



# VACAVILLE POLICE DEPARTMENT

Organization Analysis and Performance Review

FINAL REPORT  
FEBRUARY 2018

PREPARED BY:  
**KREINS CONSULTING**





February 12, 2018

John Carli - Chief of Police  
Vacaville Police Department  
660 Merchant Street, Vacaville CA 95688

**Subject: Vacaville Police Department Organization Analysis and Performance Review**

Dear Chief Carli:

I am pleased to submit this report on the Organization Analysis and Performance Audit that was conducted collaboratively with your staff. During the course of this review, I conducted interviews with virtually the entire supervisory and command staff of the Police Department as well as other key staff members who contributed important information. I believe that this report will establish the basis for future discussions with your department, city staff and the Vacaville City Council. This report will provide an overview of ongoing projects and programs, organizational staffing, and organizational challenges. The report will outline a roadmap of recommendations for organizational improvements and will also establish a basis for developing an agenda of key topics of organizational issues to be addressed at future workshops, staff meetings and the next Vacaville PD Team Building and Strategic Planning Session scheduled for 2018.

Key observations from this organization review included:

- The Vacaville Police Department places a high priority on customized public safety and law enforcement services to the public. This has been successfully accomplished through the planned coordination of departmental programs, staffing assignments, community outreach, community engagement and a variety of communication and social media strategies.
- The Vacaville Police Department has a very flat command staffing structure. A detailed review of management staff tasks and responsibilities confirms that the span of control for the current command staffing structure is essentially not manageable. A command staff comparison to several other similar size law enforcement agencies in the San Francisco Bay Area demonstrates that the current command staffing structure of the Vacaville Police Department is significantly understaffed. There are noteworthy concerns regarding the tasks, responsibilities and span of control for the Department's supervisory and command staff. Refer to Exhibit III
- The Vacaville Police Department commits an extraordinary amount of resources to their Family, Social Services and Youth Services Programs. These highly successful programs should be nurtured and enhanced when and wherever possible. These programs can be held up as shining examples of proactive community engagement and should be modeled by law enforcement agencies throughout the state. While these programs are highly successful, there are concerns regarding the cost sharing of services between the City/Department and the School District. Refer to "Recommendations" regarding future negotiations between the Vacaville Police Department and the Vacaville Unified School District regarding the School Crossing Guard and School Resource Officer Programs.

- The Vacaville Police Department is an organization that continues to reinvent itself. The organization is currently in the process of reviewing their in-house communications (Dispatch - CAD) and Records Management Systems (RMS). A consultant has been hired to review best practices in CAD/RMS, Dispatch and Records operations and conduct an analysis of staffing and supervision in both work areas. In addition to this performance audit, the organization is also developing a staffing plan to restore and enhance police services and programs by integrating eleven (11) new sworn positions to be hired (through Measure M revenues) in fiscal years 2017/18 and 2018/19.
- The Vacaville Police Department has consistently proven that it is a fiscally and strategically efficient and effective law enforcement agency, as demonstrated by years of significant reductions in staffing, resources, and overall budgeting; and yet, the Department has maintained consistently low crime rates.
- Several opportunities remain to enhance a variety of efficiencies and other performance matters including internal communication, team building, developing a strategic plan for community outreach to include providing public information and a messaging strategy to the public; strategic leadership and succession planning, a review and restructuring of the organization command structure, deployment of current and future staffing/resources, development of a strategic plan for traffic education and enforcement, and enhanced use of civilian personnel. These issues will be discussed in detail in the body of this report. Several recommendations have been suggested for organizational improvement. Refer to Table of Recommendations.
- The Vacaville Police Department Staff are highly committed and adaptable. The organization and staff are dedicated to the mission of providing the highest quality of police services and they remain focused on excellence in the delivery of public safety services.

I enjoyed the opportunity to work with your organization and dedicated staff, and I sincerely appreciate the time, effort, and enthusiasm that you and your staff committed to in assisting me while conducting this organizational audit and review.

I look forward to receiving your feedback.

Yours truly,

Joseph M. Kreins, Principal  
**KREINS CONSULTING**

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# Executive Summary

Beginning in October 2017, the Vacaville Police Department initiated an Organizational Analysis and Performance Review. The primary purpose of this review is to provide the Chief of Police and Command Staff with a snapshot of observations and recommendations regarding organization staffing; review supervisory and command structure, and make recommendations for areas of potential improvement. This report was not intended to be a comprehensive analysis of policing services; crime trends; calls for service; benchmarking statistics with other agencies; or a detailed analysis of staffing, scheduling, deployment or budgeting. This report is, however, intended to provide a review of organizational command structure - supervisors and managers; an evaluation of projects, programs and initiatives; and a review of organizational efficiency and effectiveness to create a list of proposed recommendations geared toward enhancing organizational performance and the delivery of policing services.

The organization analysis included reviewing, evaluating and making recommendations listed in **Table 1** below.

**Table 1. Organization Analysis Contents**

Review and Evaluate	Recommendations Regarding
<b>Assignments:</b> Tasks/Responsibilities of civilian, volunteer and part-time staffing	
<b>Special Assignment Positions:</b> County Narcotics Enforcement, FBI Safe Streets Crimes Task Force, Northern California Computer Crimes Task Force (Nc3TF), School Resource Officer and Social Services programs	<b>Current Police Department Organization Structure:</b> including a review of supervisory and command structure, sworn and non-sworn staffing, scheduling and deployment
<b>Current Volunteer in Police Services (VIP's) Program</b>	
<b>Current Community Engagement, Communication and Community Outreach Programs</b>	
<b>Current Social Media efforts</b>	<b>Public Information and Media Relations Communications Strategies</b>
<b>Department budget and resource allocations for best practices</b>	<b>Improvement of budget and resource allocations</b>
<b>Historical data related to Part I and Part II Crime information</b>	<b>Patrol deployment and investigative follow-up</b>
<b>Existing Succession Plan, Training Plan, Strategic Plan, and prior Team Building Action Plans</b>	<b>Future Team Building and Strategic Planning Agenda items</b>

The organization analysis and performance audit review have been completed and this report presents observations and recommendations for discussion with the Chief of Police and his staff, as well as potential future workshops with City staff, members of the public and the Vacaville City Council.

## OVERVIEW

The City of Vacaville is a vibrant and growing community with a diverse population of 98,303. This full service city lies along the Highway 80 corridor between San Francisco and Sacramento and has become home to some of the largest and most successful life-science companies in the world. Vacaville's location makes it one of California's most attractive family communities. Historically, the city has made public safety one of its most important priorities and it operates full-service police, fire and public works departments. Compared to other similar sized cities in California, Vacaville enjoys historically low crime rates.

The Vacaville Police Department is dedicated to providing outstanding law enforcement services to the community. The Department currently employs 160 full time employees with 102 sworn officers. In fiscal year 2017/2018 (supplemented by Measure M funding), the Department was authorized to hire an additional 11 Sworn positions and (when hired and trained) this will increase sworn staffing to 113 positions and overall full time positions to 171. The current total sworn positions are considerably lower than the 116 sworn positions that were authorized and staffed in Fiscal Years – FY 07/08, FY 08/09, and FY 09/10. Due to ongoing fiscal constraints, the Department reduced sworn staffing from a high of 116 sworn positions in FY 07/08 to a low of 96 sworn positions in FY 13/14 and 14/15. These sworn positions were reduced over five consecutive years between FY 09/10 and FY 13/14. The addition of these 11 new positions will nearly restore the sworn staffing level back to the level that was attained in fiscal years 2007-2010. Refer to Staffing Allocation Chart shown in **Table 2**.

**Table 2. Staffing Allocation Chart**

<b>Budgeted Sworn</b>	<b>FY 07/08</b>	<b>FY 08/09</b>	<b>FY 09/10</b>	<b>FY 10/11</b>	<b>FY 11/12</b>	<b>FY 12/13</b>	<b>FY 13/14</b>	<b>FY 14/15</b>	<b>FY 15/16</b>	<b>FY 16/17</b>	<b>FY 17/18</b>
Police Chief	1	1	1	1	1	1	1	1	1	1	1
Captain								1	1	1	1
Lieutenants	5	5	5	4	4	3	3	3	4	4	4
Sergeants	16	16	16	13	13	13	13	13	13	13	13
Police Officers	94	94	94	85	82	80	79	78	78	82	83
<b>Authorized Sworn</b>	<b>116</b>	<b>116</b>	<b>116</b>	<b>103</b>	<b>100</b>	<b>97</b>	<b>96</b>	<b>96</b>	<b>97</b>	<b>101</b>	<b>102</b>
<b>Line Staff Assignments</b>											
Patrol*	56	56	52	52	46	46	46	50	50	51	51
Traffic	10	10	10	7	5	6	7	6	6	6	6
ISS	7	7	7	5	5	5	5	4	6	6	6
NET	4	4	4	4	4	4	4	4	4		
CST	7	7	7	4	4	4	3	4	4		
VICE										7	6
CRU (Grant)										2	2
YSS	4	4	4	4	4	4	4	4	4	4	4
FIRST/SVU	6	6	6	5	4	3	4	4	4	4	4
Safe Streets TF											1
Kaiser (Grant)										2	2
NC3TF (Grant)											1
<b>Total</b>	<b>94</b>	<b>94</b>	<b>90</b>	<b>81</b>	<b>72</b>	<b>72</b>	<b>73</b>	<b>76</b>	<b>78</b>	<b>82</b>	<b>83</b>
<b>Unfilled/Unassigned</b>			4	4	10	8	6	2			
Budgeted Civilian FTE	68	68	69	58	57	57	57	55	55	55	<b>58</b>
<b>Total Budgeted Police FTE</b>	<b>184</b>	<b>184</b>	<b>185</b>	<b>161</b>	<b>157</b>	<b>154</b>	<b>153</b>	<b>151</b>	<b>152</b>	<b>156</b>	<b>160</b>

As shown on the above chart, the Department has also reduced overall staffing (sworn and civilian staff). The Civilian staff was reduced from a high of 69 authorized positions in FY 09/10 to a low of 55 Civilian FTE in FY 15/16. The total budgeted Police positions (FTE) was reduced from a high of 185 in FY 09/10 to a low of 151 FTE in FY 14/15.

Furthermore, Line Staff Assignments were reduced from a high of 94 sworn positions in FY 07/08 to a low of 72 positions in FY 12/13. The Line Staff positions have since been restored to 83 positions in FY 17/18 and that staffing level will continue to be restored as the 11 new positions are hired and phased in during FY 17/18 and FY 18/19.

The Department utilizes more than 60 civilian volunteers in a robust and coordinated Volunteer in Policing Program (VIP's) that also includes a comprehensive School Crossing Guard Program. The Department also maintains Reserve Officer and Cadet Programs.

The Vacaville Police Department is a service-oriented agency that prides itself on integrity, professionalism, and concern for the quality of life in the community. John Carli is the Chief of Police, having begun his career in the City of Vacaville in 1989 and was appointed to the position of Chief of Police in April 2014. Chief Carli is supported by a Command staff that includes one (1) Police Captain, four (4) Police Lieutenants and a small administrative professional staff that assist in the management of budgeting, crime analysis, recruitment and personnel, training, volunteer programs, public information and community outreach as well as many other administrative services.

Refer to **Figure 1 and 2** for the Department's Organization Charts – **Figure 1** depicts the Organization Chart with the Chief, (1) Captain and (4) Lieutenants and **Figure 2** depicts the Organization Chart with the Chief, (1) Captain, (1) Acting Captain, (1) Acting Lieutenant and (3) Lieutenant positions. I will discuss in detail the differences between the two Organization Charts.

# Vacaville Police Department

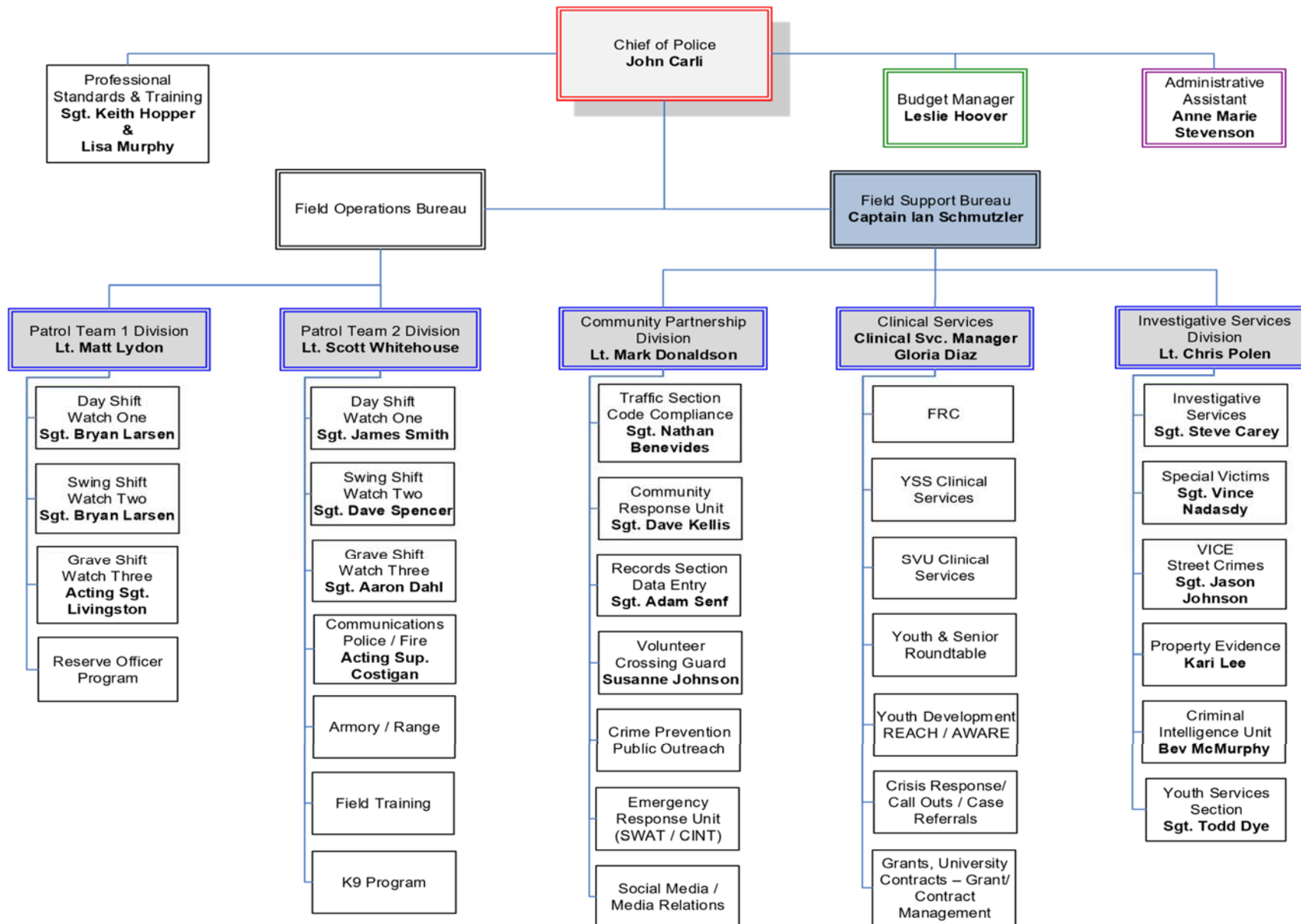


Figure 1. Organization Chart 2018

## Vacaville Police Department

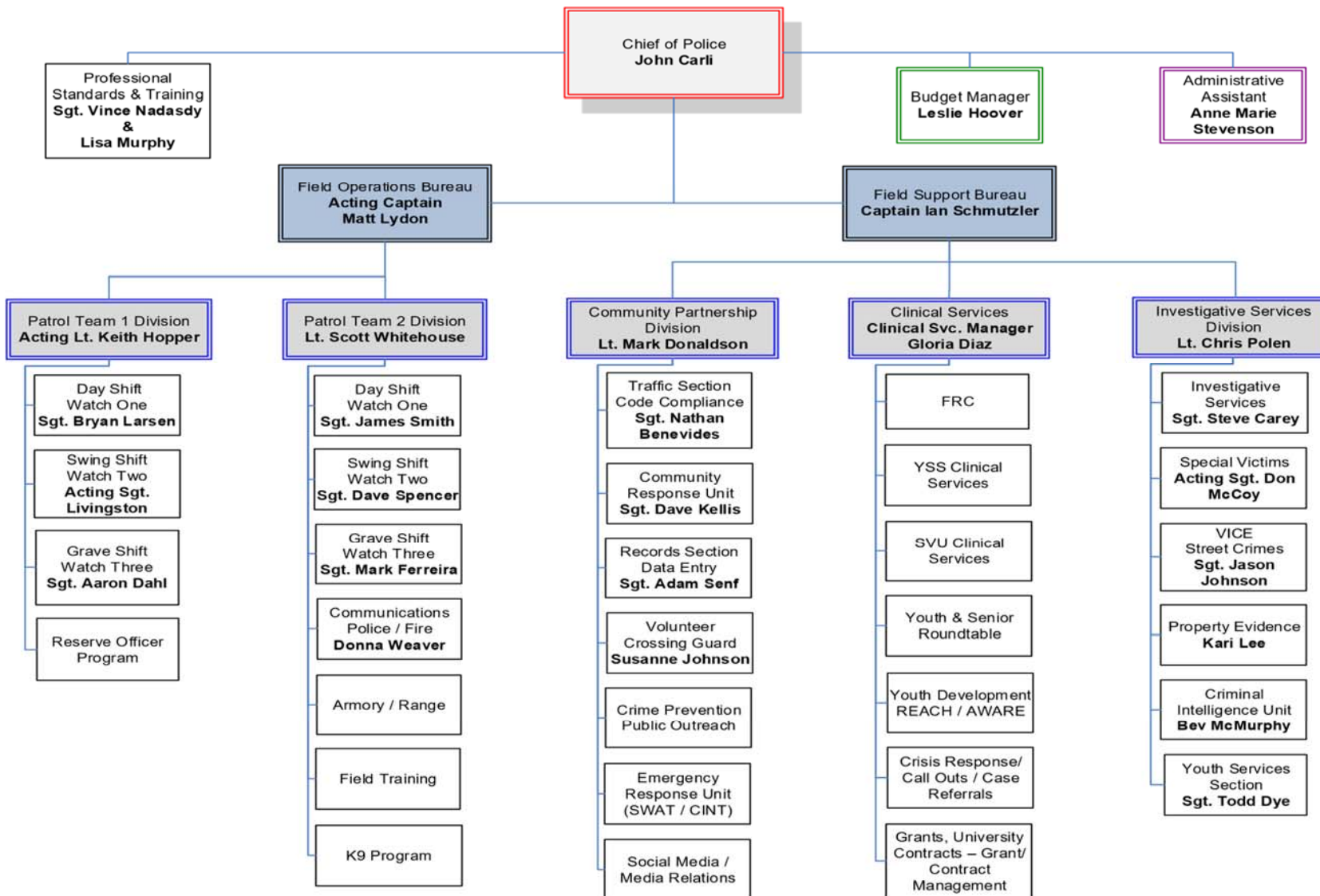


Figure 2. Organizational Chart 2017

## RECRUITMENT – RETENTION – HIRING

Recruitment and Retention are crucial in shaping and maintaining the lifeblood of any law enforcement organization. The Vacaville Police Department prides itself in attracting the most qualified and highest caliber applicants who meet the needs of the Department and the community. The Department strives to hire those employees who not only meet and exceed the basic requirements of knowledge, skills and abilities, but they also seek to find candidates who mirror the community and who reflect the key values of the community and the organization. The Department embraces the diversity of the community. In other words, they seek to hire those individuals who are also a “good fit” for the organization. The success in their recruitment efforts lies in the positive track record of retention of both civilian and sworn personnel and the high morale and employee job satisfaction.

Recruitment for both civilian and police officer positions are conducted through job postings online, print media, career fairs and word of mouth referrals. Understanding what it means to serve the community is essential in selecting the best applicants. Vacaville Police Officers and employees are selected for numerous reasons, including one’s integrity, honesty, experience, education, and commitment to serving the community. As technology, complexity of job assignments and sophistication of criminal activity increase, recruitment for all positions within the Police Department are constantly evolving to ensure that the employees of the Vacaville are ready to meet the high standards of the organization.

Retaining current police employees is one of the primary keys for success in delivering a quality level of services to the community. Stability for employees maintains a positive level of morale within the agency and this translates to satisfied and productive employees. Providing Vacaville employees with the most contemporary training, equipment, and competitive salaries and benefits creates a positive work environment which translates to positive employee retention.

Of the current 102 sworn officers, the Department boasts an astonishing 77 Officers (75%) who are living in the City of Vacaville. This is an incredible statistic that speaks volumes about the morale, dedication, commitment and investment that these officers have made to their community and their Department. Although I am not aware of any studies on this issue, from experience I do know that the percentage of officers who live in the cities they work for (in the San Francisco Bay Area) is very small, generally less than 20% of total staff.

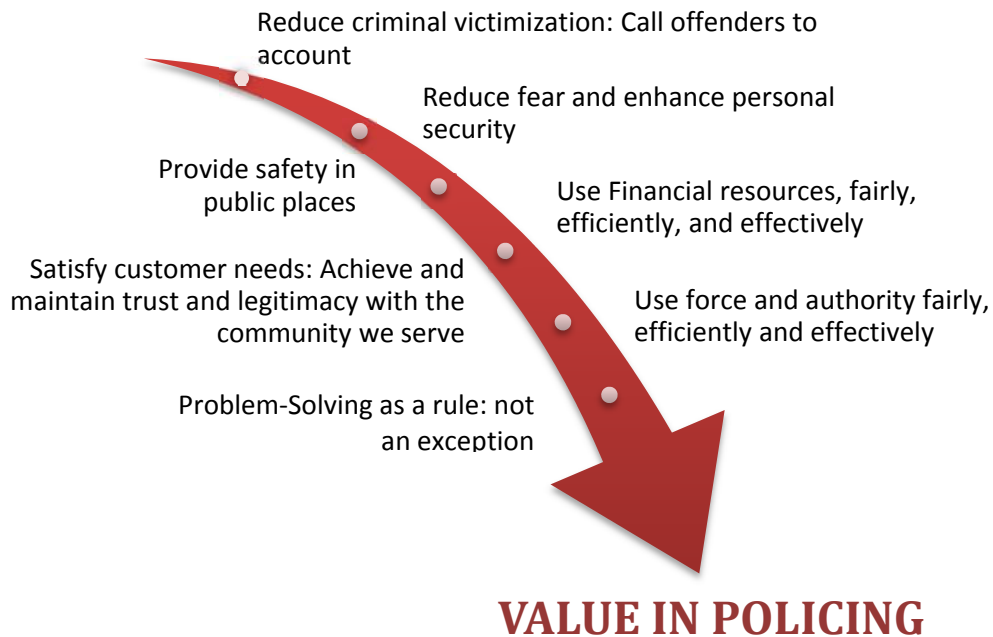
The Department serves the public through its patrol, administrative and investigative services. In addition, the department also has a Special Weapons and Tactics Team, a Youth Services Section and Canine Units. Among the special units is the Family Investigative Response and Services Team (FIRST) that encompasses domestic violence, adult abuse, and child abuse. The Family Resource Center works out of their FIRST Office, located in the Vacaville City Hall Wing adjacent to the Police Department.

### **The Police Department's Core Values include:**

- **Integrity in our Actions**
- **Service to the Community**
- **Ethical Conduct and Decision Making**
- **Respect for Human Dignity**

## RECOGNIZING VALUE IN POLICING

Some of the key goals in recognizing and providing quality customer service require that the organization stay focused on providing a return on investment and creating value for the considerable financial investment in public safety are illustrated in **Figure 3**.



**Figure 3. Key Goals towards Value in Policing**

## LAW ENFORCEMENT STAFFING

One of the most difficult and costly challenges that law enforcement executives, city managers, and elected officials face is determining the appropriate formula for the effective staffing of its police department. The reality is that modern police staffing is expensive yet necessary and often-times difficult to understand.

The most important factor to recognize is that there simply is no perfect model. Every community is different; every community has different policing needs; different policing concerns; different policing and service delivery strategies; different community needs; different historical perspectives; and different policing realities by way of the level of crime and social disorder; geographic challenges; demographics; financial challenges; political environment; community expectations; demands for calls for service; and different policing perspectives.

The question of how many officers and support staff does any law enforcement agency really need depends on a plethora of factors and recognized staffing criteria. **Table 3** lists potential factors to consider when evaluating law enforcement staffing needs.



Table 3. Law Enforcement Factors

Law Enforcement Factors – Staffing Criteria	
<b>Budget Authorization:</b> Financial Liabilities, Financial Sustainability	<b>Records Operations:</b> Support staff needs Community Safety Goals/Objectives, Community Policing Partnerships
<b>Staffing Needs:</b> Vacancy ratio, Officer to resident ratio, Officer to civilian staff ratio	<b>Business-to-Residential Ratio:</b> Business/Chamber partnerships
<b>Calls for Service:</b> Total number of calls for service, Prioritization of calls for service, Types of calls for service	<b>Demographics:</b> Changes in population
<b>Response Times to Calls:</b> Priority 1, 2, 3, Dispatched response times	<b>Community Needs:</b> Perceptions, Expectations of service levels
<b>Crime Statistics and Crime Trends:</b> Crime analysis capabilities	<b>Community Safety Goals/Objectives:</b> Community policing partnerships
<b>Traffic Issues:</b> Education, Engineering, Enforcement	<b>Community Government Collaboration:</b> Community involvement
<b>Geographic Coverage:</b> Beat alignments	<b>Community Outreach and Communications Strategies</b>
<b>Mutual Aid Responsibility</b>	<b>Volunteer Programs</b>
<b>Levels of Officer Safety/Security:</b> Minimum staffing per shift/per squad	<b>Neighborhood Involvement Programs:</b> Neighborhood watch, Business watch
<b>Scheduling:</b> 24 hours per day – 7 days per week operations	<b>School Sites:</b> Needs, Partnerships, School resource officers
<b>Training Mandates and Training Needs</b>	<b>Crime Prevention Initiatives</b>
<b>Legal &amp; Legislative Mandates</b>	<b>Crime Scene Processing Needs/Capabilities:</b> Property and evidence, Storage and handling
<b>Memorandums of Understanding:</b> Labor agreements	<b>Emergency Operations:</b> Disaster preparedness responsibilities
<b>Investigative Responsibilities:</b> Prioritization of investigative follow-up, crime clearance rates	<b>Specialized Policing Teams</b>
<b>Communication Center Operations</b>	<b>Special Events:</b> Operations Management
<b>Population Shifts:</b> Day vs. Night, Tourism socio-economic issues	

## POLICE STAFFING DYNAMICS

The above listed criteria are just some of the more important, yet numerous factors to be considered when developing an overall law enforcement staffing strategy. When measuring staffing needs, Vacaville PD has historically utilized a benchmark of 700 calls per officer annually as an indicator of proactive availability of Patrol Officers. Beyond the 700 call threshold, discretionary time becomes limited and officers lose the ability to work proactively and generally will not have the time to commit to true community policing by way of community engagement and problem solving.

Benchmarking studies that compare sworn and non-sworn staffing ratios as well as crime statistics with other similar sized communities are simply one way to examine staffing issues, but provide no guarantee in finding the best staffing model for any given agency. One critically important issue that is often overlooked is how any agency specifically utilizes the staffing resources that it currently has available.

This report seeks to review how the current staffing of the Vacaville Police Department is utilized, reviews the current organization chart and its scheduling and deployment models, and makes recommendations for the organization as it now moves beyond Measure M and initially adds up to 11 additional sworn positions in the current and following fiscal years.

The Vacaville Police Department has a very flat management and command staffing structure. A detailed review of management staff tasks and responsibilities confirms that the span of control for the current command staffing structure is essentially not manageable. A command staff comparison to several other similar size law enforcement agencies in the San Francisco Bay Area demonstrates that the current command staffing structure of the Vacaville Police Department is significantly under-staffed. The issues of Command Staffing positions and Command Staff tasks and responsibilities will be discussed in greater detail in the full body of this report. Refer to **Table 4** for a current Command Staff Comparison.

## CONSIDERATIONS FOR POLICE STAFFING

I have outlined a series of criteria for consideration while determining the ideal level of staffing for a law enforcement agency. Some of the critical factors listed in that criteria included the amount of calls for service, the types of calls for service (the primary activities of the patrol officer), the agency's response time to calls for service and the deployment of officers related to staffing and scheduling. Through my interviews with the supervisory and management staff and a detailed review of internal documents, I have found that the Vacaville Police Department has done an excellent job of reviewing and analyzing these critical factors. This detailed analysis of calls for service and workload demands has led the organization to implement a series of deployment schedules.

**Through a continuous process of evaluation and analysis, the Department's supervisors and managers review the total number of calls for service; the types of calls for service; ongoing issues involving staffing and deployment; scheduling, and community feedback to determine strategies for the most efficient and effective level of service delivery. The staff is doing an excellent job of managing their limited resources. As such, other than a review of existing information, a more detailed analysis of these issues was not requested for the purpose of this report.**

## PROFESSIONAL STANDARDS UNIT

The Professional Standards Unit manages Vacaville PD personnel matters including the recruitment, interviewing, background investigation and recommendations for hiring of all prospective employees. The Unit is also responsible for investigating allegations of employee misconduct and ensuring compliance with the Department’s policies, procedures, and operating standards.

## CHALLENGES TO RECRUITMENT AND HIRING

The Vacaville Police Department currently uses three different (PERS) retirement formulas for Police Officers. The 2% at 50 formula is no doubt a detriment to recruitment and hiring, especially at the Lateral Police Officer Level, where the majority of lateral candidates will have a PERS Plan of 3% at 50 or 3% at 55. The Department generally hires those Police Trainees who have completed a Basic Police Academy, but has not hired and sent any new Officers to the Police Academy in several years. To further successful hiring, the department recently revamped the police officer trainee position making it more cost effective to hire entry level positions and sponsor them in the Police Academy. There are distinct advantages and disadvantages to sponsoring new officers through the Police Academy, although the advantages generally far outweigh the disadvantages. This is an option that should be seriously considered by the Department in the future.

## BAY AREA COMMAND STAFF COMPARISON

Table 4. Vacaville PD Command Staff Comparison

Vacaville Police Department - Command Staff Comparison - San Francisco Bay Area						
Department	Population	Chief	Deputy Chief	Captains	Lieutenants	Total
Vacaville PD	98,303	1	0	1	4	6
Fairfield PD	114,756	1	0	2	6	9
Vallejo PD	121,299	1	0	2	7	10
Concord PD	128,726	1	0	3	7	11
Daly City PD	106,472	1	0	2	7	10
Roseville PD	132,671	1	0	2	7	10
Pleasanton PD	82,270	1	0	2	5	8
Livermore PD	89,115	1	0	2	5	8
San Leandro PD	90,465	1	0	2	7	10
Novato PD	56,004	1	0	2	3	6
San Rafael PD	58,954	1	0	2	4	7
Richmond PD	109,813	1	1	3	11	16
Berkeley PD	121,201	1	1	3	8	13
Santa Clara PD	125,948	1	1	4	10	16

# SECTION A

## Chapter I – Introduction

### THE VACAVILLE POLICE DEPARTMENT

As outlined in the executive summary of this report, the Vacaville Police Department serves a population of approximately 98,000 residents. The Department is currently authorized 171 full-time staff of which 102 (increasing to 113) are sworn positions. The Department's staff is augmented by part-time personnel and volunteers. The Department operates on an annual budget of approximately \$ 35.5 million.

Operationally, The Vacaville Police Department utilizes a 9 beat system, with each geographical patrol area designated as a "Beat." These beats are aligned to effectively divide and manage calls for service and response times to calls. The Department has a Crime Analysis program that will be discussed under a separate heading.

The supervisory and command structure of the Vacaville Police Department is guided, managed, and coordinated by a Chief of Police, one (1) Captain, four (4) Lieutenants and fourteen (14) Sergeants. At the time when I initiated the research on this audit, the temporary command structure included one Lieutenant who was serving as an Acting Captain, one Sergeant serving as an Acting Lieutenant and one Senior Officer serving as an Acting Sergeant - refer to Organization Chart – Exhibits II and IIA. The Organization utilizes several Senior Police Officer Positions that serve in a variety of capacities; including as patrol officers, field training officers, and also acting as quasi-supervisors in the absence of patrol sergeants.

***Recommendation:** The Department should conduct a review of the "Senior Officer" position to determine if the establishment of a Corporal program would be more productive to the utilization of the Senior Officers. It is likely that a structured Corporal program would enhance training, officer accountability and serve as a key platform for succession planning for first-line supervisors.*

The agency operates on razor thin supervisor and management staffing margins – as well as overall sworn and civilian staffing levels. For the past few years, and now going forward, the organization has been operating in "**recovery and restoration of staffing and services mode,**" attempting to build back toward the authorized staffing levels they were at ten years ago.

Given these thin staffing margins, the agency has strategically focused on the most effective and efficient use of its staffing resources. **Table 5** lists some of the primary tasks of each member of the current Command Staff. This Command Staff illustration includes the Chief, Captains and Lieutenants. This list is simply a snapshot of key management tasks and responsibilities and does not include the numerous tasks and responsibilities assigned to all other supervisors, civilian staff, line staff and other key personnel. These tasks and responsibilities will be discussed in further detail throughout this report. This chart of key tasks does outline and begins to paint a picture of the substantial responsibilities assigned to the current command staff at the Vacaville Police Department; and, this chart further illustrates the immediate need to expand the existing command staff structure.

Table 5. Primary Tasks of Current Command Staff

Chief Carli	Captain Schmutzler	Acting Captain Lydon	Lt. Whitehouse	Lt. Donaldson	Lt. Polen	Acting Lt. Hopper	Clinical Svc. Mgr. Gloria Diaz
Appeal/Skelly/ Discipline	AB 1600 Committee	City Advisory Committee	Armory	Arrest & Control Team	Awards/Comme ndations	Cadet Program	ATOD Juvenile Prevention
A-Team	Alcohol Beverage Control	Compstat/Crime Dashboard	Bike Patrol	AVOID the 10 DUI Program	Background Investigations	Chaplaincy	Child Abuse Prevention
Budget & CIP	Bingo Licensing	County Commanders	Brenden Mann Grant	California Office of Traffic Safety Grants	Child Protective Services Liaison	Community Liaison-South	Contract review w/City Attorneys
City Council	Budget for FSB	CSO Liaison	Canine Program	City of Vacaville Neighborhood Team	Computer Forensics Lab	Juvenile Probation	Coordinate clinical response to Call Outs
Com. Corrections Partnership	CAD Upgrade Project	District Attorney's Office Liaison	Communications Center	Community Safety Ordinance	County Investigation Group	Peer Support	Family Resource Center Network
Community Engagement	Cal Chiefs Law & Legis. Comm.	EOC Team	Community Liaison-North	Crime Free Housing Program	CVSA Program (Lie Detector)	Reserve Program	Grant Management
Criminal Justice Partnership	CCW	Holding Facility	Crisis Liaison/PES	Crime Prevention	Diversion Program		Homeless Roundtable
Custodian of Records	CDCR Citizen Advisory Committee (chair)	HR-Workers Comp	EOC Team	Critical Incident Negotiation's Team	EOC Team		Liaison with Solano County
Delta Team	Criminal Justice Partnerships Committee	Lexipol/Policies	EVOC-Pursuit Driving	Downtown Vacaville Business Improvement	FBI/Safe Streets		Liaison with Universities

Chief Carli	Captain Schmutzler	Acting Captain Lydon	Lt. Whitehouse	Lt. Donaldson	Lt. Polen	Acting Lt. Hopper	Clinical Svc. Mgr. Gloria Diaz
				District Liaison			
Department Administration	DOJ Firearms Liaison	MFF Oversight	Field Training	Emergency Response Team (SWAT/CINT)	FIRST/Special Victim Unit		Liaison with VUSD
EOC Team	EOC Team	Neighborhood Team	Lexipol	EOC Team	Fleet Management		SVU Clinical Services
Grants & Alternative Funding	FCC Licensing	OES Liaison	Mobile Field Force	Firearms Coordinator	Gang Task Force		U-Visa Review (Prior to Polen)
Homeless Roundtable	Field Services Bureau	Patrol Staffing Committee	PD Equipment	Fitness Program	Hiring Recruitment		Youth Development Programs
IACP	NVCCJTC (Napa College)	Personnel/HR	Range master	Homeland Security	ISS (Investigation)		Youth Roundtable
Labor Issues	PD Building Facilities	Subpoena/DA's Office	Special Events	Homeless Roundtable	Massage Compliance		Youth Summit
Legislative	Radio Interoperability	Telestaff/Shift Scheduling	Threat Assessments	Honor Guard	NC3TF High-Tech Task Force Officer.		YSS Clinical Services
Pitchess Motions	Risk Management/Legal	Threat Assessment	Field Training	Kaiser Grant Liaison	Involved/Fatal Incident Protocol		
Public Relations	Standards/Internal Affairs	TLO-Terrorism Liaison		OTS Grant	Property/Evidence		
SCLEAA-County Chiefs	Technology/Governance	Training Committee		PIO	Records Section		
Staff Development	Travis Regional Armed Forces Committee	Use of Force Review		Planning Review Committee	Surveillance Program		

Chief Carli	Captain Schmutzler	Acting Captain Lydon	Lt. Whitehouse	Lt. Donaldson	Lt. Polen	Acting Lt. Hopper	Clinical Svc. Mgr. Gloria Diaz
Strategic Plan	Work Comp-FMLA – HR Liaison (remove from Lydon’s list)			Records Section	VICE-CST (Crime Suppression)		
Succession Planning				SACA/HAS (Animal Control)	VICE-NET (Narcotics Enforcement)		
VCEA Co-op				Safe Business Program	Youth Roundtable		
VMO Co-op				Safe Routes to School	Youth Services Section		
VPOA Co-op				Social Media	U-Visa Immigration Program		
				Special Events			
				SWAT			
				Taser / Less Lethal			
				Traffic Advisory Committee			
				Traffic Section			
				Volunteer Program			

***Although the Department operates on thin staffing margins for both sworn and civilian positions, I found that the Vacaville Police Department is a highly responsive; very efficiently operated, well managed and well organized law enforcement agency that meets the daily public safety needs of the community it serves.***

***Recommendation: The Department should facilitate a discussion regarding the development of a future staffing allocation plan. The Staffing Plan should identify key positions within the organization and outline the specific tasks and responsibilities for all supervisory, management and command assignments.***

Although I will discuss this issue in more detail in this report, I recommend that a discussion regarding future staffing allocation priorities be placed on the agenda for the next agency team building and strategic planning session. The Department has already begun planning its next team building and strategic planning session for 2018. A workshop plan has already been submitted to and approved by the State of California Commission on Peace Officer Standards in Training (POST).

***Throughout the course of my research, it became obvious that the Chief, Department supervisors and managers, line-staff, civilian employees and the City Management Team and City's Elected Officials, have placed a high priority on public safety and the delivery of high quality policing services. I found that the Department has a very positive culture and morale with respect to citizen and community service as well as internal operations. The Department consistently demonstrates a very high level of responsiveness to virtually any request for assistance or service within its operational area.***

## COMMUNICATION – COMMUNITY ENGAGEMENT

**In order to achieve and maintain success, every organization must continuously and critically ask itself, how are we doing? This question is in fact the basis for this organizational review.**

The environment that we exist in today demands that our government institutions, specifically our public safety agencies, be flexible and adaptable. It demands that we build trust and legitimacy with our constituents and that we focus on the delivery of high-quality services. Organizations must be willing to abandon old programs and methods. We must be willing to embrace creativity, innovation and imagination; and must be willing to critically analyze what we do, and how and why we do it.

The Vacaville Police Department's recent and ongoing commitment to community engagement, communication, transparency, public information and social media platforms have proven that it has become an organization that is willing to reinvent itself. The organization has recognized that public safety is a shared community responsibility and they have actively engaged the community in the public safety process. The organization has become a positive model for public communication, specifically through their active social media platform. About 3 years ago, the department collaborated with media consultant, Laura Cole (Cole Pro Media) - to develop new and innovative strategies for social media and community engagement. This collaboration has been an overwhelming success. Led by Chief Carli, the Department's key communication and media strategies are actively managed by Lieutenant Mark Donaldson (and a small team of key staff members) who have taken the social media and community outreach programs to the next level of success.



In the past few years members of the Department have provided social media and public outreach workshops at the California Police Chiefs (CPCA) annual training symposium; The International Association of Chiefs of Police (IACP) annual training conference; The California Police Officers Association (CPOA) and several individual law enforcement agencies throughout California, including (most recently) the Beverly Hills Police Department.

Law enforcement organizations in California are generally recognized nation-wide as providing the best practices and best model of policing services. The Vacaville Police Department has created a social media model that is now being recognized throughout the state and across the country.

## Chapter II – Scheduling - Calls for Service – Crime Trends

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### PATROL SCHEDULING

To provide the most efficient 24-hour patrol coverage 7-days per week, the Department currently operates on what is commonly known as a modified 4/10 schedule. Patrol Officers, and Sergeants are assigned to four 10-hour shifts. These shifts are divided into Patrol Teams. Each team covers three (3) shifts on one side of the week (Sunday – Wednesday and Wednesday – Saturday) – Days – 0630-1630, Swings – 1400-0000 and Graveyard – 2100-0700 shifts. An overlap day (Wednesday) is designated for training and special operations.

In 2011, the Department completed a comprehensive Staffing Study. The organization has been reviewing and updating that study over these past several years, however, the implementation of a fourth patrol shift remains out of reach due to staffing limitations, especially at the rank of sergeant. The typical span of control for a patrol supervisor ranges between 4-8 officers who are directly supervised by one sergeant. At times throughout the day, Vacaville PD's current shift configuration requires a single supervisor to directly supervise as many as 10-12 officers. The implementation of a fourth shift would eliminate this supervision imbalance and would provide for a more responsive patrol team to more effectively manage calls for service.

The officers are divided into patrol teams that are directly supervised by a patrol sergeant. There is currently a small window of time between shifts that overlaps shift hours to facilitate patrol coverage at peak call for service times. The staff has indicated that although the current schedule works adequately given the current staffing resources, there are times when calls for service are pending and calls requiring a multiple officer response must wait to be dispatched. Additionally, due to staffing issues at various times, not all geographical beats are covered by an assigned officer.

The primary goals are to facilitate both officer and community safety needs, effectively distribute workload responsibilities, manage calls for service in a timely manner, meet training responsibilities and meet the overall public safety needs of the community. What is essentially missing from this 4/10 Patrol Schedule is a fourth shift which is quite common in those agencies that utilize this patrol staffing model. In this case, the "fourth shift" would be an overlap shift with hours similar to 1130-2130, to more effectively distribute personnel and more efficiently manage calls for service across peak hours. In 2015,

the Department implemented a “pilot” Cover Shift in Patrol, however, the shift was not sustainable without sufficient staffing or the ability to assign a dedicated shift sergeant.

***Recommendation:*** *As the 11 sworn positions are restored, the Department should consider a new Patrol Staffing model that would more effectively distribute patrol officers to more efficiently manage patrol calls for service and more effectively facilitate officer safety. This model could include a fourth (Overlap) shift in the 4/10 scheduling model.*

## DELIVERY OF POLICE SERVICES - CALLS FOR SERVICE

The Field Services Bureau annually responds to approximately 40,000 calls for service. Officer initiated activity accounts for an approximate additional 20,000 details annually. The Field Services Division works in close partnership with the Investigations Unit, allied law enforcement agencies and community organizations to meet community public safety needs and to solve crime-related problems at the neighborhood level.

The Field Services Bureau includes about 50 patrol officers, six (6) sergeants, and two (2) lieutenants, as well as a cadre of civilian Community Services Officers (CSO’s) who handle a variety of non-emergency calls for service. Patrol Officers are the Department’s “life-blood” as first responders. Twenty-four hours a day, seven days-a-week, members of the Field Services Division respond to requests for assistance.

An analysis of “Calls for Service” tends to be one of the most reliable workload indicators when determining patrol staffing needs for a law enforcement agency. The calls for service data will generally represent a recognizable and readily measurable demand for police services. This workload indicator is based on three factors – the number of times people from the community request police services; the number of calls dispatched to patrol officers that require a response to a call for service; and, the time that it takes for a patrol officer to respond and handle the call. This time should also include any necessary follow-up investigation and the time that it takes to write a police report documenting the incident.

***A detailed analysis of calls for service was not requested as an element of this organizational audit.***

## RESPONSE TIME TO CALLS FOR SERVICE

I conducted a review of the agency’s response time to both emergency and non-emergency calls for service. Although response times can be very important in life-threatening and other high-priority situations, the reality is that these calls generally account for less than 10 percent of all calls for service. The Vacaville Police Department has consistently demonstrated an outstanding track record of an immediate response to critical calls for service and I see no need to conduct any further detailed analysis of this issue. For the most part, response to the scene of major crimes, and especially less serious crimes, is a response to a call that may in itself have been delayed by the citizen; or an offense that occurred hours before the discovery; therefore, response time issues are often more a perception issue for a community.

In cases that do not involve emergencies, studies have noted that where citizens are told of an approximate response time to their call, they are generally satisfied with the response time. Regardless of a specific response time, it should always be emphasized to officers that every response to a call is an opportunity to build trust with the community. The Communications Center annually handles

approximately 135,000 calls. The Department's goal for response times to "Priority 1" (most serious) calls for service is 6 minutes. The goal for a response time to "Priority 2" (less serious – not in progress) calls for service is 10 minutes. In 2017 the average response time to priority 1 calls was 6 minutes. The average response time to Priority 2 calls was 10 minutes. The Department was able to meet their goal and these are excellent response times for service calls. A "response time" is generally measured by the time the call for service was received in dispatch and the time it then took for an officer(s) to arrive at the location of the call.

## **DIFFERENTIAL POLICING SERVICES – ALTERNATIVE RESPONSE TO CALLS FOR SERVICE**

A "Differential Policing Strategy" generally involves any method of providing policing services that does not require a response from a sworn patrol officer. This strategy may include a mechanism to provide police report services at the front counter/lobby of the police department. A citizen is able to respond to the police department in person and file a police report with a non-sworn employee such as a Police Cadet or a Community Services Officer. These types of reports are generally made to document minor or non-criminal offenses that do not require the expertise of a police officer and do not require substantial follow-up to complete. Examples include a minor theft of property without any suspect information, vandalism/graffiti, abandoned vehicles, suspicious circumstances, reporting lost or found property and other events that are civil, rather than criminal in nature.

Additional methods of these types of reports would include a citizen calling to report an incident and receiving a report case number over the phone, mailing in documentation of an incident; and the most popular method today involves an on-line reporting system where citizens can document events by way of the internet and receive a case number for their files. Throughout the nation, "Online" Reporting has become a very popular method of documenting police-related incidents and this reporting option has proven to reduce the overall workload of the patrol officer and thereby provide additional time for officers to provide enhanced community policing services including crime prevention programs; enhanced criminal investigations; and, additional time to focus on more serious crimes and critical incidents. It is important to note that in responding to calls for service and documenting crime reports, patrol officers generate additional workload responsibilities for investigators, crime scene processing personnel, property/evidence technicians, dispatchers and records management. This entire workload can be reduced through alternative methods of documenting incidents such as online reporting.

The Vacaville Police Department has successfully implemented all of the above listed Differential Policing Strategies. Although the Department provides these alternative report services to the community, they still pride themselves in providing a personal response to calls when requested and when deemed appropriate, thereby continuing to provide an exceptionally high level of service to the community.

## **BICYCLE PATROL**

Several Vacaville PD officers assigned to Patrol, Community Response Unit, and Youth Services have completed a state certified bicycle officer training program. The training prepares officers to ride over a variety of terrains, safely use firearms and other defensive weapons and make arrests while using a bicycle equipped for police use. The bicycle officers patrol, weather permitting, into areas inaccessible to cars; in locations where a quiet, low profile approach is needed; at community events; and in smaller patrol areas

that will benefit from the approach of an officer on a bicycle. In Vacaville, bicycle officers often patrol all city parks, the downtown corridor, alleys, high-density housing, trails and open space, and along the creeks. Bicycle patrol officers usually have at their disposal a fully-equipped patrol car for covering greater distances and transporting prisoners when necessary. The Bicycle Patrol has been restructured to include the Community Response Unit.

## **POLICE SERVICE DOGS**

The Vacaville Police Department is currently authorized two (2) working canine teams assigned to Patrol. At one time, the Department had a very robust Canine Program that included a total of 5 teams, 4 multi-purpose Patrol Teams and 1 Drug K-9 Team assigned to the NET Unit. The K-9 Teams consist of the officer handler and the Police Service Dog. While the number of teams has decreased, they still serve a very useful purpose supplementing Patrol Services. K-9 Officers are currently assigned a Beat and are responsible for calls for service in their beat areas. Prior to staffing reductions, the K-9's were assigned as a "Cover" Team which provided a greater level of flexibility to provide proactive services throughout the city.

The canines provide enforcement duties and narcotics, article, and person searches. Patrol duties include building searches, area searches, tracking and officer protection; among many other assignments. The canines serve to protect officers, their handler and the public, and they are a force-multiplier, able to perform extraordinary public safety duties. They are a critical asset to the organization.

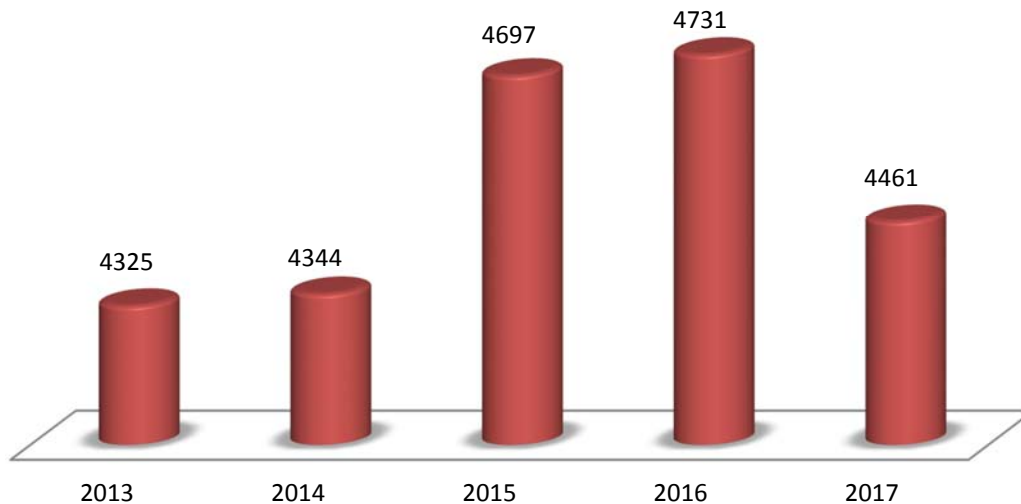
## **CRIME TRENDS**

Part I Crimes are defined as offenses graver in character than that of a misdemeanor and punishable by imprisonment for more than one year. Part I Crimes are classified as Homicide, Rape, Robbery, Assault, Burglary, Theft, Vehicle Theft and Arson.

**A review of the Part I Crimes in the jurisdiction of the Vacaville Police Department shows a current decline in crime trends. An analysis of a 10-year average in crime trends for the city shows a decrease in many crime categories including a 6 percent drop in Part I Crime in 2016. Additionally, violent crimes decreased by 19% in 2016. In 2016, Vacaville's Crime Index rate was 2,349 (crimes per 100,000) which is considered low compared to similar size cities in California. Through September of 2017, Part I Crimes were trending down an additional 2 percent from 2016.**

Part II crimes are less serious crimes and essentially include all other crimes than those that are classified as Part I crimes. A review of Part II Crimes in 2017 shows a 6% decrease from the total reported in 2016. This decrease follows a previous two-year increase in Part II crimes in 2015 and 2016 over 2013 and 2014. The Vacaville Police Department prides itself in focusing on the mitigation and reduction of Part II crimes, as these crimes are more prevalent and negatively impact the everyday quality of life in the community. Because of the uptick in those crimes the previous two years, the Department made it a specific goal to reduce Part II crimes in Vacaville. The 6% reduction of Part II crimes in 2017 is evidence of that successful focused effort. **Figure 4** illustrates the trend of Part II crimes from 2013 through 2017.

## Part II Crimes in Vacaville



**Figure 4. Part II Crimes in Vacaville**

This reduction in both violent crime and property crime trends becomes especially significant in relation to the consolidation of policing services, demonstrating that a strategic reduction of staffing and the elimination of redundant positions can not only result in significant budget savings, but can also provide efficiencies in policing services; and positive results related to the overall reduction of crime; the primary mission of any law enforcement agency. **Although the Department has experienced considerable success in keeping the overall incidents of crime down in Vacaville, I found that for the past several years, the Vacaville Police Department has been operating on very thin staffing margins. For the purpose of maintaining continued low crime levels, and enhancing officer safety; the City and Police Department should be focusing on the restoration of both civilian and sworn staffing levels; at a minimum, there should be an ongoing effort to bring staffing and services back to levels that the organization was at 10 years ago.**

## Chapter III – Organizational Functions, Command Structure and Role Definition

### COMMAND STAFF STRUCTURE

**Recommendation:** Throughout the course of this review, I conducted a detailed analysis of the current staffing model and organizational structure as well as a detailed review of the primary role, tasks and responsibilities of the Department's command staff including the Chief, Captains and Lieutenants. My recommendation for the future command structure of the organization is to (as soon as practical - or by July 1, 2018) establish a second permanent Captain position and also create two additional Lieutenant Positions. This will create a command structure comprised of the following:

- Chief of Police (1)
- Captains (2)
- Lieutenants (6)

This current organization structure is illustrated in **Figures 1 and 2**. The future recommended command structure includes: One (1) Chief of Police – serving as the Chief Executive Officer of the organization; Two (2) Police Captains – each commanding a separate police division – Field Services (Operations) and Support Services; and, six (6) Police Lieutenants, four (4) managing the day-to-day functions of the Patrol Division serving as "Watch Commanders." The other two (2) Lieutenant positions should continue to be assigned as the Investigations Manager and the Support Services Manager.

Establishing the two Captain positions and the five Lieutenant positions not only serves to ensure an effective level of command and daily oversight, and management of the organization; but also provides for a clear career development path that will enable the organization to focus on a strategic leadership succession plan. This recommended command structure also provides for promotional and advancement opportunities, and future succession planning which is critical when factoring the importance of employee retention at the supervisory and management levels of the organization.

Since the beginning of FY 2017/18, the Department has been operating under the above described command structure of two Captains and four Lieutenants, however, one Lieutenant has been serving as an "Acting Captain," and a Sergeant has been serving as an "Acting Lieutenant. Additionally, a Senior Officer has filled in as an "Acting Sergeant." I strongly agree with the Chief's proactive decision to implement these temporary acting positions, however, the time has come to make these command positions permanent to the organization structure.

***As of the drafting of this report, I was notified that the above described "Acting Command Positions" had been rescinded, and as of January 1, 2018, the Department returned to the Command Structure of (1) Chief, (1) Captain and (4) Lieutenants. I view this decision as a short-sighted and unnecessary move, and a significant step backwards for the organization in the area of leadership, Department morale and command staffing, span of control and management tasks and responsibilities.***

**The need to establish two Captain and six Lieutenant Positions is both critical and immediate. Of all the recommendations in this report, I find this to be the most urgent and necessary for the current and future health of the organization. The importance of these two additional Lieutenant positions are established by the critical need to have 24/7 command level coverage in the Patrol Commander's office. This coverage is more than justified by the current level of service calls in Patrol; the complexity of calls for service; the need for focused command oversight; the need for direct supervision at the level of first-line supervisor; the need for training and mentoring of supervisors; the importance of managing liability and risk management; the need for supervisory checks and balances; and the need to relieve first-line supervisors of the burden of numerous administrative tasks that currently impede their direct ability to effectively supervise officers and manage calls for service – the primary role of the police supervisor. Similarly, Fire Departments utilize the comparative Battalion Chief position to provide command support to field assignments 24 hours a day.**

The success of practically every organization relies upon the internal ability to train, mentor and promote from within the agency. A recommendation for the development of this strategic plan will also be outlined in detail in this report.

Virtually every law enforcement organization (regardless of size) is divided into a minimum of two distinct divisions generally labeled as Field Services - Operations (Patrol, Traffic and Special Operations) and Support Services (Administrative Services, Investigations, Records, Communications, etc.). Similar to staffing criteria, there are numerous issues involved in developing the “right” command staffing plan for any law enforcement organization. Again, the reality is that there is no perfect model. As every organization is somewhat different, every organization must experiment with and select that command staffing model they believe will best serve the interests of the organization and the communities they serve.

The Vacaville Police Department is no different from other law enforcement agencies in that they have experimented with a variety of command models over the past several years. When considering the best command staffing model, it is especially important to understand the organization’s functions and staffing strengths and weaknesses. In the case of the Vacaville Police Department, it is also important to recognize and evaluate the community policing ramifications, operational issues, and the internal challenges that have been created by years of reducing and reorganizing staff, projects, programs and services.

Another important consideration that is often overlooked is the specific role functions of the command staff members, including their job roles, tasks and responsibilities. It is critical to ensure that any individual command staff member is not overburdened by unrealistic expectations and areas of responsibility; and that they also maintain an appropriate span of control ratio as it pertains to the individuals, programs and services that they directly manage and supervise.

**Maintaining balance in command staffing and effective supervision is the key to organizational success. The span of control for the supervisory, management and command staff of the Vacaville Police Department over these past few years has become more difficult to maintain and currently, it is not effectively manageable given the current command staffing configuration. Refer to Table 5.**

## ORGANIZATIONAL FUNCTIONS - DIVISIONS

### **Field Services Bureau**

The Field Services Bureau is the most visible and larger of the two bureaus within the organization and includes Patrol, Traffic and Specialty Units such as the Mobile Field Team and the Special Response and Crisis Negotiations Teams. The Field Services Division operates 24 hours a day, 7 days a week responding to calls for service in addition to a significant level of officer-initiated activity.

### **Support Services Bureau**

The Support Services Bureau generally manages the Investigations Unit, as well as all other support elements for the Police Department which include Youth Services – Family Services, Records and Communications, Personnel and Training, Recruitment, Hiring and Staffing, Professional Standards – Policy/Procedure – Internal Affairs, Crime Prevention, Public Information, Administration, Budgeting, Community Engagement Programs, Facilities Management, Property and Evidence Management, Volunteer Programs, Crossing Guard Program, Cadet and Reserve Officer Programs and Emergency Services and Disaster Preparedness.

## COMMAND STRUCTURE – VACAVILLE POLICE DEPARTMENT

### **Chief of Police**

The primary role of the Police Chief is to serve as the chief executive officer for the organization. The Chief leads the organization in fulfilling its mission while continuously building trust and support through a community-oriented philosophy. The Chief is responsible and accountable for all policing and law enforcement public safety services within the community. The Chief of Police must be visible in the community and viewed by the community as a leader, problem solver and advocate. The Chief must be current on all community concerns and issues.

The Chief of Police leads the organization by developing long range planning and creating/setting policy. The Chief provides a global perspective on the direction and vision for the department. It is imperative that the Chief not lose sight of the need for continual review and change/modification/revision of policies, procedures and practices. The Chief must be given the autonomy to make decisions regarding the operation and welfare of the organization.

The Chief of Police has the responsibility to establish both public and private partnerships for the purpose of collaborating to develop workable strategies for protecting public safety, strengthening police-community relationships, increasing professionalism, improving officer safety and wellness and building a more effective and more responsive police department. By focusing on shared goals, the Chief will establish common ground on which to build collaboration, trust and legitimacy.

In order to achieve positive results in the development of the Police Department's Management Team, the Chief must focus on the implementation of a Strategic Leadership Succession Plan. The Chief's role is to develop others in the organization, primarily focusing on the growth of those who may become future managers. It is the Chief's role to prepare others to "step into his shoes" so they can continue to move the organization forward. This may be accomplished through career planning, mentoring, recognizing individual strengths and weaknesses, coaching and building a comprehensive succession plan for the organization.



While it is imperative that the Chief hold the members of the Police Department accountable to a very high standard, it is critical that he does so with a mutual respect and fairness. A predictable and trustworthy organization is built on consistently applying the rules and holding oneself and others accountable.

The Chief must also provide accountability, confidentiality, consistency and ethics in disciplinary situations. It is the responsibility of the Chief and Command staff to establish and monitor existing controls so that the operations do not deviate from the established policies and objectives.

The Chief must balance the needs and interests of all stakeholders, while ensuring that the best possible law enforcement services are delivered. The Chief's priority is to lead the organization by always promoting, supporting, and adhering to the established Mission, Vision and Values of the City, Police Department and the communities they serve.

The Chief of Police is supported by a Command staff that is generally comprised of Police Captains and Police Lieutenants. In larger agencies, command staff support may also include Assistant and Deputy Chief Positions. The current command staff model of the Vacaville Police Department is comprised of the Chief of Police, 1 Captain and 4 Lieutenants.

## **Police Captain**

The primary role of the Police Captain is to directly lead and manage a policing division such as Field Services, Support Services, Technical Services or Administrative Services. The Police Captain leads the organization by helping to understand itself and by maintaining organizational behavior based on high standards of professionalism, ethics, and values.

The Captain performs this function by being the focal point for information from within and outside the organization and by understanding, measuring, and responding to the communications, emotional behaviors and activities of the organization.

It is important that the Captains provide clear communication and direction and that their actions are predictable, and they are based on principles and values of the organization. The message that they carry is that all actions are completed for the good of the organization. It is essential that they focus on pre-planning and not reactive planning. They must plan according to a specific model, not from an emotional or responsive base. Captains must develop synergistic planning processes where they plan not only to meet current needs, but also plan for the future of the organization. Captains must consistently meet and develop plans that benefit the whole organization.

Similar to the Chief, a portion of the Captain's role is to develop others within the organization. This may be accomplished through career planning, mentoring, recognition of individual's strengths and weaknesses, and coaching. A significant part of helping with organizational survival includes recognizing and diagnosing who has disengaged, and developing and monitoring a plan for re-engagement.

Although the role of the Captain is to be inter-dependent and manage a specific division, (even within specific functions, the jobs may look independent) but all Captains are totally dependent on each other. Therefore, as a command team they must understand that as part of their role it is critical that they remain connected to the entire organization. This means that effective communication up and down and across the chain of command becomes an integral part of their daily routine.

The role of the Police Captain is to continually manage risk and liability for the organization. Captains should be aware of the actual and potential liability of the stakeholders of the organization. It is essential that they assess potential threats and look for opportunities to limit liability; monitor risk issues; ensure organizational discipline by adhering to policy and rule of law, and; stay abreast of current legal readings.

Captains must always be willing to hold others accountable. The basic building block of a predictable, trustworthy organization is the development of consistent accountability.

Captains also serve as resource managers and a key task involves utilizing resources to deliver optimum services in an effective, cost-efficient manner to positively affect crime and the fear of crime within the community.

A successful Police Captain will not only administer but interact with the staff; ensure that they communicate clear direction; cooperate and collaborate with staff; know all of the stakeholders, what affects them, respond appropriately and; keep an eye on the big picture—not getting lost in the tasks at hand.

Captains must maintain the practice and implementation of the mission, vision and values of the organization, and explain to others "why" they are making the decisions that they are making.

It is important that Captains recognize that they are a role model and the actions they take carry a message. They should also recognize that every action they take is subject to scrutiny and they need to remain open to constructive criticism.

It is also the role of the Police Captain to continually monitor the budget to ensure compliance with the established parameters.

A significant portion of a Captain's tasks concerns strategic plan development and implementation. Captains must work with others to identify problem trends and risk management issues and develop, implement, and evaluate short-and long-term solutions. They must also document strategies to provide a history of events throughout the course of the year and consistently praise success and achievement.

Captains monitor, evaluate and respond to citizen complaints; stay current on state law, organization policies and procedures, and risk management issues, maintain competency in business applications that are in use in the organization, stay abreast of current innovations in the field of Law Enforcement and; have a working knowledge and understanding of the Incident Command System to ensure an appropriate response to emergency management and critical incidents.

As with all command positions, a Captain's priority is to see that they promote, support, and adhere to the established Mission, Vision and Values of the Police Authority and the communities they serve.

## **Police Lieutenant**

It is the basic function of the Lieutenant within a Community Based Policing system to lead the organization by helping to understand itself and by maintaining organizational behavior based on high standards, ethics, and values. The Lieutenant performs this function by being the focal point for information from within and outside the organization and by understanding, measuring, and responding to the communications, emotional behaviors and activities of the organization.

Lieutenants are the linchpin of the police organization. The Lieutenant is the only position in the organization that truly touches upon all aspects of policing services. As a police manager, the Lieutenant

reports directly to a police captain, manages projects and programs for the Chief and serves as a key member of the command/management staff team. The Lieutenant also directly supervises police sergeants and corporals and directs, manages and oversees the daily activities of the organization. The Lieutenant serves in the unique position of being connected to all aspects of the law enforcement organization. The Lieutenant also serves in a critical “check and balance” role, being in a position to see across, up, and down the organization.

The primary role of the Lieutenant is to manage projects, programs and resources in order to deliver optimum services in an effective, cost-efficient manner to positively affect crime and the fear of crime. The Lieutenant also serves as a key liaison to a variety of community groups and allied public safety agencies.

It is the Lieutenant’s responsibility to conduct preplanning for known future events and to understand the impact of internal and external factors and how they might affect the organization. It is then the Lieutenant’s job to manage change and respond to potential threats and opportunities.

The Lieutenant must effectively identify priorities in order to effectively identify and manage resources. The Lieutenant must work in a coordinated effort in sharing experience, perspective and expertise, and must also clearly communicate expectations to the supervisory and line-level staff members.

It is critical that the Lieutenant know all of the stakeholders, what affects them, respond appropriately and; keep an eye on the big picture. The Lieutenant cannot afford to get lost in the tasks at hand.

Although Lieutenants have the power to solve problems, they must be careful to delegate work to ensure that others will have the opportunity to learn and take on responsibility for problem-solving.

Lieutenants must establish and monitor existing controls so that the operations do not deviate from the established policies and objectives. They must also continually monitor the budget to ensure compliance with the established parameters.

The Lieutenant is also responsible for strategic plan development and implementation. They must work with others to identify problem trends and risk management issues. The Lieutenant develops, implements, and evaluates short and long-term solutions to crime and community issues and documents strategies to provide a history of events throughout the course of the year.

The Lieutenant monitors and evaluates citizen complaints. The Lieutenant must stay current on state law, department policies and procedures, and risk management issues; maintain competency in business applications that are in use in the organization; stay abreast of current innovations in the field of Law Enforcement and; have a working knowledge and understanding of the Incident Command System as it relates to emergency management and critical incidents.

A Lieutenant must spend some of their time developing others’ expertise and careers and; they must consistently act in ways that further the Mission, Vision and Values of the organization.

## **Civilian Police Managers**

**Quite often in most all law enforcement agencies, there are many opportunities to establish civilian manager and command positions throughout the organization. Examples for the Vacaville Police Department would include Youth and Family Services, Support Services including Communications, Records Management, and Property and Evidence, Communications – Social Media and Community**

Outreach, Crime Prevention, Volunteers and Administrative Services. The current consultant audit and review in the Communications and Records Sections will likely identify and make recommendations for some of these important management positions.

## COMMAND STAFF – TASKS AND RESPONSIBILITIES INCLUDE:

**Chief of Police:** The Chief of Police serves as the Chief Executive Officer responsible for providing Leadership, Vision, Audit/Review and Oversight of the Vacaville Police Department.

<b>Police Administration</b>	<b>Management of:</b> <ul style="list-style-type: none"> <li>• Legal issues</li> <li>• Labor issues</li> <li>• Legislative issues</li> <li>• Risk management and liability issues</li> </ul>
<b>Development and oversight of:</b> <ul style="list-style-type: none"> <li>• Budget/finance</li> <li>• Personnel and human resource management: including recruitment/hiring, disciplinary Issues, custodian of records, emergency operations planning, critical incident management</li> <li>• Strategies to reduce crime and deliver public safety services</li> </ul>	<b>Direct supervision:</b> <ul style="list-style-type: none"> <li>• Police Captains</li> <li>• Police managers</li> <li>• Administrative staff</li> </ul>
<b>Strategic Planning</b>	<b>Succession Planning</b>
<b>Staff Development</b>	<b>Public Relations</b>
<b>Communications and Community Engagement</b>	<b>Liaison to Allied Law Enforcement Partners</b>
<b>School Partnerships and Community Collaborations</b>	

**Captain: Field Services - Operations**

<b>Oversight of all Patrol/Field Operations, Professional Standards:</b> <ul style="list-style-type: none"> <li>• Internal affairs</li> <li>• Policy and training management</li> <li>• Budget management</li> <li>• Traffic unit</li> <li>• Grant programs</li> <li>• Special teams: SWAT team and Canine program</li> <li>• CAD/RMS upgrade project</li> <li>• Emergency Operations</li> </ul>	<b>Liaison to:</b> <ul style="list-style-type: none"> <li>• Legal issues</li> <li>• Cal Chiefs Law and Legislative Committee</li> <li>• Alcohol beverage control, CDCR Citizen Advisory Committee (chair)</li> <li>• DOJ firearms issues</li> <li>• Allied law enforcement agencies including: <ul style="list-style-type: none"> <li>• Travis Regional Armed Forces Committee</li> <li>• FBI</li> <li>• Sheriff’s Department and Municipal Law Enforcement</li> </ul> </li> </ul>
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**Captain: Field Services - Operations**

- |  |  |
|--|--|
| <ul style="list-style-type: none"> <li>• Risk Management: Legal/Liability management</li> <li>• Radio Interoperability Project</li> <li>• PD Building: Facilities, Fleet management, CCW</li> <li>• Workers Comp/FMLA and HR liaison and direct supervision of the patrol Lieutenants</li> </ul> | <ul style="list-style-type: none"> <li>• Criminal Justice Partnership</li> <li>• Napa College</li> </ul> |
|--|--|

**Capitan: Support Services**

**Oversight of Administrative and Support Operations for:**

- Budget
- Investigations
- Records and communications
- Professional standards
- Information technology
- Public Information
- Community outreach
- Cadets and volunteers

**Liaison to:**

- City Advisory Committee
- District Attorney's Office
- Probation
- Solano County Commanders Group
- EOC Team
- Neighborhood Team
- OES
- TLO – Terrorism

**Oversight of:**

- Compstat, Crime dashboard, crime analysis program
- Holding facility
- Human Resources/Personnel – Workers compensation issues
- MFF

**Lexipol Policy Manual Management**

**Training Committee**

**Use of Force Review**

**Direct Supervision of the Administrative and Investigations Lieutenants**

**Lieutenants: Field Services - Operations, Patrol**

**Direct Supervision of:**

- Patrol supervisors
- Patrol operations
- Communications center

**Liaison to:**

- Crisis liaison/PES
- Kaiser grant program
- Media/press information
- Animal control
- Crime prevention programs
- Brendan Mann grant program
- Office of Traffic Safety (OTS)
- Safe Routes to School (SRTS)
- Bicycle program
- Planning review committee
- Less than lethal program
- Traffic Advisory Committee (TAC)

**Oversight of:**

- Scheduling
- Field training program
- Traffic unit
- Reserve officer program
- SWAT team
- Crisis intervention team
- EOC team
- EVOC: Pursuit driving
- Range master
- Special event management
- Threat assessments
- City of Vacaville Neighborhood Team
- Community safety ordinance
- Records
- Media/PIO responsibilities

- Crime-free housing program
- Firearms coordinator
- Fitness program
- Homeland security
- Homeless roundtable
- Policy Manual
- Equipment
- Arrest and control team
- Avoid the 10 DUI program
- Canine program
- Social media
- Recruitment training
- Community policing/problem solving
- Armory
- Traffic section
- Volunteer programs

Lieutenants: Support Services, Administration, Investigations	
<p><b>Direct Supervision of:</b></p> <ul style="list-style-type: none"> <li>• Investigations supervisor</li> <li>• Records</li> <li>• Information services</li> <li>• Crime scene investigations: Property/Evidence</li> <li>• VICE – Crime Suppression Unit</li> <li>• VIVE-NET – Narcotics Enforcement</li> </ul>	<p><b>Liaison to:</b></p> <ul style="list-style-type: none"> <li>• Awards/Commendations Program</li> <li>• FBI – Safe Streets Program</li> <li>• County Investigations Group</li> <li>• CVSA program</li> <li>• Youth roundtable</li> <li>• Cadet program</li> <li>• U-Visa immigration program</li> <li>• Community Liaison North/South Juvenile Probation</li> <li>• DA</li> <li>• Gang task force</li> <li>• NC3TF – High tech task force</li> <li>• Peer support reserve officer program</li> <li>• Chaplaincy</li> </ul>
<p><b>Community Outreach:</b></p> <ul style="list-style-type: none"> <li>• Website Coordination</li> <li>• Coordination and oversight with Family Resource Center</li> <li>• FIRST/Special Victims Unit</li> </ul>	<p><b>Oversight of:</b></p> <ul style="list-style-type: none"> <li>• Investigations unit</li> <li>• School resource officer program</li> <li>• Background investigations</li> <li>• Budget, Payroll/Billing</li> <li>• Fleet acquisition</li> <li>• Research and development</li> <li>• Equipment</li> <li>• Training</li> </ul>
<p><b>Background Investigations</b></p>	<p><b>Fleet Management</b></p>
<p><b>Coordinate officer-involved protocol investigations</b></p> <ul style="list-style-type: none"> <li>• Policy/Procedures</li> <li>• Citizen complaints</li> <li>• Internal affairs investigations</li> </ul>	<p><b>Public Information:</b> Social media, Media and press</p>

**Figure 1, Figure 2, and Table 5 illustrate the Police Department's current organizational functions by command staff.**

## COMMAND STAFF – SPAN OF CONTROL

One of the most interesting and exciting aspects about a career in law enforcement and municipal government is the fact that virtually every day is different. Every day presents a new set of challenges, a new set of opportunities and a new set of problems to solve. Those daily challenges constantly steer us away from the critical and important projects, programs, strategic initiatives and functions that are required to effectively manage a modern and complex organization. The key role of the Police Chief and the Management staff is to continuously balance the public safety priorities; the needs and desires of the community; the needs and priorities of the City, City Council and City Management; the needs and priorities of the Department and needs and priorities of the nearly 300 personnel (including full-time, part-time, interns and volunteers) who work within the organization. And, this balancing act is accomplished in the backdrop of both competing and limited resources.

We could fill hundreds of pages simply describing the significant tasks, responsibilities, projects and programs that we have outlined throughout this report. Through my interviews with the staff of the Vacaville Police Department, the overwhelming consensus is that the Chief and his management staff are doing the best they can to effectively lead the organization, however, they are treading water when it comes managing every task and responsibility that is required of them.

***The staff expressed concern that while the managers are keeping the organization functioning, there is simply not enough management staff to meet all needs, all the time, and there is very little time left over for the guiding, teaching, coaching, mentoring and professional development of the civilian staff, line-level employees and first-line supervisors.***

***The reality is that there comes a time when attempting to do more with less, actually results in doing less with less and the unintended consequence is that the organization suffers.***

***Left unchecked, the organization begins to fail. The only constant is change, and the way up and the way down are one in the same.***

***Public Safety and Public Works are the most significant responsibility of any municipal or county government.***

***“The role of government is to do for the people what they cannot otherwise do for themselves.”***

– Abraham Lincoln

About six months ago, when Chief Carli made the decision to reorganize some of his command staff by way of making acting appointments, he had already long recognized the need to redistribute the management workload and responsibilities. He made this decision for the purpose of continuing to efficiently and effectively manage the Police Department. As it was outlined in the beginning of this report, every organization must be willing to adapt and change and every organization must be willing to reinvent itself. And yes, every organization must operate within its means. In municipal government, expenditures must balance revenues; there are no other choices. With that said, it is the responsibility of the elected officials, city management and (specifically) police leadership (hopefully with public input) to determine how to best manage, operate and deliver services to the community. The Chief of Police is the subject matter expert who is hired to manage the administration, operations and staffing of the Police



Department. As with any City Department Head, the Chief must be given the autonomy to make those decisions that he/she believes are in the best interest of the Department; the City; and the Community; and this especially means making decisions about organizational structure and authorized staffing deployments.

## Chapter IV – Leadership, Supervision and Management

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### THE IMPORTANCE OF LEADERSHIP, SUPERVISION AND MANAGEMENT

A primary key to success in any organization begins with competent leadership coupled with consistent and effective supervisory and management practices. It is a primary responsibility of the Chief and his command and supervisory staff to set strict standards for officers' performance and communicate their intentions to enforce those standards. This includes establishing and maintaining sound policies and operational procedures, and discussing their intolerance for any misconduct day in and day out not just at the top level of the organization, but through daily messaging of the mission, vision and values of the organization and by furthering the message at roll call, training classes and daily contact with line-level staff. Police leaders must always take a broad view of the department and determine whether an agency's organization or culture allows or facilitates misconduct. Organizations must be careful to review their supervision capacity from the line-level through the command level to ensure that they are consistently able to facilitate a check and balance of culture and performance.

***The philosopher Bertrand Russell was on point when he observed, "Don't expect what you don't inspect."***

Good leaders will create an atmosphere where officers will learn to develop their own solutions and make their own decisions. Most importantly, good leaders will also be available to assist officers in the decision-making process. The practice of frequently checking-in with officers also provides an opportunity to detect and correct issues and behaviors before they might become problematic. These are simply best practices in risk management.

***"If it is predictable, it's preventable."***

– **Gordon Graham**

**Recommendation:** *The Vacaville Police Department should use annual supervisor training to emphasize the principles of effective supervision, leadership, and accountability, and communicate how to apply these principles in policing to ensure that they consistently evaluate performance and behavior.*

**Recommendation:** *The Vacaville Police Department should incorporate training on accountability and the application of principles of equity and fairness for first-line supervisors to ensure officers understand that discipline is consistently applied.*

**Recommendation:** *The Vacaville Police Department should consider creating a personnel development strategy to develop and retain its existing personnel. The current evaluation process could be supplemented through the use of individual development plans and ongoing opportunities for mentoring and coaching.*

**Recommendation:** *Vacaville Police Department leaders may want to further develop the department's directives to emphasize the roles and responsibilities of supervisors. In addition, performance evaluations and reviews of supervisors should include these factors and should assess the supervisor's ability to connect with, develop, and lead his or her subordinates.*

## INTERNAL COMMUNICATION

Communication is the basis for all human interaction, and inter-personal relationships cannot exist without it. It is through communication that members in organizations interact to exchange information and transmit meaning. All cooperative action is contingent upon effective communication. Managers and subordinates, team members, and co-workers all depend upon communication to understand each other, coordinate their actions, plan strategies for goal accomplishment, agree on a division of labor, and conduct group activities. Unfortunately, at times, we have become over dependent upon technology as a primary tool for communication. Effective communication often requires direct contact to exchange information and also requires an active effort to listen and truly hear what is being said.

***“The great myth of our times is that technology is communication.”***

***–Libby Larsen***

The one message that resonated time and again through my interviews with the staff of the Vacaville Police Department was the issue of internal communication. Communicating up, down and across the chain of command has always (and likely always will be) a challenging dilemma for law enforcement agencies throughout our country. It is often forgotten that law enforcement agencies operate 24-hours per day, 7 days per week, 365 days each year. Staffing and shift configurations e.g., modified 4/10 shifts are rarely conducive to effective internal communication, especially when officers are assigned shifts that are established on opposite hours and opposite days from their peers. It is not uncommon for officers, sergeants and command staff personnel (working opposite shifts) to go days or weeks without face-face contact or direct communication. This does not mean that communication cannot be effective in this type of environment, but it does mean that supervisors, managers and line-level personnel must work diligently to ensure that every effort is made to ensure a positive and timely exchange of information throughout the organization.

Communication and transparency are important to building trust and collaborative partnerships. This means meeting frequently, sharing information, engaging each other in the decision-making process, and seeking to build personal connections with one another. Open communication is important to building strong relationships at all levels, including with rank-and-file officers. Effective communication needs to be incorporated into standard training at all levels of the organization.

## ONGOING AND FUTURE GOALS FOR ORGANIZATIONAL DEVELOPMENT - STAFF INTERVIEWS

Throughout the course of this Organizational Audit, I spent numerous hours directly interviewing department managers, supervisors and key staff members. In addition to receiving feedback about opportunities, challenges, historical issues, and projects, and programs; the staff discussed a variety of key issues that were identified for the purpose of future review and evaluation. Some of those key issues included:

Leadership, Vision, Direction, Mission	
<b>Chief/Command Staff:</b> Providing a clear vision, Leadership/Direction, Expectations, Communication	<b>Command Staff Structure Change</b>
<b>Organization Structure: Review</b> - Units/Divisions	<b>Leadership Transition:</b> Organizational Changes, Leadership from the top
<b>Reinforce/Reestablish Chain of Command:</b> Reinforce the Vacaville PD culture	<b>Accountability/Responsibility at all levels of the organization</b>
<b>Reinforcing Role/Responsibilities for Supervisors and Managers</b>	<b>Getting back to Basics:</b> Role/Responsibility/Purpose
<b>Focus on Department Mission/Vision/Values</b>	<b>Focus on Integrity and Ethics</b>
<b>Providing Service with Pride:</b> Excellent delivery of services	<b>Chief/Command Staff/All Vacaville PD Leadership:</b> Strive for excellence
<b>Lead by Positive Example</b>	

Communication, Trust, Value, Employees	
<b>Share Information:</b> Open/Honest Communication throughout the department	<b>Consistent and Timely Decision Makers by our leaders</b>
<b>Building Trust/Relationships between Sworn and Professional Staff</b>	<b>Bringing back a sense of Family to the organization:</b> Organize activities that bring staff together
<b>Building Trust Throughout the Organization:</b> Trusting Supervisors and Managers to successfully lead their areas of responsibility	<b>Empowering Employees:</b> Valuing employees, Give autonomy to the staff
<b>Timely/Honest Feedback to Employees:</b> Focus on	<b>Allow Staff to Take Risks:</b> Create an environment

Communication, Trust, Value, Employees	
the positive, Acknowledge and recognize good performance	that allows staff to be creative and even fail at times
<b>Retention of Personnel:</b> Remaining competitive for Recruitment and Retention	<b>Creating Permission and Acceptance of Conflict within the organization:</b> Creating a safe environment for trust in communication, creating an environment for Peer-to-Peer accountability
<b>Keep All Supervisors/Managers in the loop regarding recruitment/Hiring/Training</b>	<b>Share Department Goals/Expectations</b>
<b>Managing Generational Differences amongst patrol staff</b>	<b>Developing an informal mentoring program</b>
<b>Succession planning for Future Leadership</b>	<b>Part-Time Staff and Volunteers:</b> Ensure that they are included and valued within the organization
<b>Annual Report:</b> Structure/Use, Highlight/List accomplishments, Highlight major cases	<b>Take every opportunity to market the organization in a positive way</b>

Managing Change, Building the Future	
<b>Evaluate Command Structure and Division of Labor throughout all Units/Divisions</b>	<b>Analysis of Workload Responsibilities</b>
<b>Analysis of Supervisory Responsibilities</b>	<b>What changes can we make to impact the future of the organization?</b>
<b>Information Technology:</b> Developing an ITS Plan for the future	<b>Establish Internal IT Focuses on the PD</b>
<b>Establish Internal Technology Committee</b>	<b>Growth Planning:</b> Building for the future of the organization
<b>Communication with the Public:</b> Continuing to enhance communication by social media and community outreach programs	<b>Staffing of Personnel:</b> Are the right people in the right positions?
<b>Differential Policing:</b> How can we improve, What can we be doing differently, What needs to be changed, Focus on efficiency, Marketing online reporting	<b>Fiscal Planning:</b> Budgeting, Future staffing needs

Any and/or all of the above listed topics should be considered as the focus of discussion for future Department staff meeting and strategic planning workshops.

## ORGANIZATION CULTURE

The culture of law enforcement in the public sector today relies upon a philosophy that meets the needs of the customer, not the bureaucracy.

**“Quality is determined only by customers.”**

**– David Coupar, Retired Chief of Police**

Democratic governments exist to serve their citizens. The future success of Community Policing relies upon the idea that law enforcement will survey its “customers” and then develop policing strategies based upon the needs of the customers, not the organization. With that said, the needs of the organization are also critically important and must always be balanced with the needs of the community.

**By any standards of measurement the Vacaville Police Department is a first-class, well-run, well-managed, well-disciplined, professional police organization. The organization consistently achieves excellence in policing services. The organization however, is currently at a “tipping point,” and without intervention, systems, projects, programs and services will begin to fail.**

The organization makes sound management decisions that are supported by the City staff and City Council and they have a cadre of committed employees, police officers, supervisors and managers that have allowed the department to meet the ongoing public safety needs of the community. The Police Department is poised to meet the policing challenges of the future and their most significant asset is the willingness, at all levels to embrace change and search for improved ways to provide cost-effective public safety services. To ensure that the organization continues to meet the opportunities and challenges of the future, it is recommended that the department follow-up (in FY 2018/19) with their next Team/Building – Strategic Planning session to develop goals and objectives for the next and future fiscal years.

**“All business operations can be reduced to three words: People, Product and Profit. People come first. Unless you’ve got a good team, you can’t do much with the other two.”**

**--Lee Iacocca**

In the case of modern policing, it comes down to two words: **People and Service - and you can't do much without the first.** The mission of the Vacaville Police Department is to strive every day to create a "High Performing Team." A team that is dedicated to delivering quality policing services to the communities it serves. Every organization benefits from a commitment to establishing and maintaining a high performance team. Some of the obvious benefits of well-functioning team are illustrated in **Figure 5.**



**Figure 5. Benefits of a Well-Functioning Team**

Building and maintaining high performing teams requires a lot of insight into human nature and the ability to carefully align skills and personalities. A leader’s success depends upon an ability to get the maximum amount of effort out of the team in reaching its goals. The strategic planning and team building efforts a team is willing to commit to is directly proportional to the ultimate success of that team.

## INFORMATION TECHNOLOGY

To say that technology creates challenges for today’s modern law enforcement agencies would be the understatement of the millennium. By virtue of necessity, civilian and sworn law enforcement employees have become subject matter experts in a plethora of technology initiatives. Some of the major technology issues that Police agencies (including the Vacaville Police Department) manage today are included in **Table 6.**

Table 6. Technology Challenges for Today’s Modern Law Enforcement

Technology Challenge	Technology Challenge
Computer Aided Dispatch (CAD)	E-9-1-1 Next Generation (NG) Communications
3-1-1 and 5-1-1 Information Systems	Records Management Systems (RMS)
Geographical Information Systems (GIS)	On-Line Reporting Systems
Crime Mapping and Crime Analysis	Crime Scene Mapping Tools: Computer aided design and 3D mapping systems
Smart Phones and Digital Cameras	Surveillance Cameras and Surveillance Systems: Stationary and mobile
Automated Vehicle Locators (AVL’s)	Automated License Plate Readers
Computers: Laptops, Smart tablets, Personal data devices	E-mail: Computer storage and retrieval systems for information systems
In-Car Camera Systems	Body-Worn Cameras
Mobile Data Computers	Video Streaming
Photo Management Systems	Police Radio: Fixed and portable, Interoperable radio systems
Telephone Systems: VOIP	WAN Connectivity: Wi-Fi Operations/Solutions
Data Transfer Sites	Communication Connectivity Systems
Professional Standards: Discipline, Personnel and policy tracking software systems	Policy Manual: Daily training bulletins, Documented training
Predictive Policing Software: Crime trend analysis	Personnel Tracking Software
Recruitment/Hiring Software	CVSA/Polygraph Systems
Scheduling Software	Payroll and Time Tracking Systems
Document Scanning and Indexing: Enterprise-wide document management	Property and Evidence Tracing: Bar code systems
Emergency Operations: Continuity plans, Disaster recovery programs	Training: Decision-based firearms simulators, Driving simulators
Technologically Advanced Patrol Vehicles	Project Management Solutions
Gunshot Detection Systems	Website Upgrades
Intranet Systems	Social Media Platforms: Facebook, Twitter

While the review and audit of Information Technology Systems was not included in this Organizational Audit, I did note with the exception of one Police Supervisor (Currently assigned to the Records Unit), the Department essentially relies upon the City Information Technology Department for the majority of its Information Technology Needs. Historically, the Department has dedicated at least one sworn staff

member with key responsibilities to internally manage information technology projects and systems. This individual has often been a subject matter expert in specific areas of law enforcement technology and has also acted as the primary liaison to the City's Information Technology staff. This full-time staff position was eliminated due to cost saving measures.

The Vacaville Police Department has demonstrated best practices and leadership in many areas of technology, but most impressive has been their continued use of Body-Worn Cameras which have been in place since 2009 and continue to evolve through the use of new and updated technology. This best practice has created a reduction of citizen complaints, and has provided better understanding of police operations. The result has created enhanced transparency to the community. The Department has been creative in finding the internal funding to maintain and enhance this technology and the program has reduced legal exposure and liability for the city. Going forward, the organization has developed a plan to implement cameras in all patrol vehicles in 2018. Once complete, this combined program of enhanced technology will certainly increase transparency and reduce legal liability.

**The above technology table is another important illustration of some of the strategic tasks, responsibilities, and time management demands that directly involve the supervisors and managers of the Vacaville Police Department. Virtually every one of these technology systems requires significant management involvement and continuous oversight.**

*Recommendation: I strongly recommend that the Vacaville Police Department establish a proactive Technology Committee that works to develop an internal Technology Plan and also researches the feasibility of hiring/placing full-time IT Personnel within the Police Department. As with any coordinated plan, the Department should ensure that any proposed Technology Plan be compatible with the City's overall Technology Plan.*

## Chapter V – Training

### TRAINING ISSUES

The foundation of any law enforcement agency is the Field Services Division which manages the Patrol function. Patrol Officers are generally considered “generalists” who are trained and expected to expertly handle an extraordinary mix of complex calls for service. While violent crimes account for a very small percentage of the Vacaville Police Department's calls for service, even the most benign and routine activity can develop into a potentially dangerous situation. Patrol officers as a group and as individuals have closer contact with the public than any other section of the law enforcement agency. In order to be safe and effective in the performance of their duties, officers need to be highly trained and well-equipped. And, because of the potential danger and complexity of their work, officers need to be provided with consistent and reliable supervision.

In the case of the Vacaville Police Department, I found that officers were in fact adequately trained, well-disciplined and effectively supervised. In addition to specific training mandates from POST, the Department relies on and follows a written Training Plan. The Training Plan outlines a training matrix for all staff members that includes federal and state mandated training, necessary and perishable skill training including driving, defensive tactics and officer safety; communication and community interaction skills,



and also provides for a list of desired training opportunities that include specialty assignments such as investigations, specialized training such as tactical training and supervisory, management and leadership training opportunities.

Although the Department does an excellent job of managing officer training needs, I found that the current budget allows for limited discretionary funding in the area of training and skill enhancement. And, the reality is that the Department is woefully under-funded in the area of training. The majority of training funding is relied upon through training reimbursement from POST. Moreover, for the past two years (and into the foreseeable future) POST has suspended all training reimbursements with some limited exceptions. The POST Budget has been continually reduced over the past several years, and reimbursements to law enforcement agencies are running a year or more behind. POST has cut back and limited both the amount and type of training that departments can now be reimbursed for.

The Department has a typical turnover rate through annual retirements – averaging about 10-12 retirements per year. This turnover actually creates a burden on training costs when replacing positions with entry-level officers who require significantly more training. In the past, the Department (out of fiscal necessity) has limited or reduced training in various areas and this strategy while fiscally responsible, is in the long-term, penny-wise and pound foolish. Limiting or reducing necessary training has the potential to negatively impact officer safety and also creates serious risk management and liability issues.

In FY 16/17, (and virtually every budget year) the Department overspends its allocated annual training budget. The FY 16/17 budget was \$83,000. With more than 160 full-time employees in the organization, \$83,000 equates to about \$514/employee. This budget for Training is completely inadequate for the sheer amount of mandated, necessary and critical training that is required annually for all Department employees.

Every fiscal year, the Department submits a “Training Budget Augmentation” request to simply meet the basic training needs of the organization. By way of local comparison, the Fairfield Police Department budgets \$200,000 annually for training and their actual expenditures exceed \$300,000; and they own their own in-house training facility which considerably reduces their overall training expenses. The fact is that the Vacaville Police Department had historically underfunded both the Training and Overtime Accounts. It wasn’t until a detailed analysis of overtime costs was recently completed that the Department (after many underfunded years) adjusted the Overtime budget and created a realistic fiscal account. The same holds true for the Training Budget which has clearly been significantly underfunded for many years.

The Department conducted a review of training costs over the past three years, and in the recent past, has suspended training mid-year due to a lack of funding. A more thorough review is needed to make a more accurate recommendation for the training budget moving forward. The Department has already initiated a more detailed analysis of this situation.

The underfunding of Training and Overtime budgets is (unfortunately) a common practice for cities and law enforcement agencies, however, just because it is a common practice, it doesn’t make it a sound fiscal or operational practice. From FY 12/13 through FY 14/15, the average expenditure for the Department’s Training Budget was approximately \$180,000, while the average total budget was \$53,000.

**The training budget needs to be adjusted to the realistic (actual) cost of annual training.**

**Recommendation:** I recommend that the Department conduct a historical analysis of annual Department Training costs and move into the next budget cycle with a necessary, realistic, and accountable budget for all training needs.

For the past several years, the State of California has provided grant funding by way of the Supplemental Law Enforcement Funding (SLESF) program. Through the State annual budget allocation process, all California law enforcement agencies receive a minimum annual funding grant of \$100,000. The Vacaville Police Department receives a little more than \$100,000 annually. The State provides for a significant amount of discretion to each local jurisdiction regarding the use of these grant funds. Historically, this funding source has been allocated to pay for a variety of programs, including most recently, a portion of an Administrative Salary. Although I have known law enforcement organizations to use portions of this funding source to pay for line-level personnel (not administrative staff). I am also aware that numerous law enforcement agencies throughout California dedicate these funds for use other than personnel, such as enhancement of safety equipment, technology and discretionary training opportunities.

**Recommendation:** I would highly recommend that going forward in future budget cycles, the Department should consider allocating all of the SLESF funds for the enhancement of training, technology and equipment. The Chief and his command staff should be developing strategies to annually determine the most productive use of these grant funds. Quite often and usually due to budget constraints, a majority of law enforcement agencies throughout our country tend to provide officer training at a minimum level. This is not a sound strategy.

**Recommendation:** I ardently recommend that this organization seek to provide training at the highest levels to ensure citizen and officer safety, reduce and mitigate liability and litigation and work to enhance the succession planning model, morale, knowledge, skill-set and technical abilities of police officers and all employees.

## TRAINING MANAGER – TRAINING OVERVIEW - RESPONSIBILITIES

On a very positive note, the Vacaville Police Department utilizes a Civilian Training Manager to facilitate and coordinate all of the Department’s training needs. The Training Manager role is vital to effectively managing Department training programs and for identifying, reporting and addressing areas of potential liability. The consequences for not being in compliance with POST Regulations, Department Policies and Procedures, and other related training and law issues exposes the Department and City to unnecessary liability. In order to maintain the Department’s POST certification status, all POST regulations must be met accurately and timely, and any identified areas of deficiency must be resolved immediately to reduce safety and liability exposure. The Department’s Training Manager, Lisa Murphy, is a highly trained, dedicated and committed employee who does an exceptional job of managing the Department’s Training responsibilities and she continually seeks out creative methods to deliver the best training services, while being constrained by a limited training budget.

**It should be noted that the Department previously assigned a full-time sergeant, CSO, management analyst and secretary to manage all of the personnel, hiring, risk-management, and training of employees department-wide.**

**Recommendation:** *In conjunction with its future overall staffing priority analysis, the Department should consider adding some full-time personnel back to the Training Unit. This is one of the most critical areas of responsibility for the organization and the Department needs to take a serious look at adding back to the overall staffing.*

The Training Manager is responsible for ensuring all legislatively mandated training is California Peace Officers Standards and Training (POST) certified and conducted within the every two-year P.O.S.T. training cycle. The Training Manager also facilitates all other legally required training that is incorporated into the Department's annual training plan. The Training Section also manages the following functions, but is not limited to:

- In-House Instructor POST certifications
- POST Course Certifications for proprietary courses
- Officer POST Basic Certificates
- Public Safety Dispatcher POST CPT Training Requirements
- Safety Equipment
- Training Needs Assessments (all units)
- Annual Department Training Plan
- Off-Site training and budget
- POST monthly reimbursement ledgers and reimbursements
- Audits: POST annual audit, City of Vacaville Finance Department audit, State Controller's Office audit
- Hosted Training

### **Training Mandates**

The Training Section prepares and administers the Department training plan and conducts ongoing reviews for the purpose of ensuring the training plan is in compliance with legislative mandated training, POST Continued Professional Training (CPT) requirements, applicable laws, contemporary case law and associated liabilities, departmental policies, standards and directions.

### **POST Continued Professional Training (CPT)**

As mandated by POST regulation 1005 - Minimum Standards for Training, Continuing Professional Training (CPT) Required (d) (1), a total of 24 hours of CPT training is required during every two-year CPT cycle for all police officers and dispatchers. As of January 2002, POST also incorporated 14 hours of Perishable Skills training that is included in the 24 hour mandate.

### **Perishable Skills Training**

As mandated by POST regulation 1005 - Minimum Standards for Training, Perishable Skills/Communications Requirement for CPT (4) (A), all police officers below the level of middle management who are assigned to patrol, traffic, or investigations who routinely effect the physical arrest of criminal suspects are required to complete 14 hours of Perishable Skills and Communications training during every CPT cycle. Perishable Skills training is incorporated into the Police Department's annual training plan to ensure a minimum of 4 hours training in each topical area, to include: 1) Arrest and Control (4 hours), 2) Driver Training/Awareness (4 hours), 3) Tactical Firearms (4 hours) and, 4) Tactical Communications (2 hours). The Police Department recognizes the significant liability inherent with each of the Perishable Skills areas and therefore designs the Department's annual training plan to exceed minimum training mandates as follows:

- **Arrest and Control (Defensive Tactics):** Presented twice per calendar year for a total of four, four-hour presentations within one CPT cycle. Total CPT Cycle Training Hours - 16
- **Driver Training/Awareness (EVOG - Emergency Vehicle Operations):** Presented once per year for a total of two, eight-hour presentations within one CPT cycle. Total CPT Cycle Training Hours - 32.
- **Tactical Firearms (Range Training):** Presented once per calendar for a total of two, four-hour presentations within one CPT cycle. Total CPT Cycle Training Hours - 8. *Note:* Range training is held 15 times per year to include Open Range wherein officers qualify with handgun, rifle, shotgun, and PRISM. An additional eight training days is designated for sniper training.

### Legislative Required Refresher Training

The Legislature determined and has mandated certain training be refreshed or updated at regular intervals to maintain proficiency and certification or to obtain recertification in particular areas of an officer’s duties:

**Table 7. Legislative Required Refresher Training**

Training Topic	Required Personnel Training Participation/Responsibility	Required Update/Refresher Training
<b>Cal-OSHA 5193:</b> Blood borne pathogens	Employers	Annually at a minimum as prescribed by OSHA – CCR Title 8
<b>PC 13519:</b> Domestic violence complaints	Law Enforcement Officers	Law Enforcement Officers (below supervisory rank assigned to patrol) <ul style="list-style-type: none"> <li>• Every 2 years</li> </ul>
<b>PC 629.94:</b> Electronic Surveillance	Investigative or law enforcement officers; other persons as designated	“Periodic Recertification” Minimum standards as set by the AG (Attorney General)
<b>PC 13518:</b> First Aid & CPR	Every city/district police officer, (deputy) sheriff, (deputy) marshal, and CHP peace officer, <i>except those whose duties are primarily clerical or administrative</i>	Satisfactory completion of periodic refresher training or appropriate testing in CPR and other first aid as prescribed by EMSA - CCR Title 22 <ul style="list-style-type: none"> <li>• Every 3 years</li> </ul>
<b>PC 13519.8:</b> High Speed Vehicle Pursuits	Law enforcement officers	CA Law Enforcement Pursuit Guidelines (2/07) and/or Pursuit Driving Update (2007), 2-hour POST tele-course can be used to satisfy this requirement
<b>PC 13519.4:</b> Racial & Cultural Diversity Training; Racial Profiling	Law enforcement officers	Every 5 years
<b>Cal - OSHA 5144:</b> Respiratory Protection/Fitting	Employers	Annually as prescribed by OSHA - CCR Title 8

### **In-House Instructor POST Certification**

Review, analyze and authenticate each in-house instructor's POST training record to determine eligibility for approval by POST to instruct under Napa Academy's POST certifications for Perishable Skills. Determine if instructor applicants' meet POST 1070 and 1071 regulations and Department standards, and evaluate any additional relevant training that is applicable to the specific topical area (Arrest and Control, Driver Training/Awareness and Tactical Firearms) for inclusion on the POST Instructor Resume. Submit completed POST Instructor Resume's and accompanying documentation to Napa Academy In-Service Training for application for certification.

### **In-House Instructor Update Training - Perishable Skills Instructors**

Review and evaluate individual in-house instructor POST training records to develop a training plan for instructor update training. The plan will minimize liability exposure and be in compliance with POST and Department instructor standards, contemporary case law, and Department policies. Where update training needs are identified, the Training Manager will research and evaluate, in conjunction with instructor team supervisors, the quality and scope of various POST instructor training courses for the purpose of ensuring instructor's receive training that is contemporary and meets POST certification and Department standards.

### **POST Course Certifications**

Identify, analyze and, when applicable, develop potential POST course certification opportunities. Ensure course content is congruent with Department training needs and in compliance with POST regulations, Department policies and related laws (to include contemporary case law). Apply technical knowledge of POST course budgeting and instructor requirements to be successful in the application process. All course certification applications are conducted via EDI (POST Electronic Data Interchange).

### **POST Certificates - Officer and Dispatcher**

Officer POST Basic Certificate - POST Regulation 1012 and Penal Code section 830.1(a) - For legislative compliance purposes, prepare and submit officer POST Basic Certificate applications to POST within the regulation timeline requirements for entry level and lateral police officer probation periods. Ensure applications are accurate, authenticated, and signed by the Training Manager and Chief of Police prior to submission. When needed, facilitate POST Intermediate, Advanced, and Supervisory Certificate applications for officers and dispatchers.

### **Public Safety Dispatcher POST CPT Training Requirements**

Develop and implement the Public Safety Dispatcher POST training plan to ensure all CPT requirements are met within current CPT cycles. Analyze individual training records to identify training deficiencies, and facilitate an action plan to resolve any noted issues or concerns.

### **Safety Equipment**

Manage, maintain, inventory, order, distribute and collect all equipment. Maintain the Department's equipment room to ensure the availability of safety items, accountability, and cleanliness. Troubleshoot issues with equipment, when applicable, and collaborate with Motorola for the timely repair of police radios.

## **Vendors**

Research and identify vendors based on the following criteria: 1) meets Department requirements for safety equipment needs, 2) competitive pricing, 3) quality products, 4) exceptional customer service responsiveness and, 5) local vendors when possible.

## **Product Testing**

To evaluate a prospective new product's efficiency and effectiveness in real-time work conditions, deploy such products to an identified control group for field testing prior to making a recommendation.

Note: In 2010, The Department successfully transitioned to a local uniform company for safety vests and other safety equipment. The transition to conduct business locally has resulted in competitive pricing, enhanced customer service, and the ability to increase local tax revenue.

## **Training Needs Assessments**

Through the utilization of the POST Training Needs Assessment (TNA's) process, recommend and/or implement other identified Department training needs into the annual training plan to include, but not limited to: 1) Sniper Training, 2) K-9 Training, 3) SWAT/CINT, and 4) Mobile Field Force. Develop strategies focused on meeting additional identified training needs to include researching and analyzing training opportunities (i.e. quality, applicability, fiscal benefits and legality of the training), and implement identified training via sponsored/hosted events when possible.

## **Annual Department Training Plan**

Prepare and administer the department training plan. Conduct reviews regularly for the purpose of ensuring the training plan is in compliance with legislative mandated training, POST Continued Professional Training (CPT) requirements, applicable laws, contemporary case law and associated liabilities, departmental policies, standards and directions. Ensure training identified as a priority by the Chief of Police is integrated into the training plan.

## **Off-Site Training**

All personnel off-site training requests are reviewed to ensure the training is in compliance with the Department's Training Plan matrix and therefore relevant to the employee's current assignment to include adjunct duties. Research specific Regional Training Centers (RTC's), colleges, academy in-service training programs, and POST regulations to ensure the requested training meets POST and Department standards, needs and other related laws and liability areas.

## **Off-Site Training Budget**

Manage and monitor the off-site training budget to ensure expenses are in compliance with POST, Department and City of Vacaville Finance policies. On a monthly basis, review and reconcile POST reimbursement ledgers and funds with Department training expenses to ensure accuracy, accountability and timeliness. Ensure expenses remain within budgetary limits and POST and City of Vacaville Finance policies.

## **Audits**

Ensure compliance with audit requirements for POST (background and training files), the State Controller's Office and the City of Vacaville Finance Department. Conduct annual audits of training and expense records in conjunction with the Department's Post Consultant. Respond to audit requests from the State

Controller's Office and perform any pre-audit research and reporting in preparation for an audit. Respond to audit requests from the City of Vacaville Finance Department.

### **Federal Vest Grant and Replacement**

Prepare and implement the vest replacement program for five-year cycle periods. Manage and monitor the current Federal Vest Grant Program to ensure all funds are expended timely and reimbursements are submitted and received accordingly. Apply for newly funded Federal Vest grants when available.

### **Recruitment/Background Coordinator**

Facilitate the recruitment process and respond to all inquiries regarding the hiring process. Manage the recruitment background process to include processing prospective employees through the initial background process and assigning backgrounds to investigators. Proctor written examinations when needed in conjunction with City Human Resources staff. Proctor oral panels and draft questions when needed in conjunction with Human Resources staff.

### **Additional Training Section Responsibilities: ILEMS (Integrated Law Enforcement Management System)**

Utilize the Training component of ILEMS for the purpose of managing all off-site training requests reviews, approvals and rejections. Conduct regular assessments of program costs by unit and prepare program based budget reports.

### **TMS (Training Management System)**

Manage off-site and in-house training in TMS. Enter all new personnel and any personnel changes into the system.

### **POST EDI (Electronic Data Interchange)**

As the POST EDI Administrator, analyze EDI information regularly as follows: 1) compliance reviews for training and personnel, 2) officer and dispatcher POST Certificates, 3) proprietary course certifications, 4) reserve officer compliance and, 5) appointment, separations, promotions, and retirements. Conduct all related transactions in EDI as required.

### **Department In-House Training Program**

Apply the Department In-House Training Plan to administer the In-House Training Program for Teams One and Two, Specialty Teams and civilian personnel. Regular Department training for Teams One and Two is conducted on the second and third Wednesday of each month, with the exception of June, July, August and December. Conduct on-site facilitation on training days and provide supervisory response/support to emerging training or employee needs/issues.

### **Training Budget**

#### **Fiscal Study and Budget Recommendations:**

**Determine and analyze fiscal needs for training and equipment. Prepare budget recommendations annually to include identified needs and allowances for unanticipated needs. The current training and equipment budget has not increased annually in proportion to training and equipment needs and related expenses. Since the amounts allocated for POST and non-POST training have historically been a fixed amount, it is essential to conduct an annual training budget study, prepare and submit**

recommendations to the division commander to ensure limited training funds can be supplemented by alternative funding sources.

### Training and Career Development Manual

Prepare revisions to the Department’s Training and Career Development Manual to include all legislative updates, recommended training by position, POST regulation instructor updates, and other applicable Department and City policies.

## ADDITIONAL TRAINING MANAGER RESPONSIBILITIES

Table 8. Training Manager Responsibilities

Responsibility Name	Description
<b>Employee Training, FTO (Field Training) and Background Files</b>	Act as the Custodian of Records for all Training, FTO and Background files. Ensure confidentiality and accuracy. Prepare files for audits or court.
<b>POST Multi-Media Program</b>	Implement, facilitate and ensure accountability
<b>Annual Department Training Binder</b>	Complete historical Department training information that is compiled monthly and maintained in an annual format. The information is retrieved for research purposes and, periodically, retrieved for legal purposes and for the Office of Professional Standards.
<b>Department Police Intern Program Supervisor</b>	Facilitate recruitment process for new interns. Assign interns to various sections and evaluate performance.
<b>Department Lockers</b>	Assign lockers to officers and CSO’s and maintain current locker information.
<b>POST Learning Portal</b>	Monitor the Portal and ensure all required individual officer training documentation is retrieved
<b>Hosted Training Opportunities</b>	Identify and facilitate hosted training opportunities to enhance training, increase exposure to a subject-matter expert, or as a cost-saving measure.
<b>Hosted Training Opportunities</b>	Identify and facilitate hosted training opportunities to enhance training, increase exposure to a subject matter expert, or as a cost-saving measure
<b>Special Projects</b>	At the direction of command staff, may be assigned projects and other tasks that require research, evaluation and oversight
<b>Fiscal Responsibility</b>	The Vacaville Police Department has done an extraordinary job of efficiently and effectively managing the organization’s complex training requirements. The Department has truly maximized every training dollar allotted. An example of training savings can be found in the Department’s willingness to host regional training



Responsibility Name	Description
	<p>courses. The Department reaps significant savings by not having to send their officers off-site for training and also by saving course registration costs which are waived to the host agency. In FY 2017/18, the Department hosted eight (8) training courses listed below:</p> <ul style="list-style-type: none"> <li>• Crisis Negotiations for Dispatchers</li> <li>• Investigations, interview and interrogation</li> <li>• Street Crimes Seminar</li> <li>• Stress Management</li> <li>• Public Records Act</li> <li>• Legal Update: Pitchess Motions – Officer Personnel File Update</li> <li>• Leadership and Accountability for Command Staff</li> <li>• Assertive Supervision</li> </ul>

## Chapter VI – Strategic Planning – Team Building Workshop

### STRATEGIC PLANNING/TEAM BUILDING WORKSHOP

The Vacaville Police Department applied to POST and received approval to conduct their next Team Building Workshop (TBW) and Strategic Planning session to be scheduled for 2018. POST provides specialized consultant services to assist the agency with problem solving, developing organizational goals and objectives and facilitates team building for the agency’s supervisory and management staff. POST also provides financial assistance that covers a significant portion of all costs for the twenty-four hour workshop. The TBW is designed for staff to attend a workshop session at an off-site location. During the workshop, an “Action Plan” is developed to identify and resolve problems and issues as well as an opportunity to develop a strategic plan for future goals and objectives.

In its TBW application to POST, the Police Department has outlined three (3) general categories for discussion:

- **Internal/External Communication:** Develop a plan to enhance the exchange and delivery of information and focus on building trust and credibility internally - within the organization and externally - with the people we serve.
- **Succession Planning:** Review/Revise existing plan and create a new Strategic Leadership Succession Plan for the organization.
- **Organization/Command Structure:** Review/Revise Staffing and Organization Command Structure.

## TEAM BUILDING WORKSHOP - PLANNING RECOMMENDATIONS AND SAMPLE AGENDA

Day 1	<b>Introduction:</b> Welcome, Logistics, Ground Rules, Purpose and Agenda Overview
	<b>Vacaville Police Department:</b> Review - Mission, Vision, Values
	<b>Challenges and Opportunities:</b> Unit/Bureau/Division Overview
	<b>Accountability:</b> How do we define it? How do we make it happen? How do we obtain consistency? Employee/Supervisor/Manager expectations, Role definitions, Tasks/Responsibilities
	<b>Future Organization:</b> Staffing priorities
	<b>Focus on Communication, Trust and Team Building:</b> Develop a communications strategy
Day 2	<b>Technology</b>
	<b>Define our Most Critical Technology Needs</b>
	<b>Develop a Strategic Technology Plan for the Future</b>
Day 3	<b>Planning for the future:</b> Customer Service, Differential Policing Strategies, Priorities
	<b>Communication:</b> Internal/External
	<b>Community Engagement/Outreach:</b> Social media, Volunteers in policing – FRC – Homeless Outreach Program
	<b>Organizational Priorities:</b> Recruitment, Staffing, Retention, Training plan, Technology and equipment, Succession planning
	<b>Developing a Strategic Leadership Succession Plan</b>
	<b>Review/Revise Staffing Allocations – Revise Organization Command Structure</b>
	<b>Moving from Good to Great:</b> Input vs. Output <ul style="list-style-type: none"> <li>A Great Organization is one that delivers superior performance and makes a distinctive impact over a long period of time. Performance must be assessed relative to mission, vision and values. How effectively we deliver on our mission and make a distinctive impact, relative to our resources. Greatness is not a function of circumstance. Greatness is largely a matter of conscious choice and discipline.</li> </ul>
	<b>Workshop Closing:</b> Building the action plan

# Chapter VII – Succession Planning

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## STRATEGIC LEADERSHIP SUCCESSION PLAN

### PREPARING FOR THE FUTURE

Succession planning is a process for identifying and developing internal employees with the potential to fill key leadership positions. Succession planning increases the availability of experienced and capable employees who are prepared to assume these roles as they become available. The Vacaville Police Department has completed such a plan in the past, however, the plan is considerably outdated.

The challenges presented by increased attrition also present opportunities for individuals and the organization to develop leadership skills and utilize those skills to promote the success of the Vacaville Police Department.

This plan is intended to be as specific as possible. However, due to the nature of law enforcement and the many different types of duties one may perform throughout one's career, we recognize that no one single plan can successfully identify the required skills or competencies for each individual assignment or duty station. Rather, we will focus on the broad skill sets and competencies identified for each level of the organization. Within each field or unique assignment, additional training or competencies may be required. We will attempt to identify areas of improvement and initiatives to address those areas of improvement. This will allow employees to develop in areas where they are deficient, thus improving the agency as a whole.

The primary goal is to develop a working guide that will provide the Police Department with a sustainable process of succession planning. The guide will identify some of the areas of opportunity we may have as an organization to improve the preparation of our employees to take on larger leadership roles. In addition, this succession plan will provide employees information on the skills and competencies identified so that they may better manage their careers and seek the most appropriate training and experience opportunities.

The Vacaville Police Department has endured many challenges over a long history. Major changes will occur in the Law Enforcement Field in the coming years. The International Association of Chiefs of Police authored a report entitled, "Police Leadership in the 21st Century." The report states: "Perhaps the biggest challenge facing police executives of the 21st century will be to develop police organizations that can effectively recognize, relate and assimilate the global shifts in culture, technology and information. Changing community expectations, workforce values, technological power, governmental arrangements, policing philosophies and ethical standards are but a sample of the forces that must be understood and constructively managed by the current and incoming generation of chief executives."

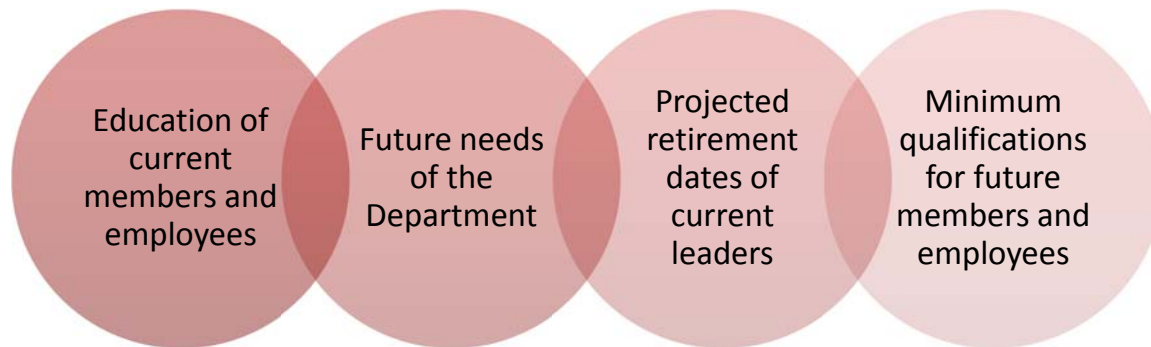
It is recommended that the Command and Supervisory Staff of the Vacaville Police Department take these challenges head on and prepare, rather than react, to the changing times. It is also recommended that a selected committee of members and employees be established to collaborate and develop the Strategic Leadership Succession Plan. This plan should be created to ensure that the Police Department will develop organizational leaders who will guide the future of all who come to serve our communities.

This plan will serve as a guide to all who read it and give them the necessary information to develop into future leaders. The guide will include background, succession planning recommendations, employee development, implementation goals and an overall evaluation of the proposed recommendations.

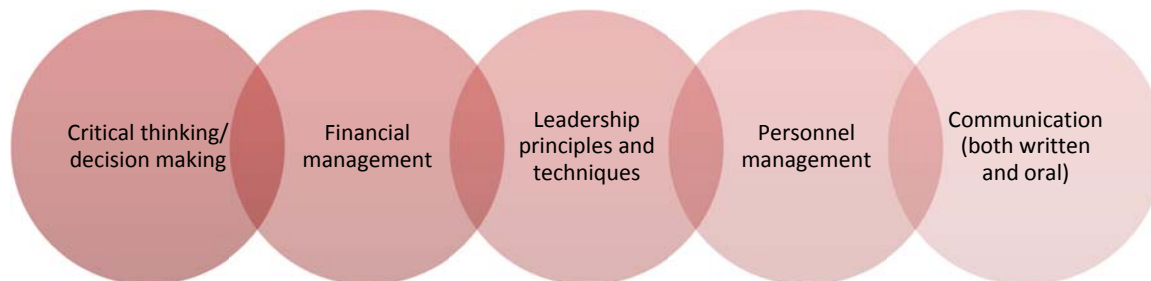
The primary goal of strategic succession planning will be to deliver quality policing services that meet the needs of our citizens.

It is recommended that the succession planning committee meet regularly to carry out the goal of completing this guide. The committee will first identify key Police Department leadership positions, both sworn and professional, then review the core competencies specific to those positions. The committee will also address the “Readiness Gap” between the leadership requirements over the next five years and the leaders (and their current competencies) available to fill the requirements.

The committee should use four primary tools to facilitate this process:



In every law enforcement organization, it is widely recognized that successful succession planning begins at the selection phase of those entering the department, often at entry-level classifications. It is recommended that the committee focus on the largest readiness gaps which may include:



The committee should also identify available training pathways that might best help the agency and the employee close specific competency gaps. The further development of this strategic leadership succession plan will be discussed on the agenda for the next scheduled Vacaville Police Department Strategic Planning and Team Building Workshop.

***Recommendation: Develop a Strategic Leadership Succession Plan as outlined above.***

## STRATEGIC VISION

In addition to its core Mission and Values, every law enforcement organization needs to focus on the highest level of professionalism by following and continually updating its Strategic Vision. It is recommended that the future Strategic Vision of the Vacaville Police Department include:

- Providing Value in Policing Services
- A dedicated commitment to constantly reducing crime
- Seeking to build community trust and respect by making all citizen contacts fair, impartial, respectful, and effective
- Ensuring safety on our roadways and throughout our communities
- Using our resources in a fiscally responsible manner
- Operating with policies, procedures and programs that reflect the profession's best practices
- Continuously developing and improving the skills and abilities of all Department members
- Having pride and recognizing accomplishments throughout the organization
- Holding ourselves accountable to the highest integrity
- Serving to enhance the quality of life and make a positive difference in the lives of our citizens

## POLICING BY CONSENT: THE HOW AND THE WHAT

*Dr. Richie Adams, Superintendent of Policing in Scotland writes about the Importance of Values in Policing:*

***“P****rogressive law enforcement organizations throughout the world (including the Vacaville Police Department) are successfully transitioning to a values-based approach to service delivery. It is useful to consider how policing is delivered and then assess the potential wider impact of that delivery. Consequently, how policing performs within each encounter is important as, in every interaction, a trace will be left. Within each encounter, a moment occurs when a number of options are open to officers and staff and a choice must be made. The decisions made within these moments will impact the view the community member has of policing overall, whether for good or bad. This will, in turn, impact how that person interacts with the Department in future encounters.*

*The “how” of policing is just as important as the “what” policing delivers, as both greatly impact the service and the perception it leaves in the minds of citizens and communities. Therefore, if the service was shaped by a greater conscious awareness of what underpins consent (policing’s critical success factor), then, perhaps, the quality of service will improve and be sustained beyond that which currently exists. Clarity in respect to what policing does and how policing achieves its mission are of equal importance, ergo, the style of policing is as important as the results it achieves.”*

# SECTION B

## Chapter VIII – Community Policing and Community-Oriented Government

### THE PHILOSOPHY OF COMMUNITY POLICING AND COMMUNITY ORIENTED GOVERNMENT

Community Policing is an organizational wide philosophy and management approach that promotes community, government and police partnerships; proactive problem-solving and community engagement to address the causes of crime, fear of crime and other community issues. Vacaville PD incorporates community policing and problem solving into its core philosophy and approach, beginning in the Field Training Program.

Community Policing requires a proactive response to crime and disorder based upon a decentralized decision making model. Community Policing creates a shared responsibility and accountability for public safety issues and requires active collaboration and partnership with the community working to solve problems. Effective Community Policing actually treats the causes of crime and addresses the concerns about the fear of crime.

Community Policing requires that officers identify problems; collect and analyze information; develop and implement solutions to problems and evaluate the effectiveness of selected strategies.

***True community policing relies on building partnerships with those the police serve so as to better identify community problems and develop and evaluate an effective response. Community policing requires officers to use critical thinking and emotional intelligence to establish meaningful relationships with individual community members.***

In the early 1800's some of the first London police commissioners identified the principles to policing, concepts such as:

***“The ability of the police to perform their duties is dependent upon public approval of police actions; Police must secure the willing cooperation of the public in voluntary observance of the law to be able to secure and maintain the respect of the public; The degree of cooperation of the public that can be secured diminishes proportionately to the necessity of the use of physical force.”***

### COMMUNITY ENGAGEMENT – PUBLIC INFORMATION AND COMMUNITY OUTREACH

Community Engagement in a law enforcement agency involves numerous strategies, projects and programs. It is a complex endeavor that has a common goal to share information; seek information and establish a two-way dialogue with the public we serve; establish trust and credibility with the public; establish working relationships with the media; create transparency in our messaging and the delivery of

our services; and, provide programs that engage the public in understanding that public safety is a shared community responsibility.

Today, community engagement strategies include Social Media, Public Information, Public Records, Community Meetings, Open House/Tours, Police Advisory Groups, Cadet/Intern Programs, Crime Prevention – Crime Prevention through Environmental Design (CPTED), Neighborhood Watch, Traffic Safety Education, Citizens Police Academy, and Volunteers in Policing Programs. And yet, there are very few law enforcement agencies in the country today that have established a comprehensive policy that outlines a public information and community engagement strategy. Vacaville PD has utilized two (2) Crime Prevention CSO's in years past. Today, this position is managed by a single Community Engagement and Outreach Specialist.

**When policing is delivered in a service-based manner, predicated on an effective use of discretion and values-based decision-making, it is likely that the service will become legitimized within communities. This supports the key aspiration of policing—to assist in building safer communities. Positive service delivery allows trust to be developed, and, as a result, support for policing increases.**

## **PUBLIC INFORMATION – LAW ENFORCEMENT MEDIA RELATIONS**

Designing a comprehensive public information plan requires careful selection of goals and programs. Policies and procedures provide critical guidance to the organization. This is simpler in theory than in practice. Successful public information functions require an organizational environment with policies and procedures that foster a supportive environment for public information activities.

For any law enforcement agency, there are essentially four ways to staff the public information function: A full-time Public Information Officer (PIO); a full-time existing employee with part-time public information duties; a part-time PIO; and an outside contractor. The Vacaville Police Department currently utilizes a full-time existing employee (Support Services Lieutenant – with part-time public information duties) and assigns other public information responsibilities as necessary.

When developing a public information strategy, the agency should be focused on several goals and objectives that include the following:

- Counseling management on the public information implications of proposed agency policies, procedures and programs
- Organizing communication activities to foster understanding of goals, programs, laws and priorities
- Preparing news releases (through social media sources) and facilitating the accurate and full coverage of public safety issues and programs by the news media
- Marketing projects, programs and services
- Developing questionnaires and feedback opportunities to strengthen two-way communications
- Organizing emergency public information
- Developing recognition activities to celebrate achievements by residents, organizations and employees

- Supporting citizen participation in policy formulation
- Training supervisory and management personnel in social media, news media, crisis communications and public information procedures and processes

## **SOCIAL MEDIA**

The Vacaville Police Department has recently enhanced its efforts to upgrade its website information and has also embraced social media by actively engaging in a variety of social media platforms including, Facebook, Twitter, NextDoor, and Nixle. The Department has been very successful in building and sustaining community engagement through these platforms and is widely recognized as a “Best Practices” leader.

Without a question, social media is a vital component to the law enforcement mission. In the same way that community policing positively changed the relationship between police and the community decades ago, social media has provided the law enforcement profession with a unique opportunity and medium to connect, engage and communicate with the people we serve.

Police departments are using social media for a variety of reasons for two basic purposes - Disseminating their own messages to the public, and gathering information from social media platforms to prevent and investigate crimes. Many agencies are using social media or expect to do so in the future in order to facilitate criminal investigations, share important information with the public during times of crisis as well as about everyday news and events, receive crime tips, and receive crime reports. The community has come to expect that their police department will have a social media presence through platforms such as Twitter, Facebook, Nixle, Instagram, YouTube and neighborhood connections such as Next Door.

Social media allows law enforcement agencies to reach a broad, diverse audience, quickly and in an unfiltered manner. These platforms also allow police to reach out in conversational ways to open lines of communication and show examples that break down stereotypes. By using these tools thoughtfully, agencies develop new levels of transparency and provide excellent customer service, thereby enhancing relationships with individuals, businesses and organizations throughout the community, not just online, but offline as well.

Social media allows agencies to reach beyond geographic, cultural, demographic and other boundaries that exist within our communities. Social channels can be a vital tool in starting the conversation on many topics and can help foster and build relationships with community members and groups.

Social media has brought a new perspective to many agencies, branding both the law enforcement profession as well as the specific department. Just like the private sector companies that we can identify through a brief commercial or a glimpse of their logo, police departments have their own unique brand. When an individual comes across an agency patch, badge, challenge coin or logo, they will have immediate perceptions and expectations. If those images are paired with consistent messaging that portrays honesty, integrity and trustworthiness, then those values will become synonymous with that law enforcement agency brand. This of course, should also be partnered with exceptional customer service. Social media has changed expectations, and many people now turn to these channels to voice a concern or ask a question. Agencies can, and many are, there to respond to those instances. This is an opportunity to show the community that we are listening and we care.



Having a strong, identifiable brand allows community members to know exactly where to go for information and also sets up expectations for what they will receive from police departments. Communities across the country are diverse in what social media tools they use and how they use them. Again, there is no one right answer and one perfect solution to a social media strategy, however, it is important for the department to know their community’s social media tendencies so they can capitalize on them and ensure they are using these tools for the best interest of the department and the community.

Social media provides a forum for professional but also conversational and personal messaging for law enforcement agencies. This type of messaging can help break down stereotypes by showing humanity of police officers and providing insight into the challenges law enforcement officers face and how they operate. These opportunities make law enforcement officers more approachable which in turn allows for more two-way communication between the agency and other community members. **Vacaville PD has embraced this philosophy and utilizes a team approach to engage the community. While this takes some time away from their primary duties and assignments, this shift in policing strategies is paramount today.**

Law enforcement agencies must also consider how their own actions are reported to the public through social media. Nearly any public action of a police officer may be recorded on a mobile device and can be instantly uploaded to a social media site. Many of today’s police chiefs have said that they generally advise their officers to always behave in public as if they are being recorded, because that very well may be the case.

***Recommendation:** The Vacaville Police Department should draft a social media strategy that is incorporated in a more comprehensive community engagement and public information strategic plan.*

## CRIME PREVENTION

The Vacaville Police Department facilitates a comprehensive Crime Prevention and Community Outreach Program. The Department makes a significant and ongoing commitment to engage the community, schools, residents, and businesses through a variety of innovative crime prevention initiatives. These primary responsibilities are performed and managed solely by the Department’s single Community Outreach Specialist and listed in **Table 9**.

**Table 9. Crime Prevention/Community Outreach Programs (A-Z)**

Crime Prevention/Community Outreach Programs	
<b>Appearance Requests</b>	<ul style="list-style-type: none"> <li>• Citizens call in to request an officer for a visit or presentation</li> </ul>
<b>Bank Alerts</b>	<ul style="list-style-type: none"> <li>• Maintain Database</li> <li>• Send out email alert to all banks immediately following local bank robberies</li> </ul>
<b>Bike Helmet Program</b>	<ul style="list-style-type: none"> <li>• Helmets donated through Solano County Health and Social Services</li> </ul>
<b>Building Tours</b>	

Crime Prevention/Community Outreach Programs	
<b>Block Closures</b>	
<b>Briefing</b>	<ul style="list-style-type: none"> <li>• Provide updates and/or trainings</li> </ul>
<b>Camera Registration Program, Citizen’s View</b>	<ul style="list-style-type: none"> <li>• Maintain Excel Database for Patrol and Investigations</li> </ul>
<b>CCPOA California Crime Prevention Officer’s Association</b>	
<b>City of Vacaville Advisory Committee</b>	<ul style="list-style-type: none"> <li>• Quarterly meetings at City Hall</li> <li>• Includes City staff from each Department</li> <li>• Round Table discussion and training</li> <li>• City manager gives updates and solicits input from group</li> <li>• CP reports back to PD staff and important updates</li> </ul>
<b>Cloud space Mobile Police App</b>	<ul style="list-style-type: none"> <li>• Worked with designer to do start-up</li> <li>• Enter and maintain all public information in database</li> <li>• Funnel all messages and tips to appropriate departments</li> </ul>
<b>Community Events</b>	<ul style="list-style-type: none"> <li>• Attend numerous community events throughout the year</li> <li>• <b>Events include:</b> Child Safety, Health Fairs, School Events, Employee/Workplace, and general Crime Prevention Presentations</li> </ul>
<b>Community Law Enforcement Academy</b>	<ul style="list-style-type: none"> <li>• 8 weekly sessions in the evening</li> <li>• Organize all PD presenters including command staff to open each session</li> <li>• Organize participant binders</li> <li>• <b>Solicit participants:</b> Newspaper, articles, newsletters, website, Facebook, local magazines, etc.</li> </ul>
<b>CompStat Meetings/General Staff Meetings</b>	<ul style="list-style-type: none"> <li>• Attend monthly CompStat meetings</li> <li>• Crime stats are reviewed and the group brainstorms ideas for crime prevention or follow-up</li> </ul>
<b>Crime Alert Flyers</b>	<ul style="list-style-type: none"> <li>• <b>Crime Trends:</b> Create a new flyer base on a crime trend or event.</li> </ul>
<b>Crime Fighter Newsletter</b>	<ul style="list-style-type: none"> <li>• Quarterly Newsletter that goes out to all Reporter subscribers</li> <li>• Collect and/or write all articles</li> <li>• Linked to VPD website</li> </ul>
<b>Crime Free Multi Housing</b>	<ul style="list-style-type: none"> <li>• CF Certified</li> <li>• Future member of the Community Response Unit (CRU)</li> <li>• Work the CF Business component and assist with training</li> </ul>

<b>Crime Prevention/Community Outreach Programs</b>	
<b>Crime Prevention Articles</b>	<ul style="list-style-type: none"> <li>• “At Your Service”: 3 articles a month</li> <li>• “Grapevine”: As needed for special events or safety announcements</li> <li>• “Around Town”</li> <li>• “Vacaville Magazine”</li> </ul>
<b>EOC Team Member</b>	<ul style="list-style-type: none"> <li>• Several meetings and trainings a year</li> <li>• CP is part of Logistics section</li> </ul>
<b>Event Planning/Special Events</b>	<ul style="list-style-type: none"> <li>• Routinely receive requests from City staff, community members, or internally to plan special community events. Examples would be the Child Safety and Fingerprinting; Women’s Safety Workshop; Social Media Milestone</li> </ul>
<b>EZ Child ID Fingerprint System</b>	<ul style="list-style-type: none"> <li>• Biometric fingerprint reader</li> <li>• Used for children or At-Risk adults</li> </ul>
<b>Fraud/Scam Calls</b>	<ul style="list-style-type: none"> <li>• Referrals to CP for all attempted victims of scams/fraud</li> <li>• Citizen contact/follow-up</li> <li>• Log type of fraud/scam</li> <li>• Educate Citizens</li> </ul>
<b>Grant Writing, Grant Applications/Grant Program Administration</b>	
<b>Kid Fest</b>	<ul style="list-style-type: none"> <li>• <a href="http://www.vacavillekidfest.org">www.vacavillekidfest.org</a></li> <li>• Held first Saturday in October</li> <li>• 60 booths with non-profits, vendors, food and entertainment</li> <li>• Manage Kid fest website updates. Webmaster</li> <li>• Organize PD staff, Cadets and VIPS to help with event</li> </ul>
<b>Manage Mascot Program</b>	<ul style="list-style-type: none"> <li>• McGruff, Eddie the Eagle</li> </ul>
<b>National Night Out</b>	<ul style="list-style-type: none"> <li>• Always the first Tuesday in August</li> <li>• Promote event in paper, magazines, press, PSA’s</li> <li>• Organize block parties</li> <li>• Process and approve any block closures.</li> <li>• Solicit employee participation: City Staff, Officers, Command Staff, VIPS, Cadets, McGruff volunteers, Fire Department, City Council, Sheriff’s Department, CHP, etc.</li> <li>• Solicit business participation</li> <li>• Organize staff and facilitate staff visits</li> </ul>
<b>Neighbor Dispute Resolution/Mediation</b>	<ul style="list-style-type: none"> <li>• Citizens call CP and discuss issues neighborhood issues</li> <li>• CP refers case to mediation through Solano County Bar Association</li> <li>• Goal is to prevent restraining orders</li> </ul>
<b>Neighborhood Watch Meetings</b>	<ul style="list-style-type: none"> <li>• Maintain Database</li> <li>• CP creates flyer for citizen to distribute</li> <li>• Meeting held in home in neighborhood</li> <li>• Manage quarterly block captain meetings.</li> <li>• Promote NextDoor.com to all groups to stay in touch</li> </ul>
<b>No Trespassing Authorization Letters</b>	<ul style="list-style-type: none"> <li>• Process and forward authorization letters</li> </ul>

Crime Prevention/Community Outreach Programs	
<b>Presentations</b>	<ul style="list-style-type: none"> <li>• CP manages all presentation requests</li> <li>• Child Safety (to kids and parents)</li> <li>• Senior Safety</li> <li>• Women’s Safety</li> <li>• General Safety</li> <li>• Fraud Recognition</li> <li>• Neighborhood “issue” meetings</li> <li>• Current Crime Trends</li> <li>• Safe Streets -to get rid of drug houses</li> <li>• Presenter at VIPS Academy/CF Training</li> <li>• Large Community Meetings</li> <li>• All McGruff Requests</li> </ul>
<b>Public Service Announcements on KUIC</b>	<ul style="list-style-type: none"> <li>• <b>Promote Events:</b> KidFest, Community Academy, National Night Out, Fingerprinting Machine</li> </ul>
<b>Public Service Announcements on KUIC</b>	
<b>Refuse To Be A Victim Program</b>	<ul style="list-style-type: none"> <li>• Basic crime prevention program targeted to women</li> <li>• 6 hour seminar - CP is the facilitator and presenter</li> <li>•</li> </ul>
<b>Restitution Checks</b>	
<b>Safe Kids Coalition</b>	
<b>Safe Streets</b>	<ul style="list-style-type: none"> <li>• Program designed to combat ongoing nuisance and criminal activity in neighborhoods through the use of small claims civil suits and multi-agency collaboration.</li> <li>• CP Responsible for collecting initial information.</li> <li>• Neighborhood meeting follows.</li> <li>• Instructs neighbors how to document nuisance.</li> <li>• Liaison between neighborhood group and problem home owner.</li> <li>• Works in conjunction with Community Safety Ordinance.</li> </ul>
<b>Security Surveys</b>	<ul style="list-style-type: none"> <li>• Residential, Business and School</li> <li>• Interior and exterior safety inspection</li> <li>• Crime Prevention Through Environmental Design - CPTED</li> <li>• Send formal security survey report</li> </ul>
<b>Senior Roundtable</b>	<ul style="list-style-type: none"> <li>• Attend Monthly meetings</li> <li>• Presentations as needed</li> </ul>
<b>Social Media/Community Outreach Team</b>	<ul style="list-style-type: none"> <li>• One of 5 team members</li> <li>• Organize City Staff re: Posting of Information</li> <li>• Instagram (In the future)</li> <li>• Periscope: Record and post community related events and videos</li> <li>• Twitter</li> </ul>
<b>- Facebook</b>	<ul style="list-style-type: none"> <li>• Monitor Daily</li> <li>• Post all community related events, programs and activities</li> <li>• Post Safety Tips</li> </ul>

<b>Crime Prevention/Community Outreach Programs</b>	
	<ul style="list-style-type: none"> <li>• Provide Response to comments</li> <li>• Press Releases – linked to the City web site)</li> </ul>
<b>Solano County Crime Stoppers</b>	<ul style="list-style-type: none"> <li>• CP is a Board member</li> <li>• Tips come to CP and then distributed to appropriate department.</li> <li>• Meetings in Vallejo on the first Tuesday of every month</li> </ul>
<b>TLC Campaign (Anti-Auto Burglary Campaign) Youth Academy</b>	<ul style="list-style-type: none"> <li>• Planning stages for first annual in 2016</li> </ul>
<b>YouTube</b>	<ul style="list-style-type: none"> <li>• Post videos of wanted persons</li> <li>• Post videos of events</li> </ul>
<b>Vacaville PD Website</b>	<ul style="list-style-type: none"> <li>• New website launched 2011</li> <li>• CP is main contact for the PD</li> <li>• Responsible for all updates and changes to the site</li> </ul>
<b>VIPS in Crime Prevention/Community Outreach</b>	<ul style="list-style-type: none"> <li>• Victim Follow-up letters</li> <li>• Help at large events: Kid Fest and NNO</li> </ul>

# Chapter IX – Volunteers in Policing

## VOLUNTEERS IN POLICING

The Vacaville Police Department utilizes a volunteer program within the department and throughout the city. The Volunteers in Police Services - V.I.P.S. program comprises volunteers committed to assisting Police Departments in their goal of enhancing community safety, protecting life and property, and reducing crime and the fear of crime. The VIP’s program is designed to give individuals a sense of personal satisfaction while performing in meaningful roles that have a direct positive impact on the community’s and police department’s they serve. Throughout our country, police volunteers have donated millions of hours of their time to police departments and communities by addressing community requests that are non-criminal in nature and including the Neighborhood Patrol/Vacation House Check Program, Neighborhood Watch programs, and other integral community programs provided by law enforcement agencies. Volunteers perform more than 30 separate job functions.

Other duties provided by police volunteers are listed in **Table 10**.

**Table 10. Police Volunteer Task list**

Training Topic	
<b>Data entry/Data Analysis:</b> Administrative tasks, General clerical duties, filing, shredded, etc.	<b>Traffic Control/Traffic Safety:</b> Traffic complaints, Vehicle abatement
<b>Parking Enforcement:</b> Disabled parking enforcement	<b>Processing subpoenas:</b> Citation transmittal to traffic court, Microfilming projects
<b>Disaster Committee:</b> Emergency services training and preparation	<b>Vacation House Checks</b>
<b>Crime Prevention:</b> Neighborhood watch, Neighborhood patrol, Public speaking	<b>Certified Passenger Safety Technician:</b> Car seat installation
<b>Court Liaison Office</b>	<b>Answering Telephones:</b> Greeting people, staffing front desk operations
<b>Public Information:</b> Community outreach	<b>Found Property:</b> Property/Evidence support
<b>Photography</b>	<b>Employers</b>
<b>Community Meetings:</b> Citizens academy, Police open house, Department tours	<b>Report Documentation:</b> Investigations support
<b>Bicycle Safety Programs:</b> Child Fingerprinting	<b>Participation in Special Events</b>
<b>Telephone Surveys:</b> Conduct research	<b>Crime Scene Security</b>
<b>Fleet Maintenance</b>	<b>Animal Control Services</b>

The Vacaville Police Department operates an exceptional VIP’s Program that is professionally managed by Susanne Johnson. The Vacaville Police Department has valued the assistance of volunteers for decades;

records indicate as far back as 1980. For many years, volunteers have played a valuable part in data entry, clerical assistance, the intervention of elder abuse, identifying stolen property, tracking crime statistics, and enforcing parking regulations. There are currently more than 60 active Volunteers in Police Service (VIPS) who serve the community by providing a variety of services that allow police staff to focus their attention on other critical areas of law enforcement.

**Volunteers in Police Service serve more than 15,000 hours annually and this equates to a staff value of about \$400-500,000 annually.**

In 2007, the department was the recipient of an International Association of Chiefs of Police/Science Applications International Corporation (IACP/SAIC) Award for Outstanding Achievement in Law Enforcement Volunteer Programs.

## SCHOOL CROSSING GUARD PROGRAM

On behalf of the Vacaville Unified School District and the City of Vacaville, the Police Department administers a robust School Crossing Guard Program. Crossing Guards are assigned to regulate traffic flow as well as cross pedestrians at safe opportunities. Crossing Guards work independently, in the absence of direct supervision, to safely cross pedestrians at assigned intersections, before and after school. The Crossing Guards regulate pedestrian crossing at more than 25 different school locations and Vacaville Intersections. The 30 Crossing Guards are recruited and hired by the City of Vacaville through the Police Department's Volunteer Program and the program is coordinated and managed by the Department's Volunteer Coordinator.

The School Crossing Guard Program provides service to all public elementary and middle schools within the Vacaville City limits to provide a safe environment for thousands of school children who walk to school or who are dropped off near a school by regulating traffic flow to serve pedestrians and drivers and mitigating safety hazards within highly congested areas.

**The Crossing Guard program was budgeted at \$368,600 for FY 17/18. The Police Department administers, staffs and operates the program in a cooperative agreement (MOU) with the Vacaville Unified School District. The MOU states that each entity is responsible for paying half the total budget at \$184,300.**

**Two years ago, this agreement with VUSD was renegotiated and adopted at a 50/50 cost sharing model and is now reviewed and adjusted annually.**

***Recommendation: I recommend that the Vacaville Police Department renegotiate the current MOU (for FY 18/19) and develop a transition agreement with the VUSD to ultimately take over the administration, staffing, scheduling, training, and operation of the School Crossing Guard Program.***

While California law does not require school districts, cities or counties to use crossing guards, many voluntarily (such as the City of Vacaville) establish and maintain crossing guard programs to protect the health and safety of their students. Whether the school district, local agencies, or combination of entities operate a school crossing guard program, funding can come from a variety of sources, including the school district, city or county revenues, federal and/or state grants, and community-based organizations. The

main expenses associated with such programs primarily include staff salaries and insurance for employees and volunteers.

## **RESERVE OFFICERS**

In the category of volunteers, I did note that the Vacaville Police Department does have a limited Reserve Officer Program. The Reserve Police Officers assist with various duties some of which include patrol assignments, DUI Checkpoints, business checks, traffic enforcement and assisting with special events and investigative follow-up.

The Reserve Officer Program serves as a valuable resource to the Vacaville Police Department and the Reserve Officers play an integral volunteer role within the agency and the community.

## **CITIZENS ACADEMY PROGRAM**

Since the 1980's, law enforcement agencies throughout the country have successfully implemented Citizen Academy programs as a means to inform and educate the community about local policing services. Citizen Academies have also become a successful recruitment tool for Volunteer in Policing programs. The Citizens Academy's primary objective is to provide an opportunity for community members to become informed about the many interesting aspects of police work. A portion of the Academy is designed to give attendees an understanding as to the reasons why police respond to various situations in a particular way and how they ultimately handle that situation. The Academy Class is a hands-on program that encourages a two-way dialogue.

Citizens Police Academy's give participants an opportunity to learn about the benefits of public service and be informed about the challenges and demands associated with law enforcement. Attendees learn about a variety of police operations, policies and procedures and also participate in practical application that demonstrates the complex aspects of the police officer's job. Attendees get the opportunity to directly interact with several members of the police authority.

Citizen Academy Participants also learn about the many facets of the criminal justice system and how police interact with the court system. There is also a component that outlines the relationship of police and our municipal, county and state governments. The Academy classes are generally an informative introduction to the role of policing and its role in our society. Academy attendees will gain a greater insight and understanding of the training and safety procedures required in policing and will learn some of the techniques used in addressing crime and criminal investigations in our community.

Citizens Academies foster relationships that bridge the gaps between law enforcement, communities and businesses. A primary goal is to create an alliance that leaves the Department with voices in the community to act as ambassadors to build active partnerships and collaborations, thus creating an enhanced quality of life for those who are served in the community.

The Vacaville Police Department successfully operates an annual Citizens Academy Class that focuses on a variety of criminal justice topics. Classes are held at the Police Department and sample topics are identified in **Table 11**.



**Table 11. Citizen Academy Class Topics**

Class Topics	
<b>Introduction: Welcome from the Chief of Police and Command staff</b>	<b>Crime Scene Investigations:</b> Property/Evidence management
<b>Overview of Police Services in our Community:</b> Budget/Staffing/Organization	<b>Criminal Gangs:</b> Violent crimes
<b>History of Policing:</b> Volunteers in policing	<b>Crime Prevention:</b> Neighborhood watch, Community outreach
<b>Patrol Operations and Procedures</b>	<b>Communications:</b> 911 Services, Radio Procedures
<b>Police/Media Relations:</b> Public information, Community engagement, Social media	<b>School Resource Program</b>
<b>Professional Standards:</b> Policy/Procedure, Internal affairs	<b>Courts/District Attorney</b>
<b>Probable Cause/Arrest Procedure:</b> Internal affairs	<b>Municipal/Town Services:</b> Citizen leadership and engagement
<b>Use of Force Policy</b>	<b>Disaster Preparedness:</b> Emergency management
<b>Support Operations:</b> Administrative procedures	<b>Participation in Special Events</b>
<b>Telephone Surveys:</b> Conduct research	<b>Crime Scene Security</b>
<b>Fleet Maintenance</b>	<b>Animal Control Services</b>
	<b>SWAT/Hostage Negotiations/Mobile Field</b>

## COMMUNITY SERVICE PROGRAMS

In the area of Community Service, I did note that the Vacaville Police Department does an outstanding job of managing and participating in a variety of community service projects and programs. A sampling of those community involvement programs are identified in **Table 12** and include all of the projects, programs and services provided by the Crime Prevention Unit and the Youth and Family Services Team.

**Table 12. Community Involvement Programs**

Class Topics	
<b>Alzheimer &amp; Dementia Assistance</b>	<b>Nextdoor.com (Community Alerts)</b>
<b>Bicycle Registration</b>	<b>Project Child Safe:</b> Gun locks
<b>Critical Reach</b>	<b>Pharmaceutical Drug Return Program</b>
<b>Disaster Preparedness</b>	<b>Residential Security:</b> Vacation house checks
<b>Law Enforcement Torch Run:</b> Benefiting special Olympics	<b>Children’s Story Telling Time</b>
<b>Neighborhood Watch</b>	<b>School Resource Officer Program</b>
<b>Family Resource Center</b>	

## HOMELESS ROUNDTABLE

This project brings together the City and other Community Stakeholders to discuss and define the complex issues related to homelessness. This city-wide task force develops appropriate community engagement programs, enforcement directives, and public education campaigns to reduce homelessness and its adverse effects. Utilizing public education and City Ordinance enforcement efforts, street corner panhandling actives have been virtually eliminated.

The Homeless Roundtable is a collection of local and county agencies, churches and concerned citizens working to address the homeless situation in Vacaville. The theme is simple: “There’s a Better Way.” The City’s mantra is equally simple: Enforce, Educate and Engage.” The City posts and updates a variety of links and documents for those who are interested in finding assistance and resources regarding homeless issues.

**The City of Vacaville has received local, state and national accolades in its progressive response to homelessness utilizing this multi-stakeholder approach.**

The Police Department’s attention and success related to homeless outreach can be partially attributed to grant funding that has allowed for the creation of the Community Response Unit. There is a concern of how these resources will be sustained in the future once grant funding has expired. As we know, being homeless is not a crime; however, the effects of homelessness create a variety of community problems. Although the resolution of these issues are not the primary responsibility of law enforcement, moreover, law enforcement are called upon as first responders to deal with these and many other social service issues. The unintended consequence is that there is often a drain on limited public safety resources which take officers away from more critical priorities such as their primary role which is responding to criminal activity. The patrol officers are mandated to respond to calls for service, provide safety and crime prevention services, conduct follow-up criminal investigations and apprehend criminals, but these priorities are often in conflict with the many social service responsibilities that our first responders must manage on a daily basis. In the future, the Police Department will need the support of city management and elected officials to ensure that the appropriate resources are provided to meet the many public safety needs and priorities of the community.

# SECTION C

## Chapter X – Traffic Safety

### TRAFFIC OPERATIONS

The Traffic Unit of the Vacaville Police Department promotes safety on our roadways by enforcing traffic related laws, collaborating with the agencies traffic engineers, and educating the public about traffic safety. The traffic team deploys on marked motorcycles and concentrates on proactive efforts to prevent and reduce collisions, protect life and property, and promote the smooth flow of traffic.

Traffic Officers investigate traffic collisions and specialize in advanced techniques for incidents involving serious injury or death. The team provides support to Patrol Teams and the Department’s overall mission to reduce and prevent crime.

When fully staffed, the Traffic Team is comprised of (1) Sergeant, (4) Motorcycle Officers, (2) Traffic Officers and (1) Traffic Community Service Officer (CSO). During the recession and economic downturn the Traffic Unit suffered the greatest internal reduction in staffing and resources. This includes a reduction of Three (3) full-time CSO positions to a single CSO assigned to Parking Services. **See Recommendation below.**

The traffic team focuses on the “3 E’s” of Traffic Safety – Education – Engineering – Enforcement. The traffic team routinely engages in a variety of safety programs including:

- Pedestrian Crosswalk Safety Operations
- Bicycle Safety Operations through education and enforcement
- Conduct Speed Data Analysis
- Participate in Traffic Enforcement Operations including Safe Routes to School Programs, Street Smarts Program and Avoid the 13 DUI Enforcement Program
- Facilitate Community Meetings to address traffic safety issues
- Continued partnership with the Solano Bicycle Coalition to enhance bicycle safety and awareness
- Received awards from Mothers Against Drunk Driving (MADD Awards) for pro-active DUI Enforcement and Education Efforts
- Submitted Grant Funding Application in the amount of \$x to State of California – Office of Traffic Safety for a variety of traffic enforcement operations to include, impaired driving enforcement, seat belt enforcement, bicycle and pedestrian violation enforcement, motorcycle safety and focusing on traffic collisions – specific primary collision factors and data collection

***Recommendation:*** Due to staffing limitations, the Vacaville PD Traffic Unit has recently been staffed by one (1) Police Sergeant and fewer dedicated traffic (motorcycle) officers. The current and recent staffing is significantly inadequate to meet the traffic safety needs of the Department. As such, traffic enforcement operations have been limited and consideration should be given to increasing the overall staffing (including adding back cost-effective CSO’s) in this critical Department Unit

The primary mission of the Traffic Division is to reduce the number and severity of traffic collisions and to help keep streets safe for all motorists, bicyclists, and pedestrians. Traffic officers see firsthand the devastation and tragedy which can result from negligent, criminal, or thoughtless acts committed behind the wheel. The men and women in law enforcement are aware that nobody likes to receive a ticket; however, the reality is that the most effective way to modify bad driving habits is through proactive enforcement.

Traffic Section officers strongly believe they can and do make a difference. They realize they probably will not win a popularity contest but studies have proven that through enforcement and education, the community roadways are safer for everyone.

**A significant increase in the total number of collisions citywide in 2017 (876 in 2017 v. 725 in 2016); a more than 20% increase; requires immediate attention by way of education and enforcement activities, and this can only be managed by immediately increasing staffing in this key unit.**

### Collisions 2013-2017

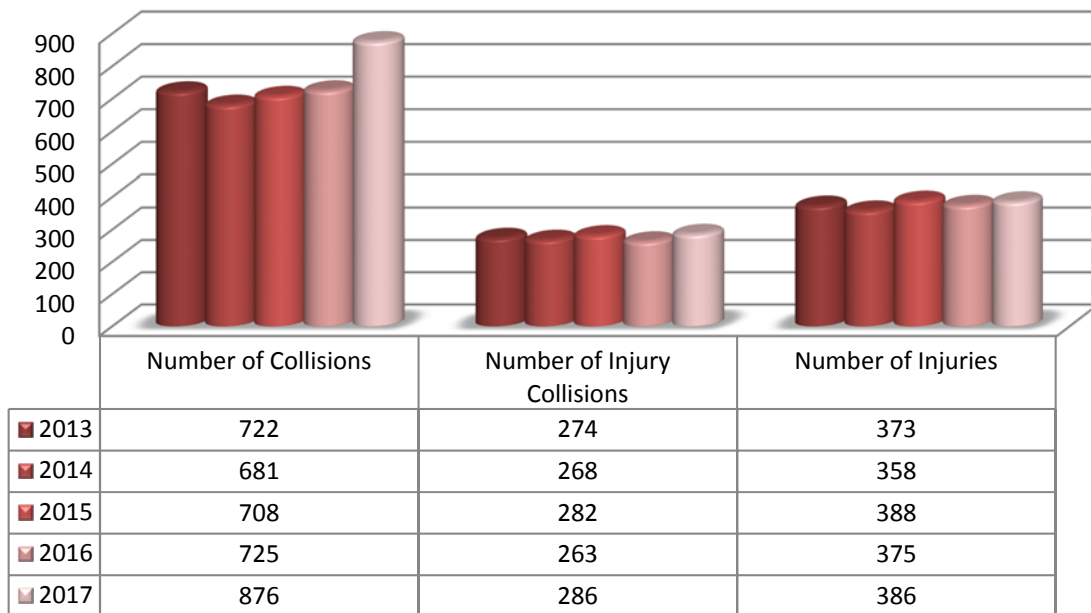


Figure 6. Collision Summary Graph from 2013-2017

### Fatal Collisions

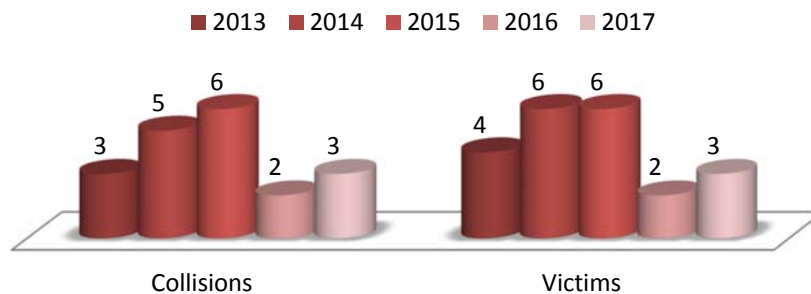


Figure 7. Fatal Collisions and Victims from 2013-2017

The Traffic Section has seven officers assigned to handle all traffic related issues: one traffic sergeant, four motorcycle officers, and two specialized “slick top” car officers. They also have two Dual-Purpose motorcycles for directed enforcement assignments.

The Traffic Section uses visual estimates of speed, hand-held radar, moving radar, and several Lidar units to aggressively enforce violations.

The traffic officer’s primary responsibility is to investigate traffic collisions and to enforce traffic laws. Additionally, traffic officers may handle traffic complaints, respond to traffic hazards, assist in the coordination of special events, provide public education presentations, conduct tow truck inspections, taxi cab inspections, tow yard inspections, and supplement the patrol section by responding to, and covering on, calls for service.

The traffic officers apply for the position and are selected based on the merits of their past performance as a Police Officer. They must be extremely motivated and self-starters. All of the officers attend traffic collision schools. They start with a 40-hour basic collision course, 40-hour intermediate collision investigation course ("skid school"), 80-hour advanced investigation course, and an 80-hour reconstruction investigation course. Our traffic officers commit themselves to attending the most up-to-date training in Advanced Collision Investigation, Accident Reconstruction, DUI Investigation, and Radar Certification. We also keep current on the ever-changing laws and technological advancements relating to traffic.

## **Education**

In an effort to reduce violations and collisions before they occur, the traffic section continues its focus on education as part of its overall traffic safety plan. Traffic safety presentations in schools and at neighborhood meetings cover such topics as DUI, driver/bicycle/pedestrian safety, and current traffic related trends.

## **Radar Trailer**

The traffic section utilizes radar trailers as an educational tool for motorists to monitor their speed in neighborhoods where citizens have identified speed violations.

## **Car Seat Inspections**

Studies show that most caregivers do not know how to properly install a car safety seat. Citizens may call the Department to set-up an appointment with the Car Seat Inspector to assist them in proper Car Seat installation.

## **Engineering**

The traffic section assists the City Traffic Engineering Department by identifying problem areas throughout the city. This includes traffic signals, signage, parking problems, visual obstructions, and congestion.

## **Enforcement**

The City of Vacaville has approximately 230 miles of public roadway and is approximately 27 square miles. Primary enforcement efforts are directed in areas of the City where the majority of collisions occur. This has a greater positive impact on the overall safety of Vacaville’s roadways. Traffic complaints are handled through directed enforcement by our Traffic Section and Patrol officers.

There are 23 schools within Vacaville city limits. Common complaints around school include illegal U-turns, double-parking, and fire-lane violations.

Vacaville Serious Traffic Offender Program (V-S.T.O.P) is dedicated to reducing the number of unlicensed and suspended drivers operating on our roadways. This is a “No Tolerance” program with respect to issuing citations to unlicensed and suspended drivers, and impounding their vehicles. Citizens can report a person driving on a suspended license or unlicensed driver. Citizens may remain anonymous.

The Traffic Section conducts random DUI/Driver's License checkpoints throughout the year. The checkpoints are funded in part by the California Office of Traffic Safety. The checkpoints are intended to remove impaired drivers from the roadway.

The Department also participates in the county-wide “Avoid the 10” program. This program is a cooperative effort with other Solano law enforcement agencies, working together to enforce Driving under the Influence (DUI) related laws. This is accomplished through the use of DUI/Driver's License checkpoints and saturation patrols.

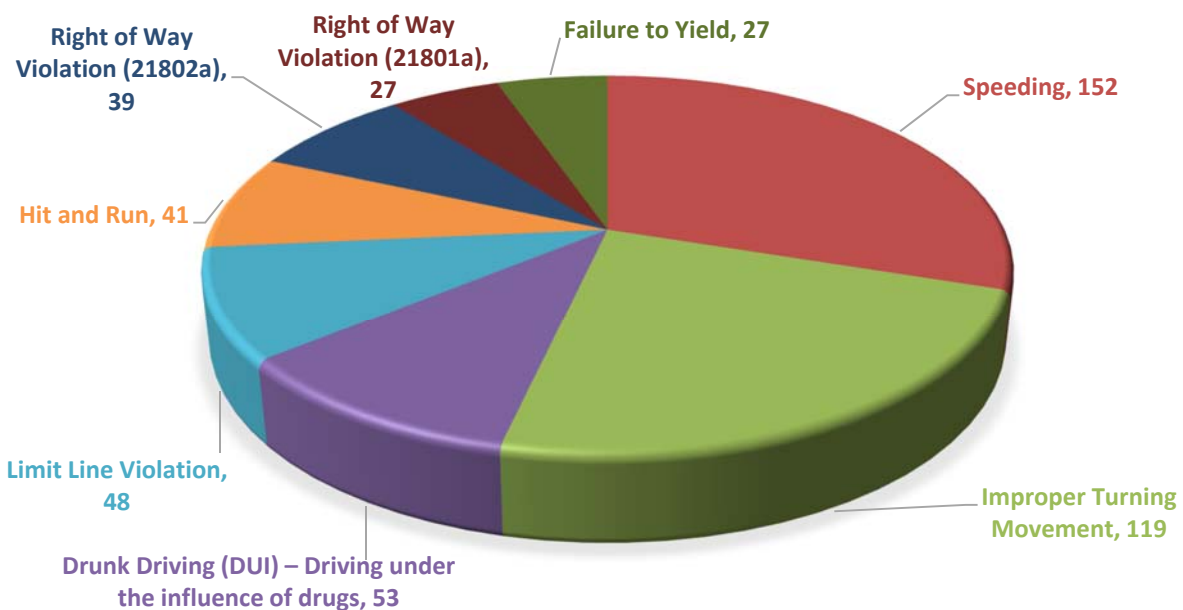


Figure 8. Top Ten Collision Causes in the City of Vacaville in 2016:

## Chapter XI – Investigations

### INVESTIGATIONS SERVICES SECTION (ISS)

The Investigations Section is responsible for reducing and solving crime through prevention, investigation and suppression activities. The Investigations Section is responsible for investigating all felony and serious misdemeanor offenses. Detectives are generally assigned to the unit for a three year period and receive specialty training in areas such as burglary and auto theft, technology and financial crimes, sexual assaults, family violence, violent crimes, including homicide and robbery investigations, and crimes against children.

Every crime report taken by a uniformed patrol officer is reviewed by, and if necessary, followed-up by an investigator. Criminal activity crosses all boundaries and jurisdictions and as such, the Investigations Unit also works closely with allied law enforcement agencies and the District Attorney’s Office within the county and Bay Area in a joint effort to solve and prosecute crimes.

The Investigations Section is supervised by a sergeant and supported by 6 detectives, which includes 1 detective dedicated to computer forensics and cyber-crimes. Staffing has been reduced from 7 detectives, which has significantly impacted the unit's ability to investigate property crimes. Additionally, a CSO assigned to investigate fraud was eliminated through attrition during the recession.

## **SPECIAL VICTIMS UNIT**

Detectives investigate cases involving violent crimes and sexual assaults. The unit also investigates cases related to physical abuse, sexual abuse and neglect against children, as well as cases of physical and sexual abuse, neglect, and fiduciary crimes against elders. **Staffing has been reduced from 5 Detectives to 4 and this has created a negative impact on domestic violence investigations.**

## **VICE CRIMES UNIT**

**In 2016, the former Narcotics Enforcement Team and the Crime Suppression Team were merged into one Vice Crimes Unit. The Team is dedicated to policing gang violence, repeat chronic criminal offenders and also addresses narcotics related offenses in Vacaville.** At times, the team may work in an undercover capacity and they are charged with investigating and enforcing drug laws within the City of Vacaville and throughout Solano County. For narcotics enforcement, a primary focus of the unit is to investigate offenders manufacture, sell and/or transport narcotics in Vacaville. The Team strives to reduce calls for service and works to implement creative problem-solving solutions to a variety of issues through the identification of crime trends and by addressing problem locations and persons. The Vice Crimes Unit is managed by the Investigative Services Division Lieutenant and is staffed by one sergeant and four detectives, with a fifth detective assigned to the FBI Safe Streets Task Force. **At one time, these combined units had as many as 3 sergeants and 10 detectives assigned.** The team is tasked with conducting follow-up investigations on all gang-related crimes. They identify gang members, their associates, the areas that they frequent and target the crimes they commit. The work closely with other units within the Department as well as the California Department of Corrections, Adult Parole, California Youth Authority Parole and the Solano County Probation Department and District Attorney's Office.

## **COMMUNITY RESPONSE UNIT**

Officers are assigned to manage issues of community quality of life and provide services for homeless outreach. This team of two officers has evolved from a crimes suppression unit to a proactive community outreach team that is focused on engaging the community through resource facilitation, crime prevention, intervention, and a focus on enhancing quality of life issues throughout Vacaville. The unit will also conduct outreach to CFMH and Vacaville businesses.

As of 2018, this unit increased staffing from 2 detectives to 4. This increase is a direct result of the newly authorized additional 11 sworn officers. The Community Response Unit will focus on an increase in gang activity and violence that has occurred in recent years, and they will also respond to the increasing negative criminal impacts of AB 109/Prop 47 and Prop 57, which continue to plague our local communities.

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## TECHNOLOGY CRIMES UNIT – PROPOSED

***Recommendation:** I recommend that the Vacaville Police Department consider creating a Technology Crime Unit by adding additional detectives to the Investigative Services Section. The Department currently utilizes a combination of detectives to investigate and solve cybercrimes. The advent of technology and the proliferation of cybercrimes have created new and additional burdens and challenges for law enforcement. Types of Cybercrime include: Identity Theft, Credit Card Fraud and Invasion of Privacy, Internet Fraud, Data Altering, ATM Fraud, Wire fraud, File Sharing and Piracy; Counterfeiting and Forgery; Human Trafficking and Child Pornography; Computer/System Hacking, Computer Virus Dissemination, Denial-of-Service Attacks, Spam, Spoofing, Steganography, E-mail Hacking, Theft of FTP Passwords, Phishing, Web-Jacking, Software Piracy, Account Slicing Attacks, Logic Bombs, Cross-Site Scripting, SQL Injections, Cyber Stalking, and Sabotage.*

## CRIME ANALYSIS UNIT

The Crime Analysis unit strives to provide timely, accurate, and pertinent information to the members of the Vacaville Police Department, fellow city organizations, and community members. Previously, the unit consisted of a Crime Analyst, Senior Crime Analysis Assistant, two Crime Analysis Assistants and two volunteers. The size of the unit was dramatically reduced to facilitate staffing and budget reductions. The unit was downsized by two crime analyst assistants through attrition. This was in large part due to automation and revamping the data entry components within this unit during the recession.

The Crime Analysis unit is the “information section” for the Police Department. They are responsible for gathering information, analyzing crime trends, and providing statistical reports to members of the department. Officers use this information to assist them in their efforts when solving crimes, arresting offenders, and preventing further crimes.

The Vacaville Police Department utilizes a unique blend of Community Policing and CompStat to facilitate and maintain the excellent quality of life that is enjoyed in the community. Although Community Policing is not a new model of policing, the Department stresses the importance of officers getting to know the people, places, and problems in the areas they patrol, and then work to develop strategies to mitigate and solve those problems.

An important component of community policing in Vacaville is the partnership between the community and the police department. CompStat relates directly to efficient problem solving and works effectively with a modern community policing model. The name CompStat comes from two words, “Comparative Statistics.”



# Chapter XII – Family Investigative Response Services Team (First)

## FIRST PROGRAM

One of the Department’s Crown Jewels is the local, state, and nationally recognized Family Investigative Response Services Team (FIRST). The FIRST Program is a multi-disciplinary family services team staffed by Vacaville PD Investigators and a cadre of civilian clinicians and family support advocates. Clinical Services Administrator Gloria Diaz, facilitates the management, coordination, and Oversight of the FIRST Program including the program personnel, budget and grant programs which total in excess of \$650,000. The Grant programs alone include a budget of over \$400,000.

The Youth Services Section – Clinical Services Administrator directly supervises Three (3) Mental Health Coordinators and One (1) Senior Program Coordinator – Youth Development. These Program Coordinators in turn supervise and Intern Program that is engaged in a variety of initiatives including School Intervention, Gang Intervention, Parent Project and the REACH and Aware Coalitions.

The Team addresses issues involving Domestic Violence, Adult Abuse, Child Abuse, Juvenile Delinquency, Juvenile Counseling, Parent Education, and facilitates numerous Family Services Programs. Through FIRST, the Vacaville Police Department has developed and implemented numerous diverse and specialized service programs to address the need of local families, senior citizens, and children in response to family violence and crisis situations. Some of the key programs and initiatives are listed in **Table 13**.

**Table 13. FIRST Key Programs and Initiatives**

Key Programs and Initiatives	
Juvenile Preventions	Child Abuse Prevention
Contract Review with City Attorney	Coordination of Clinical Response to Call-Outs
Family Resource Center Network	Grant Management
Homeless Roundtable	Liaison to Solano County Health Services
Liaison to Colleges and Universities	Liaison to Vallejo Unified School District
Coordination with Vacaville PD Special Victims Unit	Clinical Services
Youth Development Programs	Youth Roundtable
Youth Summit	YSS Clinical Services
Grant Program Management	

### Domestic Violence Victims – Special Victims Unit

At the FIRST Office, Family Support Workers provide advocacy services to manage referrals for counseling; provide assistance with obtaining restraining orders and other court documents; court accompaniment if needed; and also provide translation services for Spanish speaking clients. The staff provides transportation to court and also provides referrals to the Family Resource Center (FRC) for assistance with obtaining employment, creating resumes, and providing other basic needs services. The FIRST Office additionally provides victims with assistance into shelters and support groups.

### **Sexual Assault Victims**

The FIRST Office Family Support staff provides advocacy services to manage referrals for counseling; provide assistance with obtaining restraining orders; court accompaniment and translation services.

### **Elder Abuse Victims**

THE FIRST Office Detectives investigate cases of physical and sexual abuse, neglect, and fiduciary crimes against elders. Family Support workers may provide home visitation, resource linkage, counseling information and referrals. The Family Support case worker will also follow-up with the FIRST Detective and the County Adult Protective Services Unit to help victims with the appropriate referrals and crime prevention information.

### **Child Abuse Response Team**

The FIRST Office Detectives investigate physical abuse, sexual abuse and neglect against children. The Detectives work in partnership the County Child Protective Services (CPS) Unit, and the District Attorney's Office for forensic interviews and criminal prosecutions.

The Family Support Programs focus on families with children, birth to five years of age. They offer resource linkage, in-home support, parenting skill building, conduct a basic needs assessment, and provide referrals for therapy and parenting classes in both Spanish and English. The Family Support workers coordinate with parents to enhance their relationship with their children and assist them in building a healthy, nurturing family environment. This program is partially funded by a grant from First 5 Solano.

### **Bridges to Change**

A weekly support group for women victims of domestic violence meets for an eight-week program. The group provides advocacy and support for victims and strives to build and promote self-esteem and life-skills.

## **FAMILY RESOURCE CENTER (FRC)**

The Family Resource Center assists with a variety of family issues and serves as a one-stop resource to other service and assistance agencies serving Vacaville residents. The FRC has a free drop-in referral and information center for the Vacaville community. The Center provides assistance to promote self-reliance and self-improvement skills. Available resources and referrals are illustrated in Figure 9.



**Figure 9. Available Resources and Referrals of the Family Resource Center**

The Family Resource Center works in collaboration with the Vacaville Community Welfare Association to provide one-time assistance with emergency vouchers for food, gas and prescriptions (as funding allows). Services are also provided in English and Spanish.

The Family Resource facilitates award-winning educational programs, providing community classes in the following:

**The Parent Project:** A curriculum for parents of strong-willed or out-of-control children ages 11-18. Parents receive education in handling issues related to unwanted behavior such as defiance, gang activity, drug/alcohol use and improving school performance.

**The Parent Project Junior:** This curriculum includes a no-frills parenting class for parents of strong-willed children ages 5-10. A special component for children with ADD and ADHD issues is also offered to parents.

**The Nurturing Program:** This program is designed to help families deal with issues of parenting and daily living skills. Concepts include, but are not limited to: growth, trust, hope, families and substance abuse, feelings, self-esteem, managing stress, setting boundaries and guiding behavior.

## YOUTH SERVICES PROGRAMS

The Vacaville PD Youth Services Section offers many services to school aged children and their parents and is dedicated to serving youth and families. Youth Services exists to help youth succeed at home, at school, at work and with friends. The strengthening of the family unit, regardless of how large or small, is the key to youth success. The Youth Services staff has extensive training and expertise in dealing with youth and family issues. The Youth Services Section is comprised of a Community Service Officer, Family Support Workers, Counseling Interns, Master Social Workers, Police Officers and Support Staff.

The Youth Services Section (YSS) is supervised by one (1) police sergeant and staffed by four (4) full-time police officers (School Resource Officers) who are assigned and located at three high schools and two middle schools in Vacaville. Services are also provided to Spanish speaking families. Parenting classes are available for Spanish and English speaking parents.

YSS provides training and follow-up to the schools in Vacaville about the Standard Response Protocol to emergencies on or near campus.

In partnership with Alcohol and Beverage Control (ABC) and the Department’s ABC grant, YSS works to curb underage drinking. YSS conducts educational compliance checks at businesses who sell alcohol and hosts training for the employees at businesses who serve alcohol. YSS also conducts undercover operations to determine if businesses will sell to or if citizens will purchase alcohol for minors.

YSS participates with NASRO (National Association of School Resource Officers). YSS was 1 of 10 diversion programs nationwide to receive a NASRO 2015 Model Agency Award.

**YSS partnered with the Vacaville Unified School District (VUSD) to create a class called “Safety and Service in Today’s Society”. The SRO’s are teaching the elective class at Vacaville High and also Will C. Wood High beginning in the Fall Semester of 2017. This extraordinary program brings the Vacaville PD School Resource Officers into the high school classroom (at the senior grade) to teach and present an interactive curriculum. The class syllabus includes a variety of contemporary topics listed in Table 14.**

Table 14. Contemporary Syllabus Topics

Contemporary Syllabus Topics	
Leadership and Decision Making	Foundations of Law Enforcement
Courts and Criminal Law	Use of Force
Crime Scene Investigations	Technology and Law Enforcement
Policing the Drug Problem	First Aid and CPR
Traffic Safety	Victimology
Corrections, Probation and Parole	US Military Services
Terrorism	Public Safety Hiring Process
Careers in Law Enforcement	Day to Day Policing
Final Examination: Student Presentations	

This classroom program has been very well received by the high school students, teachers, school administrators and parents alike. The program has enhanced relationships between the students and the school resource officers.

## **VUSD EMERGENCY RESPONSE PLAN**

The Police Department partnered with VUSD to develop and implement a Standard Response Protocol for all Vacaville schools in the district. The plan combines emergency personnel protocols and school procedures to establish a comprehensive response to any critical incident that may occur on school grounds.

## **DIVERSION PROGRAM**

The Youth Services Diversion program is a Restorative Justice Program designed to help juvenile offenders stay out of the Juvenile Justice System. It is an option for first time offenders and some second time offenders who live in Vacaville. The Juvenile offender and parent(s)/guardian(s) are scheduled to attend a Diversion Hearing. At the hearing, the juvenile must take responsibility for their actions/behaviors and admit responsibility for the charges. (If the juvenile pleads innocent to the charge(s), the case is forwarded to Solano County Juvenile Probation, where a not guilty plea can be entered.)

The Diversion Team Police Officer or Community Service Officer and a Master Social Worker conducts a thorough assessment of the case, the circumstances and behaviors that may or may not be involved directly with the case (e.g. school behavior and discipline, home behavior and discipline). If approved by the Diversion Team, the Juvenile pays an administrative fee and is assigned up to a six month diversion contract. The contract may consist of any or all of the following: Alcohol & Drug Awareness Prevention Training (ADAPT), community service hours, leadership service (REACH), counseling, Drug and Alcohol Group (Insight), drug testing, letter of apology, Anger Management Group, Parent Project or Parent Project Jr (English and Spanish), Petty Theft Class, Curfew Class, the Prison Outreach Program (POP), improvement of grades and school attendance, and frequent contact with the diversion officer.

In most cases, the Police Officer or CSO is responsible for enforcement of the terms of the contract and the MSW is responsible for the oversight of the counseling portion of the program. Upon successful completion of the diversion contract, the youth's file will stay within the Vacaville Police Department and will not be forwarded to the courts. At a later date, the file will be purged.

## **YOUTH PROGRAMS AND TRAINING:**

### **Alcohol and Drug Awareness Preventative Training (ADAPT)**

This is a drug and alcohol program for youth that provides a unique approach to teenage substance abuse. The program includes a tour of the coroner's office, a presentation by a parolee, a presentation by a family whose life was severely affected by drugs and alcohol and a session which increases communication between the **youth** and their **parents** about drug and alcohol usage. This program is held on a Saturday, at least four times a year.

## **Anger Management**

Anger Management group provides youth with anger management information that explains the emotional and physical changes associated with anger, triggers to anger, the effects of alcohol and drugs on behavior and ways to identify and prevent anger that manifests into violence. This group meets for eight weeks, one day per week for one hour after school at one of the high schools in Vacaville. There are also groups available for middle school students at one of the Vacaville middle schools. This training is held at least four times a year.

## **Advocating for Wellness Adolescent Recovery & Education (AWARE)**

AWARE is a community coalition that meets monthly to discuss and implement strategies and programs to reduce the rate of alcohol, tobacco and other drug use among Vacaville teens. AWARE is made up of community members and agencies, including Vacaville Unified School District and is funded by the City of Vacaville Police Department in partnership with the Solano County Board of Supervisors.

AWARE believes that individuals & communities can be at risk of developing substance abuse issues around alcohol, tobacco and other drugs (ATOD). They use prevention strategies to help reduce the rate of alcohol, tobacco and other drugs. Strategies include:

- Community Organizing Mentoring (i.e. Boomerang Project, Youth Taking on Tobacco and more)
- Coalition Building
- Media Advocacy & Campaigns
- Policy Monitoring
- Education and Training (i.e. Parent Project, Youth Development & Responsible Beverage Service)

## **Curfew Class**

Curfew Class groups meet at Country High School for a one time, one hour class. The administrative fee for this class is \$25.00. There is no diversion contract. During this class, youth discuss the reasons for the curfew ordinance in the City of Vacaville. At the end of the discussion, the students take a test.

## **Drug/Alcohol Group (Insight)**

The Drug/Alcohol Group is an educational support session for teens with issues related to substance abuse. It is a confidential group where children receive support and education on the effects of drugs, alcohol, addiction and recovery. This group meets for eight weeks, one day per week for one hour after school at one of the high schools. There are also groups available for middle school students at one of the middle schools. This training is held at least four times a year.

## **Marijuana Classes**

Due to marijuana laws resulting from the passage of Proposition 64 in November 2016, all marijuana violations for minors are now infractions. This includes Sales, Transportation, Cultivation, Manufacturing of Concentrated Cannabis and Possession. These offenses are now heard in Solano County Juvenile Court. The penalty for the new laws is drug education and counseling and community service hours. When the law passed, the court systems did not have education and counseling available. The Youth Services Section has teamed up with Solano County Juvenile Court and the Department offers the education and counseling components for those juveniles who live or attend school in Vacaville when it has been ordered by the courts. These can be group classes or individual counseling. Depending upon the charge, a variety of marijuana education/counseling options are available to the juvenile. There is no diversion contract for offenses which are classified as infractions.

## **Petty Theft Classes**

The Petty Theft class is held for youth that have been arrested for shoplifting. The one time, one hour group class involves a discussion in regards to the reasons why the youth shoplifted. A video is shown in regards to the consequences of shoplifting. The youth take a shoplifting test at the end of the video.

## **TRIED AND TESTED Academy (TNT)**

The four day, four hour per day annual Academy is designed to teach and enforce traits that will help youth make good decisions in life as individuals, as team members and as leaders. The instructors create competitive environments and push participants to set goals, create a plan and implement their plan. At the end of the Academy the youth leave with greater confidence in their ability to make good decisions in stressful environments. Hard work, team work, setting goals and leadership are all emphasized at the Academy. There are both physical and mental challenges during the Academy.

## **Vacaville REACH Youth Coalition**

The Vacaville REACH Coalition promotes the physical, emotional, and social well-being of all youth by advocating for policies and systems changes that unleash the power and potential for all youth to succeed. The Department strives to increase youth safety in the community and connect youth to existing resources.

The Vacaville REACH Youth Coalition connects communities and youth. The program, which is funded by Sierra Health Foundation, focuses on increasing youth participation in quality programs, providing opportunities for youth to develop leadership skills while contributing to their communities, and helping communities take action to create positive opportunities for youth. This is a partnership of youth and adults, all striving for the same outcomes: Keeping our community safe and empowering youth and adults to strive for the best future.

## **Youth Community Outreach Committee**

The Community Outreach Committee works to promote upcoming events and resources available to the community.

## **Youth Video Committee**

The Video Committee is a youth-led group that enables youth people to advocate for causes in their community. Youth use video technology to tell a story to create change in their community. REACH's current work includes a video documentary on the Rocky Hill Trail, a trail in Vacaville that REACH has worked to call attention to.

## **Rocky Hill Trail**

The Vacaville REACH Coalition has assisted with mobilizing the community to raise awareness of the Rocky Hill Trail, a trail that grew out of necessity in a low-income neighborhood in Vacaville. The coalition has worked with members of our community and City personnel to make recommendations for improvements.

## **Youth Master Plan**

The Vacaville REACH Coalition is working to implement the Vacaville Youth Master Plan to address the needs of today's youth ages 0-24. We are accomplishing this through the Vacaville Youth Roundtable.

## **Summer Bike Program**

The Vacaville REACH Youth Coalition partnered with the Vacaville Unified School District (VUSD), California State Prison-Solano, California Medical Facility (CMF) and The Father's House to start a summer bike give-away program in alliance with VUSD's Summer Lunch Program. REACH co-organized a community wide bike drive to get the community to donate bikes. The bike drive was held at Vacaville High and Will C. Wood High Schools. Police Activities League (PAL) also partnered with and assisted by collecting bikes at the Three Oaks Community Center during their Recreation Expo event. Over 100 bikes were collected during the event. Bikes are restored by CMF and are given away to youth during the summer.

### **City of Vacaville's General Plan**

The Vacaville REACH Coalition worked with the Community Development Department to include youth voice in the planning and decision making process of creating the City of Vacaville's General Plan.

### **Website**

The Vacaville REACH Coalition worked with the City of Vacaville to ensure that a youth voice was included in the City of Vacaville's website design. The City of Vacaville page includes a youth section and social networking components.

### **Leadership/Mentoring**

The Vacaville REACH Coalition takes every opportunity to provide leadership and mentoring to youth. REACH has intern positions available for youth who are interested.

## **INTERNS-YOUTH SERVICES SECTION**

The REACH program under the Department's Youth Services Section was created in 2008 with a grant allocation of \$475,000, which originally funded a full-time Senior Program Coordinator and two Intern positions. Currently, the grant funds only the two Intern positions and the funding ended on June 30, 2017.

Over the past nine (9) years the Department has successfully implemented a Vacaville REACH Youth Coalition that focuses on increasing youth participation in quality programs, providing opportunities for youth to develop leadership skills while contributing to their communities. Numerous youth participate in the Coalition from middle school until they graduate high school. Some of these youth have been hired as interns with our program, going full circle as a participant and then a mentor. With the help of these interns, the youth are engaged in a variety of community services projects, such as: creating a paved trail in their neighborhood called the Rocky Hill Trail; participated in a city-wide Youth Master Plan; created a city-wide youth website; developed a public service announcement on the dangers of teen marijuana use; and developed public speaking skills that enabled them to present at Vacaville City Council, City of Vacaville's General Plan, and Solano County Board of Supervisor meetings.

The interns currently work under the Department's Senior Program Coordinator, and under her supervision they provide the after school, evening, and weekend community service work that keeps youth engaged in pro-social activities. The program is a vital prevention strategy in Youth Services with the long-term goal of decreasing juvenile delinquency. In addition, these positions create a successful training ground for future long-term department employees. Without continued funding, the program will collapse.

***Recommendation:*** Continue funding the REACH interns at a cost of approximately \$22,000 annually.



## YOUTH SERVICES - FINANCIAL INVESTMENT

*The City of Vacaville and the Vacaville Police Department make an extraordinary investment and commitment to the safety, health and welfare of the youth in the community. In fact, I doubt there is any city or law enforcement agency in California (of similar size to Vacaville) that makes anywhere close to the same investment by way of overall cost, personnel, projects, or programs. As described in this report, the Police Department dedicates a full-time supervisor and four (4) full-time School Resource Officers to the Vacaville Schools. Similar to the School Crossing Guard program, the Vacaville Unified School District provides zero financial assistance (with the exception of occasional grant programs) to the School Resource Officer and Youth Services programs. These resources are complimented by the Family Investigative Response Services Team, Family Resource Center, PAL Program and the many other youth related programs provided by the City of Vacaville. In total, the City of Vacaville makes a financial investment that exceeds \$4 Million dollars on student, youth and family-related programs.*

## YOUTH SERVICES – AWARD PROGRAM APPLICATIONS

As I have mentioned throughout this report, the Youth Services and Family Services Programs of the Vacaville Police Department are exemplary and model programs for other law enforcement agencies. Over the years, the Department has received a variety of awards and accolades for these programs.

***Recommendation:** I would strongly recommend that over the next year, the Department consider applying for the James Q. Wilson Award for Excellence in Community Policing – Sponsored through the Regional Center for Policing Institute (RCPI) and the California Police Chiefs Association (CPCA); and the Helen Putnam Award for Excellence in the categories of Partnership Intergovernmental Collaboration; the Public Safety Category for Juvenile Delinquency Prevention and Rehabilitation programs; and the Ruth Vreeland Award for Engaging Youth in City Government; As well as the International Association of Chiefs of Police (IACP) – Community Policing Award category that recognizes outstanding community policing initiatives.*

***Recommendation:** The City of Vacaville and the Vacaville Police Department should immediately enter into discussions and negotiations with the Vacaville Unified School District to develop a future financial plan that would equitably share youth-related program costs – specifically the School Resource Officer Program.*

## PAL PROGRAM

The Police Activities League (PAL) program was started by the New York Police Department over 100 years ago and is the oldest citizen-building youth programs in the nation. Today's youth deal with issues around drug use, gang involvement, poor academic performance, poverty and social adjustment issues. In response to these concerns, the local Vacaville Police Activities League was established in 1996 as a local non-profit organization. The PAL Organization has focused on enriching the lives of local youth in Vacaville and serves to broaden the youth experience. Vacaville PAL builds a common bond between youth, police, and the community and provides alternative activities to delinquency. Direct participation of law enforcement has proven to be an effective tool in juvenile crime prevention by building a relationship of trust between youth and law enforcement.

Vacaville PAL offer free and low-cost activities to youth ages 7-18. Programs include: Boxing, Judo, Teen Leadership Council, Top Chef Cooking Classes, Junior Giant Baseball, Resume Writing Workshops, Trips, College Preparation, Mentorship, Public Speaking Classes, Art Programs, Movie Reviews and quarterly Dinners with Law Enforcement.

Through the Teen Leadership Council, the teens learn leadership skills and have opportunities to practice these skills through volunteering in the local community, fundraising, and working on community projects. Additionally, through active participation, they earn opportunities to attend statewide leadership conferences and seminars representing Vacaville. The personal involvement of Vacaville Police Officers in the lives of these kids provides a unique connection to law enforcement and the community. The program also provides opportunities for collaboration rather than alienation and isolation. Additionally, the program works in partnership with the REAC and AWARE programs; with the National Night Out and Teen Summit; and there are future collaborations planned with the Vacaville Neighborhood Boys and Girls Club.

***Recommendation:** The City currently provides a part-time employee (who works out of City Hall) to facilitate the PAL Program. I would recommend that the PAL staff member be reassigned to the Police Department under the umbrella of the Vacaville PD Youth Service Section. This move will create a stronger synergy with the Vacaville Police Officers and the many youth services programs it provides.*

## Chapter XIII – Allied Agency Partnerships

### SPECIAL ASSIGNMENTS

The Vacaville Police Department actively participates in a variety of important law enforcement partnerships on a local, state and federal level. The Department assigns a full-time police officer to the multi-county computer crimes task force known as the Northern California Computer Crimes Task Force (NC3TF). This unit provides specialized investigative services in the area of sophisticated computer crimes. The unit provides forensic investigative assistance to law enforcement agencies throughout Marin, Solano and Contra Costa Counties. The Department receives the benefit of specialized training for their officer and also receives the full resources of the task force by providing assistance in complex computer crimes investigations.

The FBI Safe Streets Task Force focuses on violent and gang-related crimes. The Department assigns one (1) detective to this unit.

The Kaiser Permanente Foundation - Medical Grant Program assigns two (2) Police Officers to the Kaiser Medical facility. These officers also work other related cases in and around the medical complex area.

The Department of Justice COPS Grant Program partially funds two (2) Police Officers who are assigned to the Community Response Unit (CRU). These officers focus on “Quality of Life” issues throughout the community and they facilitate “Homeless Outreach” programs. They partner with several groups and members of the “Homeless Roundtable,” including; Navigators, There’s a Better Way, We Love Our City, City Departments, local businesses and a variety of federal, state and county social services agencies. Future goals of the CRU includes establishing a “Crime-Free Business” Program to promote crime prevention and safety for businesses throughout Vacaville.

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## Chapter XIV – Support Services

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### COMMUNICATIONS – DISPATCH CENTER

Law Enforcement Dispatchers are generally the first point of contact for most citizens and serve as an integral part of the police operations. Annually, the Dispatch Center receives approximately 135,000 incoming calls, including about 27,000 emergency telephone (911) calls for service. The center also receives about 110,000 non-emergency calls annually. These phone calls do not include the numerous officer initiated radio calls and dispatched calls for service that occur daily. The Communications Center handles the majority of calls that come into the Vacaville Police Department. The Dispatchers are responsible for sending police/fire and paramedics to where they are needed throughout the city.

The Communications Center is located within the Vacaville Police Department. It is often considered the “hub” of the agency. The Communications Center handles both business lines and emergency calls. The Center is staffed 24 hours a day, 7 days a week. The Department is currently authorized one supervisor and 18 full-time dispatchers which includes the lead dispatchers. As previously mentioned, the Department has commissioned a study to review, personnel, scheduling, staffing, operations and supervisory issues related specifically to the Communications Center and the Records Section. The audit by the consultant is currently in progress.

Dispatchers work either a 4-day/10-hour or 3-day/12-hour schedule. The Center handles both police and fire calls and Dispatchers are EMD trained – this means they are able to give medical instruction prior to paramedics’ arrival – which often saves lives. In addition, the Communications Center Tactical Team can respond with the Department’s SWAT and Negotiations teams during emergency situations. The Center handles all the 911 and business calls for Vacaville residents.

In November 2017, the Department hired a consultant to conduct a review, evaluation and analysis of the Communications Center and Records Section. The consultant services will include an evaluation of the following:

- Staffing
- Personnel Management
- Integration of Technology with Police Operations (Radio, 9-1-1 Equipment, AVL, RMS, and CAD)
- Work-flow Processes and Efficiency
- Customer Service
- Call Volume and Types of Calls for Service

The consultant will prepare a written report with specific recommendations addressing each operational condition identified above.

### RECORDS SECTION

The Vacaville Police Department Records Unit is managed within the Support Services Division and led by a Records Supervisor. The Unit is responsible for a plethora of duties that include maintaining the integrity of police documents; processing all incoming reports for filing and distribution; managing all public records requests; and coordinating records information with allied agencies including the Solano County Courts, District Attorney’s Office, Child Welfare Services, Adult Protective Services and Adult/Juvenile Probation.

Primary responsibilities include managing customer service requests at the Department's Front Public Counter. The staff assists more than 10,000 citizens annually. The Records staff is also responsible for securing, storing, and disseminating Department records; including the auditing and entering of records into the California Law Enforcement Telecommunications System (CLETS), and the FBI National Crime Information Center (NCIC) computer systems; processing mandated registrants, permitting services; and providing information to other departments in the City as well as numerous outside law enforcement agencies.

The consultant study mentioned above in communications also applies to the Records Section. The consultant will review and make recommendations regarding operations, organizational structure, staffing needs and supervision.

The Front Office Staff are also a vital part of the Police Authority as they are often the first face-to-face point of contact with the agency. They provide general information and assist the public with a variety of services. The Front Office Staff are available to the public 5 days a week between the hours of 8:30 a.m. – 5:00 p.m.

## PROPERTY AND EVIDENCE: CRIME LAB

Property and Evidence Technicians are responsible for total inventory control and processing of all property and evidence stored in the Vacaville Police Department evidence rooms. They're responsible for maintaining the meticulous chains-of-evidence, as required by the courts, which document every individual who has had access to each piece of evidence and what has been done to the evidence, such as lab analysis. The evidence room personnel also keep track of non-evidence property, such as found items and confiscated weapons.

Crime Lab Technicians respond to cases where specialized services are necessary. The Crime Lab is also for conducting fingerprint analysis of evidence using modern techniques and equipment. The Crime Lab also manages services including Live Scan and Registrants. Crime Lab Technicians provide analysis and expert courtroom testimony for a variety of forensic disciplines including:

- Crime Scene Processing and Reconstruction
- Crime Scene Mapping
- Crime Scene Evidence Management
- Latent Print Processing and Comparisons
- Forensic Video

***Recommendation:*** Schedule an Independent Property/Evidence Audit. The last Independent Audit was conducted in August, 2014. Continue to conduct internal audits on a quarterly basis.

## CADET PROGRAM

The Vacaville Police Department has established a Police Cadet Program. The program currently utilizes non-sworn part-time employees to assist the agency in a variety of areas including front desk/community service operations, clerical assignments, assistance to the traffic unit – parking enforcement and vehicle abatement, assistance to the investigations unit including property and evidence, and assistance to the Department training unit. The Cadets are also available to assist with community events and special projects and other community service programs as assigned.

***Recommendation:*** *Develop a Program Manual for the Cadet Program that outlines role definition, job assignments, tasks, responsibilities, and identifies training needs.*

## GRANT PROGRAMS

The Vacaville Police Department actively manages more than 20 local, state and federal Public Safety Grant Programs. In total, the Grants exceed \$1.5 Million in total grant funding. The grants include a variety of projects and programs from youth and family services; to allied partnerships; safety equipment, technology equipment and programs; personnel, training and equipment, traffic safety; community outreach programs and public/private partnerships.

Some of the more significant grants include the following:

- Kaiser Medical Center Personnel – Grant provides for two (2) full-time police officers - \$750,000
- Department of Justice – Community Oriented Policing (COPS) grant – Grant provides for partial funding for two (2) police officers assigned to the Community Response Unit (CRU) working on community quality of life issues and homeless outreach programs.
- State of California Office of Traffic Safety (OTS) – Grant provides for equipment and personnel to facilitate traffic safety programs throughout Vacaville.
- Solano County Safe Routes to Schools Program – Grant provides funding for Safe Routes to School Programs within Vacaville.
- Vallejo Unified School District and Solano County Grants for FIRST and FRC Programs – Grants provide funding for youth and family outreach, education, training and intervention; mental health services; family assistance programs.
- Brenden Mann Grant Program – Grants provide funding for technology, equipment and surveillance camera programs.
- Northern California Computer Crime Task Force and FBI Safe Streets Grants – Grants provide funding for allied agency partnerships with local, state and federal partners; to combat issues of Gang Prevention and Intervention and also Computer and Technology Crime Investigations.

## BUDGET RAMIFICATIONS

As previously noted, the Vacaville Police Department operates on an annual general fund budget of approximately \$35.5 million. As we have outlined throughout this report, the budget is partially off-set by several revenue accounts that include fees and services, reimbursements and grant funding.

This report has included 26 suggested recommendations to enhance and restore staffing, personnel and organizational structure; implement projects and programs; enhance training; improve efficiencies and effective delivery of projects, programs and services; facilitate additional community outreach; establish new goals, objectives and strategic planning; review procedures and systems; enhance leadership and improve morale and employee retention.

I especially recognize that many of the recommendations included in this report have significant budget ramifications. I ardently recommend that the Department's Supervisory and Command staff review and study all recommendations for the purposes of determining potential cost and budgetary impacts to the organization.

**Throughout this report, I have made reference to the 11 additional officers that will be hired through Measure M revenues. I strongly believe that the City and the Department need to look at the hiring of these 11 officers as a good beginning. This is an opportunity to rebuild and restore staffing and services, and then plan, and look well beyond this first step, and consider the additional staffing that will be necessary to enhance patrol staffing; levels of supervision and command staffing; administrative assignments; facilitate the implementation and maintenance of technology; enhance investigative services; and finally, restore traffic services to enhance public safety throughout the community.**

## **ADMINISTRATIVE SUPPORT - MANAGEMENT ANALYST I - OFFICE OF THE CHIEF**

Currently, the overall workload and volume of administrative tasks and responsibilities that has been absorbed by an administrative assistant, Management Analyst II and Training Manager (MA I) is overwhelming and not sustainable. The lack of appropriate administrative support staff has significantly reduced the department's ability to work effectively with other departments and creates many unnecessary delays and frustrations.

Out of fiscal necessity, the Department has taken a Band-Aid approach in an attempt to fill the administrative void with part-time staff and/or volunteers. This approach, however, has proven to be unsuccessful as the administrative staff needs stability, structure and sound procedures to adequately support the Department's needs. Unfortunately, the Secretary II position in the Chief's office has not been available since June 2017 and the workload cannot be effectively absorbed without full-time staffing.

While Community Service Officers, Police Officers, Dispatchers, and Records staff members receive formalized Field Program training for their job duties, the administrative staff does not, due to the nature of their jobs. With the continued rate of retirements and the absence of a defined succession plan, the Department has lost a significant amount of institutional knowledge. As a result, the combined amount of PD-specific knowledge between the active Administrative FTEs: Administrative Assistant, and Management Analyst II is less than 3 years with no formal or ongoing PD specific training.

Furthermore, with the growth of the City and the addition of new programs/initiatives at the Police Department, the Administrative staff's job roles tasks and responsibilities are required to cover an increasing amount of new assignments that further complicates their ability to effectively maintain current systems and processes. The Department has continued to seek outside grants to offset general fund costs, with the current total at 28. Thus, it has become more difficult to provide adequate administrative oversight for ensuring grant reporting requirements, which are labor intensive.

In 2017, the organization on-boarded 18 new employees, processed 15 retirees, and promoted 9 employees. Currently, all administrative hiring functions that are not completed directly by the Lieutenant assigned to recruitment/hiring are completed by the Administrative Assistant position.

The intricacies and labor intensive environment of hiring for the Police Department impacts the ability of the Administrative positions to complete other important tasks. Hiring is highly connected to training. The addition of a Management Analyst I position (to the Administrative staff) would serve to improve effective documentation, coordination, and effective onboarding of new employees or staff members experiencing status changes. In addition, this position will redistribute the workload and ultimately allow for enhanced training for the Administrative staff. With the various general fund and grant accounts, it is also imperative for a Management Analyst to assume the current AP and purchasing processes previously performed by Secretary II as he/she will work closely with the MA II on budget and financial related tasks. This adjustment in responsibilities will also allow the Secretary II to perform more of the clerical duties related to patrol, ISS and Administration Services. When these processes are incomplete or lack cohesion, the negative effect is a loss of staff time in PD, HR, and Finance.

***Recommendation:** As soon as practical, hire one (1) additional Management Analyst I position to meet the Administrative needs of the Police Department as described above. Additionally, the Department needs to immediately stop the use of SLESF Grant funds to off-set the salary of the full-time Secretary position assigned to Police Administration. This position cost should be absorbed fully in the Department's General Fund Budget and the SLESF COPS Grant funds should be transferred to Equipment, Technology or Training Accounts. Both of these recommendations should be addressed in the Department's budget planning for FY 18/19.*

## Chapter XV – Annual Goals & Objectives

### ANNUAL GOALS

Through its annual budget narrative and department annual report, the Vacaville Police Department outlines a series of Program Goals for the calendar year. While I found these goals to be specific, I did note that the goals are ambiguous as to specific objectives, time deadlines and individual responsibility. I have listed a few recommendations for future goal setting:

- Specify the general objective and the tasks to be done. Goal setting begins by defining what it is you want to accomplish.
- Specify how the performance or objective in question will be measured. There are virtually an unlimited amount of outcomes that can be measured. There is an old management saying that “what gets measured gets done.”
- Specify the standard or target to be reached. If properly selected, the target will meet the requirements of being both specific and challenging for the organization.
- Specify the time span involved. Goals need to be accompanied by deadlines, so after targets are set, deadlines for each goal need to be put into place.
- Prioritize goals and responsibilities. Employees should be encouraged to take action and expend effort on each goal in order of and in proportion to its importance. Employees need to

know who is specifically responsible for the completion of the goal. Goal setting should also take in to account the difficulty of the goals selected and whether individuals are emphasizing the right goals.

- Determine coordination requirements. Managers are responsible for making sure that objectives set for employees support overall organizational goals. All organizational goals need to compliment the mission, vision and values of the organization.

***Recommendation:** Through the Department meetings, strategic planning sessions and the scheduled team building workshop, I would recommend that every supervisor and manager including the Chief, develop annual goals that are specific, measurable, timely and relevant. The goals and objectives should be developed at the beginning of the budget cycle and should be reviewed and evaluated by each individual's immediate supervisor. These goals should ultimately be incorporated into the Department culture and become an integral part of the employee evaluation.*

Through a Strategic Planning and Goal-Setting Workshop, the Department may wish to consider Strategic Priorities listed in Table 15.

**Table 15. Strategic Priorities**

Strategic Priorities	
<b>Patrol:</b> Field Services, Directed patrol, Proactive policing	<b>Special Teams</b>
<b>Personnel:</b> Hiring/Staffing	<b>Organizational/Community Partnerships</b>
<b>Communications:</b> Community outreach, Community engagement	<b>Investigations:</b> Gangs, Narcotics, Human trafficking
<b>Traffic Safety</b>	<b>Records:</b> Dispatch, RMS/CAD, Property and evidence
<b>Professional Standards and Training</b>	<b>Technology</b>
<b>Crime Prevention:</b> Crime-free multi-housing	<b>Facility:</b> Equipment
<b>Miscellaneous Projects:</b> Homeless outreach	

The Chief and Command Staff may wish to consider a series of specific goals/objectives that are identified in Table 16.

**Table 16. Goals, Objectives, and Strategies**

Goal/Objectives	Strategies
<b>Technology:</b> Lead the Police Department in the development of a technology plan that results in the implementation of new systems through FY18/19 and into the following Two-Year Budget Cycle (FY19/20).	<ul style="list-style-type: none"> <li>• CAD/RMS Implementation</li> <li>• Body Worn Cameras</li> <li>• Crime Mapping</li> <li>• Facility Cameras</li> <li>• MDT Replacement Plan</li> <li>• Smart Phone Integration</li> <li>• IA Pro</li> </ul>



Goal/Objectives	Strategies
<p><b>Crime Reduction:</b> Lead and support the Police Department in developing a strategic plan to reduce Part 1 Crimes by XX% for calendar year 2019.</p>	<ul style="list-style-type: none"> <li>• Better use of crime and CFS statistics for directed policing activities.</li> <li>• Evaluate use of CRU/SVU Personnel.</li> <li>• Evaluate policing activities geared towards homeless issue.</li> <li>• Enhanced crime analysis/crime pattern information to all personnel.</li> <li>• Establish specific goals and strategies for reducing crime and addressing quality of life issues in Vacaville</li> </ul>
<p><b>Recruitment/Hiring Strategy:</b> Lead and support the development and implementation of a Recruitment Strategy that addresses current vacancies for both sworn and civilian positions; develops a plan to enhance diversity in the workforce; refine a plan to address future hiring needs of the organization.</p>	<p>Use of social media in recruitment.            Increased presence at job fairs and public events as recruitment tools.            Sponsoring of academy recruits.            New recruitment materials</p>
<p><b>Professional Standards:</b> Lead and support the development and implementation of professional standards practices throughout the organization to promote a learning organization environment, ensure adherence to established standards, identify and implement best practices, continually seek effective and efficient operations.</p>	<p>Implement an audit/ review process.            Evaluate and enhance opportunities for in-house training (Range, Active Shooter, Public Records, Mobile Field Force, Patrol Rifle, etc.).            Implementation of IA Pro software and application.            Embrace the Vacaville Way as the organizational philosophy and means of achieving community oriented policing ideals.</p>
<p><b>Community Engagement:</b> Lead and guide a plan to develop and implement a community engagement strategy that results in enhanced interaction with Neighborhood Watch Groups, community groups, the community in general, and enhances public safety through community interaction and participation.</p>	<ul style="list-style-type: none"> <li>• Social Media (Facebook, Instagram, Twitter, NextDoor).</li> <li>• Neighborhood Watch.</li> <li>• Police presence/ participation at community events.</li> <li>• Chief’s Advisory Group.</li> </ul> <p>Select and establish a diverse group of community members to serve on a Chief’s Advisory Group which results in the Chief receiving timely and unfiltered information about community ideas or concerns and will increase public safety information that is provided to the community by January 2019.</p>



## **APPENDIX A –TABLE OF RECOMMENDATIONS**



# Vacaville Police Department – Organizational Analysis and Performance Review

Table of Suggested Recommendations – February 2018

Recommendation #	Description
Recommendation 1	The Department should conduct a review of the “Senior Officer” position to determine if the establishment of a Corporal program would be more productive to the utilization of the Senior Officers. It is likely that a structured Corporal program would enhance training, officer accountability and serve as a key platform for succession planning for first-line supervisors.
Recommendation 2	The Department should facilitate a discussion regarding the development of a future staffing allocation plan. The Staffing Plan should identify key positions within the organization and outline the specific tasks and responsibilities for all supervisory, management and command assignments.
Recommendation 3	As the 11 sworn positions are restored, the Department should consider a new Patrol Staffing model that would more effectively distribute patrol officers to more efficiently manage patrol calls for service and more effectively facilitate officer safety. This model could include a fourth (Overlap) shift in the 4/10 scheduling model.
Recommendation 4	Throughout the course of this review, I conducted a detailed analysis of the current staffing model and organizational structure as well as a detailed review of the primary role, tasks and responsibilities of the Department's command staff including the Chief, Captains and Lieutenants. My recommendation for the future command structure of the organization is to (as soon as practical - or by July 1, 2018) establish a second permanent Captain position and also create two additional Lieutenant Positions. This would create a command structure comprised of the following: <ul style="list-style-type: none"> <li>• Chief of Police (1)</li> <li>• Captains (2)</li> <li>• Lieutenants (6)</li> </ul>
Recommendation 5	The Vacaville Police Department should use annual supervisor training to emphasize the principles of effective supervision and leadership and how to apply these principles in policing to ensure that they consistently evaluate performance and behavior.
Recommendation 6	The Vacaville Police Department should incorporate training on accountability and the application of principles of equity and fairness for first-line supervisors to ensure officers understand that discipline is consistently applied.
Recommendation 7	The Vacaville Police Department should consider creating a personnel development strategy to develop and retain its existing personnel. The current evaluation process could be supplemented through the use of individual development plans and ongoing opportunities for mentoring and

Recommendation #	Description
	coaching.
Recommendation 8	Vacaville Police Department leaders may want to further develop the department’s directives to emphasize the roles and responsibilities of supervisors. In addition, performance evaluations and reviews of supervisors should include these factors and should assess the supervisor’s ability to connect with, develop, and lead his or her subordinates.
Recommendation 9	I strongly recommend that the Vacaville Police Department establish a proactive Technology Committee that works to develop an internal Technology Plan and also researched the feasibility of hiring/placing full-time IT Personnel within the Police Department. As with any coordinated plan, the Department should ensure that any proposed Technology Plan be compatible with the City’s overall Technology Plan.
Recommendation 10	I recommend that the Department conduct a historical analysis of annual Department Training costs and move in to the next budget cycle with a necessary, realistic, and accountable budget for all training needs. For the past several years, the State of California has provided grant funding by way of the Supplemental Law Enforcement Funding (SLESF) program. Through the State annual budget allocation process, all California law enforcement agencies receive a minimum annual funding grant of \$100,000. The Vacaville Police Department receives about \$115,000 annually. The State provides for a significant amount of discretion to each local jurisdiction regarding the use of these grant funds. Historically, this funding source has been allocated to pay for equipment, technology, training and a limited amount of personnel costs. Some of those personnel costs were applied to administrative staffing and not used for front-line staffing which is the authorized and intended purpose for this grant funding. Although I have known law enforcement organizations to use portions of this funding source to pay for personnel, I am also aware that numerous law enforcement agencies throughout California dedicate these funds for use other than personnel, such as enhancement of safety equipment, technology and discretionary training opportunities.
Recommendation 11	I would highly recommend that going forward in future budget cycles, the Department should consider allocating all of the SLESF funds for the enhancement of training, technology and equipment. The Chief and his command staff should be developing strategies to annually determine the most productive use of these grant funds. Quite often and usually due to budget constraints, a majority of law enforcement agencies throughout our country tend to provide officer training at a minimum level. This is not a sound strategy.
Recommendation 12	I ardently recommend that this organization seek to provide training at the highest levels to ensure citizen and officer safety, reduce and mitigate liability and litigation and work to enhance the succession planning model, morale, knowledge, skill-set and technical abilities of police officers and all employees.
Recommendation 13	In conjunction with its future overall staffing priority analysis, the Department should consider adding some full-time personnel back to the Training Unit. This is one of the most critical areas of responsibility for the organization and the Department needs to take a serious look at adding

Recommendation #	Description
	back to the overall staffing.
Recommendation 14	Develop a Strategic Leadership Succession Plan as outlined above.
Recommendation 15	The Vacaville Police Department should draft a social media strategy that is incorporated in a more comprehensive community engagement and public information strategic plan.
Recommendation 16	I recommend that the Vacaville Police Department renegotiate the current MOU (for FY 18/19) and develop a transition agreement with the VUSD to ultimately take over the administration, staffing, scheduling, training, and operation of the School Crossing Guard Program.
Recommendation 17	Due to staffing limitations, the Vacaville PD Traffic Unit has recently been staffed by one (1) Police Sergeant and fewer dedicated traffic (motorcycle) officer. The current and recent staffing is significantly inadequate to meet the traffic safety needs of the Department. As such, traffic enforcement operations have been limited and considerations should be given to increase staffing in the Critical Unit
Recommendation 18	I recommend that the Vacaville Police Department consider creating a Technology Crime Unit by adding additional detectives to the Investigative Services Section. The Department currently utilizes a combination of detectives to investigate and solve cybercrimes. The advent of technology and the proliferation of cybercrimes have created new and additional burdens and challenges for law enforcement. Types of Cybercrime include: Identity Theft, Credit Card Fraud and Invasion of Privacy, Internet Fraud, Data Altering, ATM Fraud, Wire fraud, File Sharing and Piracy; Counterfeiting and Forgery; Human Trafficking and Child Pornography; Computer/System Hacking, Computer Virus Dissemination, Denial-of-Service Attacks, Spam, Spoofing, Steganography, E-mail Hacking, Theft of FTP Passwords, Phishing, Web-Jacking, Software Piracy, Account Slicing Attacks, Logic Bombs, Cross-Site Scripting, SQL Injections, Cyber Stalking, and Sabotage.
Recommendation 19	Continue funding the REACH interns at a cost of approximately \$22,000 annually.
Recommendation 20	I would strongly recommend that over the next year, the Department consider applying for the James Q. Wilson Award for Excellence in Community Policing – Sponsored through the Regional Center for Policing Institute and the California Police Chiefs Association (CPCA); and the Helen Putnam Award for Excellence in the categories of Partnership Intergovernmental Collaboration; the Public Safety Category for Juvenile Delinquency Prevention and Rehabilitation programs; and the Ruth Vreeland Award for Engaging Youth in City Government; As well as the International Association of Chiefs of Police (IACP) – Community Policing Award category that recognizes outstanding community policing initiatives.
Recommendation 21	The City of Vacaville and the Vacaville Police Department should immediately enter into discussions and negotiations with the Vacaville Unified School District to develop a future financial plan that would equitably share youth-related program costs – specifically the School Resource Officer Program.
Recommendation 22	The City currently provides a part-time employee (who works out of City

Recommendation #	Description
	Hall) to facilitate the PAL Program. I would recommend that the PAL staff member be reassigned to the Police Department under the umbrella of the Vacaville PD Youth Service Section. This move will create a stronger synergy with the Vacaville Police Officers and the many youth services programs it provides.
Recommendation 23	Schedule an Independent Property/Evidence Audit. The last Independent Audit was conducted in August, 2014. Continue to conduct internal audits on a quarterly basis.
Recommendation 24	Develop a Program Manual for the Cadet Program that outlines role definition, job assignments, tasks, responsibilities, and identifies training needs.
Recommendation 25	As soon as practical, hire one (1) additional Management Analyst I position to meet the Administrative needs of the Police Department as described above. Additionally, the Department needs to immediately stop the use of SLESF Grant funds to off-set the salary of the full-time Secretary position assigned to Police Administration. This position cost should be absorbed fully in the Department's General Fund Budget and the SLESF COPS Grant funds should be transferred to Equipment, Technology or Training Accounts. Both of these recommendations should be addressed in the Department's budget planning for FY 18/19.
Recommendation 26	Through the Department meetings, strategic planning sessions and the scheduled team building workshop, I would recommend that every supervisor and manager including the Chief, develop annual goals that are specific, measurable, timely and relevant. The goals and objectives should be developed at the beginning of the budget cycle and should be reviewed and evaluated by each individual's immediate supervisor. These goals should ultimately be incorporated into the Department culture and become an integral part of the employee evaluation.