch up on the events of the previous few days. While we can't fully anticipate the implications of this issue, we will enact some proactive measures.

- **Overlapping shifts:** The two officers who come on shift early will have a chance to interact with officers from the previous shift and communicate any necessary information to their own shift.
- **Expanded Daily Activity Report:** The DAR contains statistics on prior activity within the department, arrests made, community trends, etc. The scope of information contained in this document will be expanded to include information from multiple prior shifts.
- **Roll Call:** Roll call will continue to be the central source of information for officers coming on shift. The lieutenants will be in constant communication with each other through command staff meetings, one-on-one interaction, phone, and email to ensure they have current, relevant information to share with their officers.

## Pay and Benefits

- **Payroll**

Personnel on a 12-hour shift will still be paid every two weeks based on a 28 day period. Paychecks will be issued every two weeks, with overtime to be paid out in the second check of the month, after the completion of the 28 day work period. Regular pay will be stabilized over two checks, with an average of approximately 80 hours worked each check.

- **Leave Time**

Every effort is made to distribute personnel benefits in an equal manner to all city employees. Due to inherent differences in the scheduling of employees who work through shifts and pay periods of varying lengths, some modifications in the manner in which leave is awarded and taken will be made. However, the end result of these modifications reflects a desire to implement as much consistency among employees throughout the various departments as possible.

As with current City policy, employees may not use any accrued leave time for time in which they are not already scheduled to work. (i.e. Vacation time may not be paid out for a day in which an employee was not meant to work.)

- **Holiday Pay:** Holiday pay will only be paid out in 8 hour increments. Officers wishing to take off on the actual holiday will need to supplement this time with an additional 4 hours of vacation leave, or utilize part of the 8 hours each work cycle which must be 'burned' (unpaid) to ensure that the proper amount of hours are worked each pay period. (no change in city policy)
- **Vacation Leave:** Vacation leave will still be awarded and taken in the same manner as all other employees.
- **Sick Leave:** Sick leave will still be awarded and taken in the same manner as all other employees.
- **Bereavement Leave:** For police personnel on a 12 hour shift, up to 24 total hours of bereavement leave will be offered to attend to matters related to the death of an immediate family member (parent, spouse, or child). 8 hours will be offered to attend to matters related to the death of other family members (grandparent, grandchild, siblings, in-laws, or step-children). For police personnel working an 8 hour shift, bereavement leave will be awarded as defined in the personnel handbook.
- **Military Leave:** Consistent with State law, military reservists who are called into active duty will receive up to 20 days worth of pay, in increments of 8 hours, with a cap of 160 hours per calendar year.
- **Civil Leave:** When possible, employees will return to work after completing jury duty and will be paid accordingly for time missed. When not possible to return for work, employees will be paid for all time missed while regularly scheduled on shift. (no change in city policy)

## **Conclusion**

### **How does this plan benefit the community?**

- Proactive, focused patrolling
- Heavier officer presence in zones currently needing more coverage
- Increase in officers on duty at any given moment
- Promotes flexibility and innovation
- Increase in officer productivity
- Boosts morale, which impacts job performance
- Enables the City to attract a higher caliber of officers to the department
- Ensures specially-trained officers are available on all shifts, at all times

### **How does this plan benefit the department?**

- Sets the department up for growth (i.e. future traffic division, additional K9 officer)
- Increases supervisory capacity
- Enhances ability to plan ahead and maximize manpower
- Projected decrease in vehicle maintenance costs
- Anticipated that longer periods of time off-duty and condensed shift schedules will decrease the amount of sick time taken by officers
- Knowing the schedule months ahead allows officers to plan court dates around day-shift rotation

### **How does this plan benefit the employees?**

- Provides predictable off-duty time to spend with family
- Officers expect to be less fatigued, when factoring in longer periods of rest
- Decrease in stress
- Studies show a decline in the divorce rate within departments

### What are the unknowns?

- The full effects on communication between shifts
- The impact of a lack of interaction between shifts during quarterly training
- The extent to which reserve officers can be used to fill in gaps, when necessary
- Potential total decrease in overtime

### How will we manage the unknowns?

- Rely heavily on command staff to communicate with each other and with their shifts, as well as continue to employ various methods of communication to ensure that all officers are receiving timely, relevant information.
- Monitor training sessions, solicit officer feedback, and provide training in as many formats as possible. Readjust the training strategy as necessary.
- Ensure that reserve corps is fully staffed and ready for duty.
- Supervisor accountability of overtime and administrative oversight of overtime totals

### Next Steps

- Upon approval by the Board, it will be necessary to begin incorporating the various policy changes into City and departmental regulations. Within the police department, Bob Stahlke will be the point person on revising the General Orders, with assistance from members of the Study Committee. The necessary changes have already been identified. Administration is currently going through the process of revising the City's Personnel Policy and will make any Police Department related changes as necessary.
- The finance department will run year-to-date overtime reports each month to make sure totals are in line with previous periods. This will help us track trends and make sure we are keeping OT numbers in check.
- In the transitional stages of implementation, finance employees will be available to meet with Police Department command staff to ensure that officers are properly scheduled and paid for their hours worked.
- The committee will continue to meet and discuss any unresolved issues relative to the 12 hour shift, as well as any points for improvement. Implementation will be an evolving process, and there are sure to be some issues that won't be immediately apparent.





**Patrol Overtime Summary Report**  
**Sevierville Police Department**

28 Day Period (Dates)	# OT Hours Worked				Total
	A Team	B Team	C Team	D Team	
<b>Total:</b>					

Supervisory notes:

Patrol Captain: \_\_\_\_\_

Chief: \_\_\_\_\_

\* Split daytime Lieutenant OT between shifts being supervised






# City of Sevierville Police Zones

1 0.5 0 1 Miles

City of Sevierville 019  
4-18-2011



## Legend

-  Zone 1
-  Zone 2
-  Zone 3

