

# *Vallejo Police Department Transformation Initiative*

Updated Work Plan

March 31, 2022

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## Introduction

### Background

The California Department of Justice (Cal DOJ), the City of Vallejo (City), and the Vallejo Police Department (VPD), collectively referred to as the “Parties,” entered into an Agreement on June 5, 2020 that forms the basis of the Vallejo Police Department Transformation Initiative (VTI). Prior to the VTI, an independent police practices expert, the OIR Group (OIR), made 45 recommendations related to reform for VPD on the use of force, accountability and community policing, VPD and the City agreed to implement these 45 recommendations and additional reforms identified by Cal DOJ. Cal DOJ agreed to serve as the independent oversight body to evaluate VPD and the City’s compliance with the 45 OIR recommendations. Cal DOJ and its police practices experts Jensen Hughes are also providing technical assistance and monitoring VPD’s implementation of the reforms. The Parties, along with Jensen Hughes, have engaged Vallejo stakeholders, developed standards, set a framework for implementing the 45 OIR recommendations, and will be expanding upon those this work to include policy updates and additional recommendations.

To date, VPD has made progress on the implementation of many reforms.

This Work Plan provides a schedule for the implementation of the remaining reforms and seeks to drive the completion of the VTI recommendations, thereby ensuring that the residents of Vallejo have a police department that provides transparency as it improves its delivery of constitutional, respectful and responsive policing to the residents and stakeholders in Vallejo.

### Overall Goal and Objective

VTI works to increase public trust and support effective, contemporary and innovative policing practices with improvements to training, policy, transparency, professionalism and accountability, in alignment with national standards, best practices, current and emerging research, and community expectations. To achieve this, VPD committed to implementing the baseline recommendations and any additional recommendations arising out of the VTI work.

### Work to Date

The Parties have focused the initial stages of this process on updating key policies, developing the plan and framework for VPD to implement the recommended reforms and engaging with the community and other stakeholders. The Parties have reviewed and updated several major policies, including Standards of Conduct, Mission, Vision and Values, Body Worn Camera, Use of Force, Critical Incident Review Board (CIRB), Officer Involved Shootings and Use of Force Reporting. VPD also updated its website to improve its information sharing with the public, including its policy reforms. The website advertised the Chief’s Advisory Board (CAB) and provided an open application to the



CAB by the community.<sup>1</sup> These policies, the CIRB and the CAB provide a strong foundation for constitutional policing in Vallejo. Cal DOJ and Jensen Hughes will continue to work with VPD on revisions to policing policies.

A central component of the VTI reforms is increased transparency and accountability. A recent example of VPD's move to greater transparency and accountability is its December 2, 2021, release of the video evidence, and the independent administrative investigation that concluded VPD officers violated VPD policy when an officer shot and killed Sean Monterrosa in June 2020.<sup>2</sup> An additional example of the recent developments in this regard is VPD's agreement with the Solano County District Attorney's Office to conduct external criminal investigations into its officer involved shooting (OIS) incidents and other critical incidents.

Cal DOJ and Jensen Hughes created a framework for the implementation of the reforms that includes a set of three to eight compliance measures for each of the 45 OIR recommendations.<sup>3</sup> A compliance measure is essentially a step that VPD must complete before VPD can be found to have implemented that recommendation. VPD has agreed to complete each compliance measure. The compliance measures will assist VPD with implementing the recommendations and Cal DOJ will use them to independently evaluate whether the reforms have been successfully implemented. The compliance measures also provide the public with a concrete understanding of the reforms that are being implemented.

To move this work forward, Cal DOJ, Jensen Hughes and VPD hold regular weekly meetings to discuss VPD's progress in fulfilling the recommendations and reforming policies, practices, and procedures. VPD has made significant progress on a number of the recommendations, and Cal DOJ recently confirmed that VPD has achieved substantial compliance with Recommendation 9 regarding body worn cameras. The implementation schedule at the end of this Work Plan identifies the timeline for the target completion dates for the remaining reforms.

In addition to our work with VPD, Cal DOJ and Jensen Hughes have engaged with the City, the Vallejo community and other stakeholders. Cal DOJ facilitated an initial on-site introduction session with Jensen Hughes, VPD and City representatives, and Cal DOJ and Jensen Hughes conducted two in-person, on-site, weeklong assessments of VPD in May 2021 and November 2021. Cal DOJ and Jensen Hughes also hold weekly meetings with the City's institutional partners, including VPD, the City Manager's office and the City Attorney. This work has been critical for drafting policy and establishing the framework to support reform efforts.

Initially, the COVID-19 pandemic slowed Cal DOJ and VPD's public outreach during the first phase of the VTI. Despite this, Cal DOJ and Jensen Hughes have engaged key stakeholders, including meeting with dozens of community members and community organizations, regularly attending the

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<sup>1</sup> [https://vallejopd.net/your\\_vpd](https://vallejopd.net/your_vpd)

<sup>2</sup> [https://vallejopd.net/public\\_information/critical\\_incidents/officer\\_involved\\_shootings/OIS6220](https://vallejopd.net/public_information/critical_incidents/officer_involved_shootings/OIS6220)

<sup>3</sup> VPD has posted the compliance measures for each of the recommendations on its website:

[https://p1cdn4static.civiclive.com/UserFiles/Servers/Server\\_16397369/Image/Public%20Information/Plans%20and%20Repos/VPD%20Compliance%20Measures%20Master%20Document,%20Sent%20to%20VPD.pdf](https://p1cdn4static.civiclive.com/UserFiles/Servers/Server_16397369/Image/Public%20Information/Plans%20and%20Repos/VPD%20Compliance%20Measures%20Master%20Document,%20Sent%20to%20VPD.pdf)



CAB meetings and holding a public listening session regarding VPD and potential reforms on November 1, 2021. The CAB met throughout the second half of 2021 and, as noted above, Cal DOJ and Jensen Hughes team members attended these meetings. VPD has gathered feedback from CAB about VPD initiatives and policies, and CAB members facilitated the VPD town hall meetings.

VPD held its first town hall meeting on October 21, 2021, and a second on February 23, 2022, with additional town halls being planned. In these meetings, VPD has shared and discussed initial drafts of important policies that it has been updating with the Vallejo community and other stakeholders. For example, VPD posted the revised Use of Force Policy on its website for commentary and discussed and received feedback on the proposed changes in the town hall meetings

Cal DOJ and Jensen Hughes have provided oversight and technical assistance to VPD on its use of force reporting and data to ensure VPD captures sufficient data for its use of force reporting. The work on the use of force reporting continues. We anticipate improvement to the reporting and data collected on the use of force in the first half of 2022.

The goal for 2022 is to further engage the Vallejo stakeholders in the VTI outcomes and to provide a voice for those directly affected by the policy and reform work. To this end, in addition to the Use of Force policy discussions already underway, VPD has initiated planning for community outreach on independent oversight models, and its Critical Incident Review Board (CIRB) and OIS policies for spring 2022.

## Strategic Focus Areas for 2022

Four strategic focus areas, with a primary focus on use of force, will serve as the foundation for the VTI in 2022.

- + **Use of Force** – Includes a review and assessment of VPD’s use of force policies and practices as they relate to training, implementation, reporting, supervision, and oversight and accountability. Includes ensuring adherence to policy and reviewing discipline to ensure fair and impartial use-of-force decisions, and a diagnostic review of the use of force reporting to determine the data points currently captured by the system and then assess necessary changes to data elements.
- + **Bias-Free Policing** – Includes a review and assessment of VPD’s policies, operational practices, training and reporting mechanisms to advance bias-free policing.
- + **Community Engagement and Transparency** – Includes a review and assessment of the policies and practices related to community collaboration and engagement on policing strategies and goals. Also includes a review and assessment of the processes, protocols, investigation, reporting and resolution of public complaints.
- + **Police Professionalism and Accountability** – Includes a review and assessment of VPD’s policies, practices, training and current staffing components that assess policing services.



This includes command, operational and administrative staff who support effective and professional policing services, including officer discipline and service standards.



## Work Plan

Linking the work on the recommendations to time-bound deliveries will facilitate the focus of the limited resources of VPD and ensure the ability to complete the work as envisioned under VTI. Cal DOJ and Jensen Hughes will continue assessing VPD and monitoring VPD’s activities with regard to the strategic focus areas of the VTI. This Work Plan sets the implementation schedule for these priorities. The end goal is to help VPD achieve its goal of becoming a model law enforcement agency that is responsive to the needs of the community and provides professional policing services.

### Work Plan Scope and Timelines

This Work Plan provides a timebound roadmap for VTI progress expectations in 2022. It identifies owners for specific areas and anticipated outcomes and deadlines.

At the end of each 90-day period, VPD will provide an assessment of the actions under each recommendation and the overall status of the recommendation per the statuses defined in the table below

Cal DOJ uses a standardized process when reviewing the implementation of each recommendation. VPD must first document the work that demonstrates its adherence to the compliance measures. For Cal DOJ to find VPD in substantial compliance, VPD must provide evidence that meets all compliance measures for the recommendation.

### Review Status

Status	Definition
<b>Substantial Compliance</b>	Evidence-based on the review of submitted materials, observations, and analysis – reveals the recommendation has been adopted and is demonstrated through policy or practice, training, and organizational commitment.
<b>In Progress</b>	Evidence-based on the review of submitted materials, observations, and analysis – reveals that implementation activities have begun, but significant work is needed to implement the recommendation.
<b>Not Started</b>	Evidence-based on the review of submitted materials, observations, and analysis – reveals that VPD has not started implementation activities.
<b>No Assessment</b>	Not enough evidence has been made available to determine the progress of implementation, VPD determined it will not implement the recommendation or the recommendation is no longer applicable.



### Team Engagement

Cal DOJ and Jensen Hughes will continue to support VPD during regular meetings and will:

- + Provide technical assistance relevant to implementing and institutionalizing the VTI recommendations.
- + Identify the framework and approach to facilitate continual improvement and critical self-assessment for the strategic focus areas. This framework will consider policy, training, transparency and community accountability in alignment with national standards, best practices and community expectations.
- + Provide oversight for the status for each recommendation and the actions undertaken by VPD to implement the recommendation.
- + Independently evaluate whether VPD has substantially complied with each recommendation.

### Recommendation Implementation

VPD will assign a specific staff member, ideally a supervisor, to lead the recommendation implementation and to coordinate the workflow and documentation for each specific recommendation. Cal DOJ and Jensen Hughes will meet every other week with the designated VPD lead to discuss implementation issues and data sufficiency for the successful completion of recommendations. The VTI Team, inclusive of VPD and the City, will continue to meet regularly to address overall issues and specific challenges for implementation arising out of the smaller working groups. The purpose of the dual track is to help ensure the focus and engagement to align the work with the implementation schedule.

When VPD determines it has completed a recommendation, VPD will forward the recommendation file containing the compliance proofs to the designated Cal DOJ and Jensen Hughes reviewers. Each recommendation will be reviewed using the evidence VPD provided and independent observations by Cal DOJ and Jensen Hughes, including during site visits. Cal DOJ and Jensen Hughes will then assign an implementation status to the recommendation based on their expert knowledge, engagement with VPD and the evidence.

As part of the Agreement, VPD committed to making a good-faith effort to implement all recommendations put forth by Cal DOJ, as well as those made by OIR, the independent police practices expert. If during this work VPD believes it is not feasible to implement a recommendation, VPD will notify Cal DOJ in a timely manner and follow the process described in the Agreement. VPD will need to provide evidence to support any alteration of agreed upon recommendations.

### Implementation Framework

The key outcome is a set schedule for review of the ongoing work in Vallejo. This allows VPD to align resources based on the review schedule to ensure VPD focuses on meeting the implementation goals. It also allows the Cal DOJ and Jensen Hughes to provide technical assistance in a manner that





aligns with implementation goals. **Appendix A** restates the compliance review standards. **Appendix B** identifies the timeline in which VPD should complete the recommendations and submit the evidence for substantial compliance review.

### **Scheduled Recommendation Implementation Review**

The original recommendations provided to VPD fall into broad categories covering: Infrastructure, Personnel/HR, Policing Policies and Practices, Officer-Involved Shootings, Use of Force, and Oversight. Early in the process, the VTI Team prioritized the recommendations for work based on need. For example, the work on Use of Force and Officer-Involved Shooting policies was prioritized because of the impact these policies have on the Vallejo stakeholders and the need to build the foundation to improve community trust.

During VTI, work has been conducted across each of the categories identified. The below chart lists recommendations under the general groupings of topics and the month during which the files for review are scheduled to be delivered. Cal DOJ recognizes that the reform work is not linear, and VPD continues working on these identified categories. As a result, the timelines for delivery are built within an understanding that work in some areas supports that in others, and that the foundational process work will help accelerate the implementation of recommendations. VPD and the City of Vallejo have agreed to this schedule.

Good faith effort, and the necessary focus, are key to a successful VTI outcome. The timelines are meant to serve as guidance, rather than a rigid punitive scheme. Challenges to completion and delivery will be part of the ongoing work and VTI Team discussions. By creating milestones for delivery on the work required to complete the recommendations, VPD will be able to direct resources to address recommendations in a structured manner. This can inform the work of Jensen Hughes and Cal DOJ in providing VPD technical assistance, as well as Cal DOJ in its oversight role.



Vallejo Police Department File Submission Due Dates (by recommendation number)						
2022	Infrastructure	Personnel	Policing Policies & Practice	Officer Involved Shootings	Use Of Force	Oversight
February 28 <sup>th</sup>			9, 10			
March 31 <sup>st</sup>				14, 15		
April 30 <sup>th</sup>			41		12, 13, 24, 25	
May 31 <sup>st</sup>				36, 37, 38	16, 17, 18, 20	
June 30 <sup>th</sup>		5	11		23,26,27	28, 29, 30
July 31 <sup>st</sup>		4	34, 35		19, 21	
August 31 <sup>st</sup>			40		22	31,32
September 30 <sup>th</sup>		6	7, 8			44,45
October 31 <sup>st</sup>			42, 43			
November 30 <sup>th</sup>	1		33, 39			
December 31 <sup>st</sup>	2,3					

### Evaluation Methods for Key Focus Area Recommendations

On delivery of the completed file for review, Cal DOJ determines whether the work qualifies for a finding of “Substantial Compliance.” If not, Cal DOJ will identify what evidence is missing and will meet with VPD to discuss the amelioration of the file and work.

### Key components of the Substantial Compliance Review

**Document Review:** Cal DOJ and Jensen Hughes will evaluate the sufficiency of the policies and the adherence to national practice standards and legal requirements, including whether VPD’s policies assist in improving transparency and public understanding of VPD’s use of force policies and practices. Document review includes investigations, internal memorandum, and other written and electronic data.



**Interviews:** Cal DOJ will interview VPD personnel and stakeholders as necessary to develop insight and understanding of perceptions, stakeholder engagement, and operational application of policies and protocols.

**Observations:** As necessary, Cal DOJ will observe VPD's community outreach activities, interagency practices, internal leadership, management and training. Such observations will usually occur during site visits but will be supplemented by virtual engagement practices as well.

**Data Analyses:** As necessary, Cal DOJ will review data relevant to the recommendation under review. This may include a sampling of investigations; other reports and reviews; and digital data, including datasets, dispatch records, and other electronic files that record the work of VPD officers and are used to analyze and report on VPD actions.



## Appendices

### Appendix A: Review Standards

Each recommendation will be subject to a set of compliance measures specific to the recommendation and agreed on during the interagency process. These specific measures will be supported by evidence from VPD to demonstrate the actions taken in compliance. A summary of the recommendation and actions of VPD will be reported under the following review standards.

1. **Have the compliance measures been met?**
2. **Has the recommended action occurred?**
  - a. If yes, does the action address the issue as identified within the recommendation?
3. **Does the recommendation require a Department policy or modification of an existing policy? If not required, is the recommendation supported by a Department policy?**
  - a. If a policy is required, has the Chief of Police approved it? Does the policy sufficiently achieve the recommendation? Has the policy been promulgated?
  - b. If a policy is not required, but the recommendation is supported by Department policy, has the policy, bulletin or manual been approved and promulgated?
  - c. If a policy is required but not completed, have other actions been taken to advance the recommendation?
  - d. Does the policy require actions beyond the recommendation? If so, is there evidence of compliance with these policy requirements?
  - e. Does the policy support and meet the goals of the recommendation?
4. **Does the recommendation require training and/or education?**
  - a. If so, has the training and/or education been implemented?
  - b. Is the training a type that would require continuous or regular reinforcement of training? If yes, provide factual support and note whether there is continuous or regular training.
  - c. Is the training record complete?
  - d. Where training has been implemented to addresses a recommendation, has a training analysis been conducted? If yes, has any action been taken as a result?
  - e. If the recommendation does not specifically require training, should it be supported by training? If so, provide the factual support necessary.
5. **Does the recommendation require an audit or continuous improvement loop?**
  - a. If yes, has an audit or review process been established?
  - b. Has any subsequent modification been made to policy or practice as a result of an audit or review?



- c. If an audit is not required in the recommendation, would an audit or continuous improvement loop support ongoing compliance with the recommendation?



## Appendix B: Recommendation Implementation Timeline

The below timeline is an outcome of the work and focus already underway. It is aspirational as barriers may present during the work, including but not limited to staffing and resource demands, public engagement demands, collective bargaining and budgetary constraints.

The below timeline identifies the timeframe for VPD’s delivery of the work required to achieve substantial compliance with the recommendation.

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