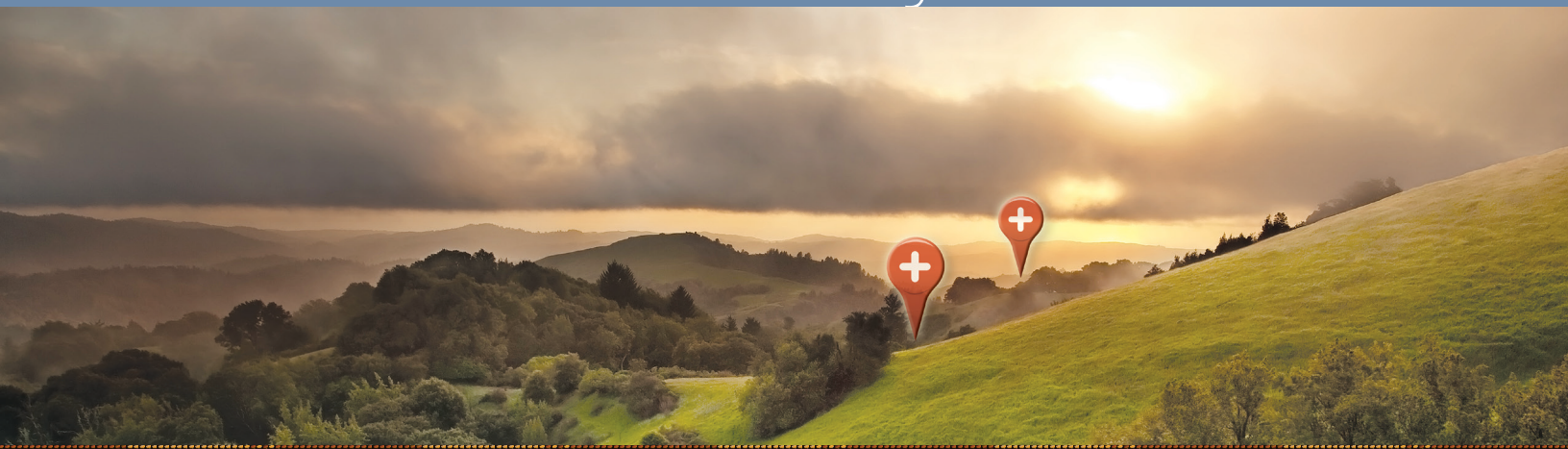
Public Safety Partnerships in Indian Country



COPS
Community Oriented Policing Services
U.S. Department of Justice

NCJTC
National Criminal Justice Training Center
Fox Valley Technical College

Fox Valley Technical College
Knowledge That Works

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Letter from the Director

Dear colleagues,

I am pleased to present this report on an inspiring example of community policing's adaptability and benefits to diverse communities. It's a review of the Mendocino County (California) Sheriff's Office (MCSO) Resident Deputy program, a collaborative law enforcement effort they undertook with the Round Valley Indian Tribes.

With support from the COPS Office and assistance from the Fox Valley Technical College (FVTC), the MCSO and the tribes developed an unusual approach to address the public safety issues that arose from the remote location of the tribal lands and staff cutbacks in the sheriff's office. Referred to as the Resident Deputy program, it assigned sheriff's deputies not only to work on tribal lands but to live there as well.

This program is rooted in the foundational principles of community policing—organizational transformation and the use of partnerships to proactively solve problems. By embedding their deputies within the community, the MCSO established strong bonds and enabled a deeper understanding of the challenges facing both the residents and the tribal police department, thereby enhancing their policing capabilities. Public safety was further strengthened by the collaboration between tribal police, administrators, and residents, who worked with the sheriff's office to reduce crime.

The results to date are very promising. In addition to an improvement in relationships, there has been an overall decline in crime in the Round Valley community.

I congratulate the Round Valley Indian Tribes and the MCSO for their courage, creativity, and commitment to solving the staffing, logistical, cultural, and public safety challenges they faced. In closing, I also want to thank FVTC for providing the excellent training and technical assistance that made this exemplary program possible and also preparing this inspiring report.

Sincerely,

Ronald L. Davis, Director
Office of Community Oriented Policing Services

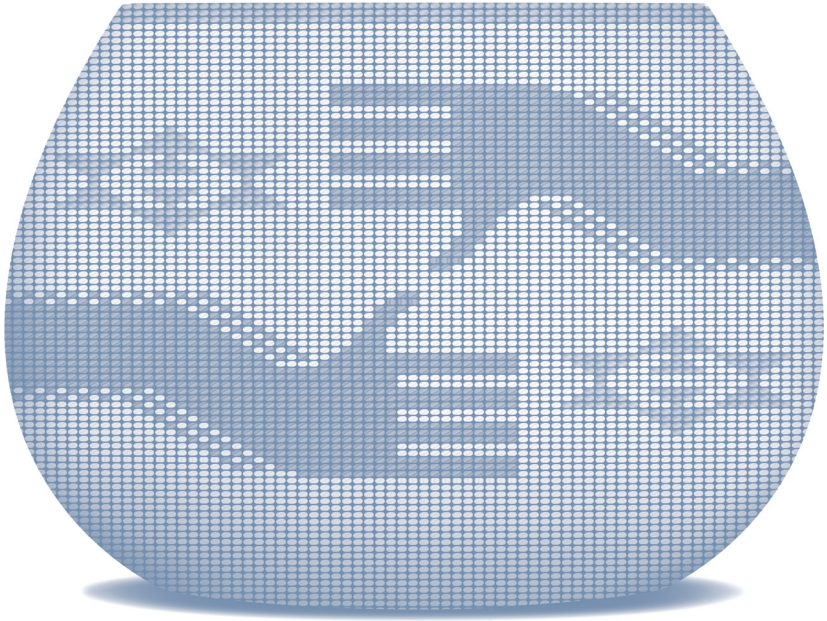
Acknowledgments

The Office of Community Policing Services (COPS Office) provided extensive support throughout this project. We wish particularly to thank Ronald L. Davis, Director; Bernard Melekian, former Director; Matt Lysakowski, Senior Advisor for Tribal Affairs; Melissa Fox, Senior Editor; and Ann Hamilton, Senior Designer.

Many individuals gave their time and commitment to this project. We thank those involved in the Resident Deputy program for the Round Valley Indian Tribes who allowed us to interview them on numerous occasions, including the following:

- Thomas Allmann
  Sheriff, Mendocino County Sheriff's Office
- Joe Dukepoo
  Vice President, Round Valley Tribal Council
- Randy Johnson
  Undersheriff, Mendocino County Sheriff's Office
- Kirk Mason
  Lieutenant, Mendocino County Sheriff's Office
- Carlos Rabano
  Former Chief of Police, Round Valley Tribal Police Department
- Hank Stolfi
  Resident Deputy, Mendocino County Sheriff's Office
- William Vanderheiden
  Former Chief of Police, Round Valley Tribal Police Department
- Kenneth Wright
  President, Round Valley Tribal Council

The project team included several representatives from Fox Valley Technical College, including Lynn Chernich, Program Coordinator; Anne Kinsey-Goldy, Consultant; Edward Krueger, Program Administrator (retired); Kristina Mahloch, Program Coordinator; Rebecca Murdock, Program Manager (retired); Dr. Patricia Robinson, Executive Dean of Public Safety (retired); and James Warren, Consultant. In addition, Louie Torres of the Coyote Valley Tribal Police Department and John Larsen of the Hopland Reservation Police Department provided information through interviews on the relationship between the sheriff's office and Tribal Law Enforcement in Mendocino County. We would also like to thank the many reviewers and editors for their suggestions and guidance.



Introduction

The use of partnerships between law enforcement and the community has long been recognized as an effective way to create and maintain social order. In 1829, Sir Robert Peel formed the London Metropolitan Police Force[1] emphasizing the "interdependency of the police and the public."[2] He acknowledged the importance of partnerships to prevent crime and disorder.[3]

Early policing in the United States did not use Peel's approach. There was not the same emphasis on public involvement as a partner in crime prevention.[4] The key differences between policing following Peel's approach in London and policing in the United States were that U.S. officers carried guns and served under precinct captains, thus beginning the Political Era of policing.[5] This era, from approximately the 1830s to the 1920s, was known for police corruption.[6] In the Reform Era, from about 1930 to 1970, efforts were made through written policies and procedures to reduce corruption.[7] Following the social disorder of the 1960s, law enforcement began to realize the importance of involving the community in crime prevention.[8] As a result, "the community policing era began in the 1970s. However, most law enforcement agencies did not embrace this concept until the 1980s."[9]

The need for strong community-police relationships was formalized through the Violent Crime Control and Law Enforcement Act of 1994, which established the Office of Community Oriented Policing Services (COPS Office).[10] The mission of the COPS Office is to serve the needs of local law enforcement through

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1. Gayle Fisher-Stewart, *Community Policing Explained: A Guide for Local Governments* (Washington, DC: Office of Community Oriented Policing Services, 2007), http://ric-zai-inc.com/Publications/cops-p136-pub.pdf.
2. Linda S. Miller, Kären Matison Hess, and Christine Hess Orthmann, *Community Policing: Partnership for Problem Solving*, 6th ed. (Clifton Park, NY: Delmar Cengage Learning, 2011), 6.
3. Ibid., 6.
4. Fisher-Stewart, *Community Policing Explained* (see note 1).
5. Ibid.
6. Ibid., 2.
7. Ibid., 2.
8. Ibid.
9. Ibid.
10. Danille Ouillette, "COPS Celebrates its 16th Anniversary!" *Community Policing Dispatch* 4, no. 1 (January 2011), http://www.cops.usdoj.gov/html/dispatch/01-2011/COPSTurns16.asp.

the integration of community policing practices within the agency and the communities they serve.[11] Community policing is defined as a "philosophy that promotes organizational strategies that support the systematic use of partnerships and problem-solving techniques to proactively address the immediate conditions that give rise to public safety issues such as crime, social disorder, and fear of crime."[12] It focuses on three key components: community partnerships, organizational transformation, and problem solving.[13] Community partnerships improve public trust in law enforcement by integrating businesses, media, other governmental agencies, nonprofits, and community members/groups in problem-solving approaches with law enforcement.[14] Organizational transformation centers on engaging all components of police operations—from the administrative office to the front-line officers—in actively working with and involving community members as true problem-solving partners.[15] Problem solving is the proactive process of identifying underlying conditions to develop and evaluate effective responses.[16] These components were the basis for MCSO and Round Valley law enforcement in developing and creating solutions and a collective response to public safety concerns.

Background

In 2010, the U.S. Department of Justice, COPS Office funded a problem-solving partnership initiative in the Mendocino County, California, area to enhance communication and coordination between law enforcement, the Round Valley Indian Tribes, and the community. The initiative provided funding and training to the Mendocino County Sheriff's Office (MCSO) to address the high crime rate in and around the Round Valley region.[17]

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11. *Cooperative Agreement #2010-CK-WX-K022 with Fox Valley Technical College* (Washington, DC: Office of Community Oriented Policing Services, 2010), 1.
12. *Community Policing Defined* (Washington, DC: Office of Community Oriented Policing Services, 2014), 3, http://ric-zai-inc.com/Publications/cops-p157-pub.pdf.
13. Ibid., 5–6.
14. Ibid., 5.
15. Ibid., 7.
16. Ibid., 9.
17. *Cooperative Agreement #2010-CK-WX-K022* (see note 11).

The Mendocino Initiative began as the result of strained communications between the sheriff's office and the tribes—in particular the Round Valley Indian Tribes. The Round Valley Reservation is one of the largest Indian reservations in California.[18] Because California is a Public Law 280 state, law enforcement services for the Round Valley Indian Tribes are primarily provided by the sheriff's office and the Round Valley Indian Tribes Police Department. The MCSO proposed and implemented a unique approach to address public safety concerns in Round Valley by assigning deputies to work and reside in the community. The deputies would be responsible for providing law enforcement services for the Round Valley Indian Tribes community in collaboration with the tribal police department. Throughout the project, Resident Deputies worked closely with the tribal police department, tribal administration, local partners, and community members to implement community policing strategies. To support the implementation of a resident deputy program, the COPS Office identified the need for ongoing training and technical assistance and selected Fox Valley Technical College (FVTC) as the provider of this assistance.

Public Law 280

Public Law 280 (18 U.S.C. § 1162) (PL-280) was passed by Congress in 1953, mandating the transfer of federal law enforcement authority from tribal nations to specific state governments: California, Minnesota (except the Red Band of Chippewa Indians), Nebraska, Oregon (except Confederated Tribes of the Warm Springs Reservation), Wisconsin (except the Menominee Indian Tribe) and, upon its statehood, Alaska.[19, 20] Other states were allowed to elect similar transfers of power if the tribes gave their consent. Since the original

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18. "Round Valley Indian Tribes Receive $8.5M in Renumeration [sic] From the United States," Indian Country Today Media Network, last modified May 2, 2012, http://indiancountrytodaymedianetwork.com/2012/05/02/round-valley-indian-tribes-receive-85m-renumeration-united-states-111054.

19. Carole Goldberg and Heather Valdez Singleton, *Public Law 280 and Law Enforcement in Indian Country—Research Priorities*, Research in Brief (Washington, DC: National Institute of Justice, 2005), https://www.ncjrs.gov/pdffiles1/nij/209839.pdf; Carole Goldberg, Duane Champagne, and Heather Valdez Singleton, *Final Report: Law Enforcement and Criminal Justice under Public Law 280* (Washington, DC: National Institute of Justice, 2007), 9, https://www.ncjrs.gov/pdffiles1/nij/grants/222585.pdf.

20. In the six mandatory states, some have retroceded jurisdiction to the Federal Government. Ada Pecos Melton and Jerry Gardner, *Public Law 280: Issues and Concerns for Victims of Crime in Indian Country*, American Indian Development Associates, accessed August 6, 2015, http://www.aidainc.net/Publications/pl280.htm.

legislation, Nevada, South Dakota, Washington, Florida, Idaho, Montana, North Dakota, Arizona, Iowa, and Utah have assumed some jurisdictional powers over crimes committed by tribal members on tribal lands.[21] PL-280 covers about 23 percent of federally recognized tribes in the contiguous 48 states and 70 percent of all federally recognized tribes including Alaska Native villages.[22]

PL-280 presents challenges to both Indian tribes and states. "Indian opposition to PL-280 has focused on the one-sided process that imposes state jurisdiction and fails to recognize tribal sovereignty and self-determination."[23] The enactment of the law was done "without consultation with, nor consent of," the affected Tribal Governments.[24] States have ongoing concerns with PL-280 because it failed to provide funding to support the delivery of law enforcement services to tribes.[25] As a result of PL-280, states like California remain challenged with an expanded role of the state's criminal justice system, making sheriff's offices responsible for the delivery of services to the tribal communities located within their jurisdictions.

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21. Sarah B. Berson, "In Brief: Indian Country Research," *NIJ Journal* 265 (April 2010), last modified May 29, 2010, http://www.nij.gov/journals/265/inbrief.htm.

22. Goldberg, Champagne, and Valdez Singleton, *Final Report*, 7 (see note 19).

23. Pecos Melton and Gardner, *Public Law 280* (see note 20).

24. Ibid.

25. Ibid.

Project Area

Mendocino County

Mendocino County is located approximately two hours north of San Francisco along the north coast of California. It covers more than 3,500 square miles, making it California's 15th largest county.[26] The county is known as one of the most beautiful and diverse wine regions in California, with more than 90 wineries.[27] In addition to the wine industry, logging, fishing, agriculture and farming, and tourism impact the county's economy.[28] The area boasts unique recreational opportunities, including breathtaking state parks and beaches, performing arts, and other tourism activities. With an approximate population of 88,000,[29] the county is made up of five regions: (1) Upper Russian River Valley, (2) Anderson Valley, (3) South Coast, (4) North Coast, and (5) North Country. Although cities and towns are located throughout the county, the population is principally centered within four communities: (1) Ukiah, (2) Willits, (3) Fort Bragg, and (4) Point Arena. The county has 11 federally recognized tribes:

1. Cahto Tribe of the Laytonville Rancheria
2. Coyote Valley Band of Pomo Indians of California
3. Dry Creek Rancheria Band of Pomo Indians
4. Guidiville Rancheria
5. Hopland Band of Pomo Indians

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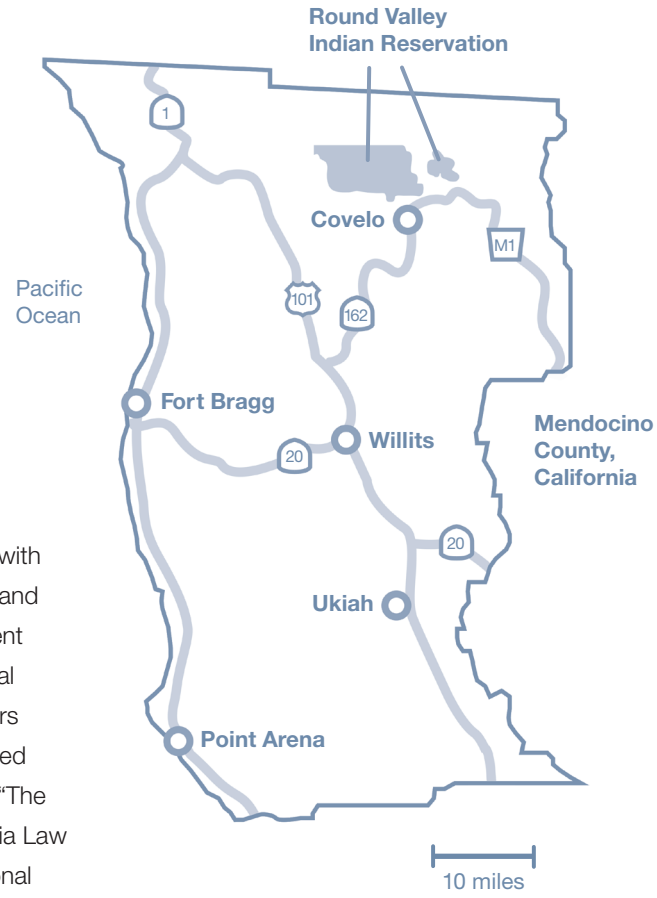
26. *Mendocino County 2010–11 Economic and Demographic Profile* (Chico, California: Center for Economic Development, 2011), iv, http://www.edfc.org/wp-content/uploads/2011/06/MendocinoWebProfile02-11.pdf.
27. Visit Mendocino County. 2012/2013. Official Visitor Guide For Mendocino County. Visit Mendocino County. http://www.visitmendocino.com/2012-2013MendocinoCountyVisitorGuide.pdf.
28. *Mendocino County 2010–11* (see note 26).
29. The Mendocino County population in 2014 is estimated at 87,869. *State & County QuickFacts: Medocino County, California*, U.S. Department of Commerce, accessed August 6, 2015, http://quickfacts.census.gov/qfd/states/06/06045.html.

6. Manchester Band of Pomo Indians of the Manchester Rancheria
7. Pinoleville Pomo Nation
8. Potter Valley Tribe
9. Little River Band of Pomo Indians of the Redwood Valley Rancheria
10. Round Valley Indian Tribes, Round Valley Reservation
11. Sherwood Valley Rancheria of Pomo Indians



The Mendocino County Sheriff's Office (MCSO), with its main office in Ukiah and substations in Willits and Fort Bragg, serves as the primary law enforcement agency for unincorporated communities and tribal communities. Its 24-hour dispatch center answers 911 calls that are received from the unincorporated and tribal communities throughout the county.[30] "The center is the county control point for the California Law Enforcement Telecommunications System, National Law Enforcement Telecommunications System, [California] Department of Motor Vehicles automated systems, [FBI] National Crime information Center, and Interpol."[31] Sheriff Tom Allman has served in his position since 2006 and oversees a 42-member staff.

30. "Communications," Mendocino County Sheriff's Office, accessed August 19, 2015, http://www.mendocinosheriff.com/dispatch/index.html.
31. Ibid.

Round Valley

Round Valley Indian Tribes is a confederation of several small tribes, including Yuki, Wailacki, Pomo, Nomlacki, Concow, Little Lake, and Pit River. The Round Valley reservation is located in an isolated valley, approximately 60 miles inland from the Pacific Ocean, and is adjacent to the community of Covelo. The reservation encompasses a total area of nearly 50 square miles.[32] Addressing crime in this remote region of the county historically presented many challenges to the MCSO. As far back as 1859, the sheriff's office assigned a deputy to reside in Round Valley and be available to maintain law and order.[33] While this approach to the policing needs of the region continued sporadically through the 20th century, from 2000–2008, MCSO found it increasingly difficult to hire and retain qualified personnel to reside in the region because of the lack of available housing and county budget cuts that forced the sheriffs' office to make staffing reductions.

As a result of reduced staffing, the sheriff's office was no longer able to provide dedicated on-site police services in Round Valley. There were occasions where the sheriff's office was unable to provide a timely response to calls for service because of the remote location of area. Frequently, response times would exceed one hour. With a reduction in local law enforcement presence, crime rates increased along with residents' concerns about public safety. A series of critical incidents led to a breakdown in communication, and relationships between the sheriff's office, Round Valley tribal leaders, Round Valley police officers, and local residents deteriorated.

Allman recognized the strained relationship between the tribe, tribal police, and the MCSO and requested monthly meetings with community members in the Round Valley community. As a result of the concerns shared during the meetings, Allman sought an approach to better serve the needs of the remote community. In 2010, the Mendocino County Sheriff's Office received a COPS Office Community Policing Development (CPD) grant to dedicate deputies from the MCSO to reside in Round Valley and help address crime and public safety concerns.

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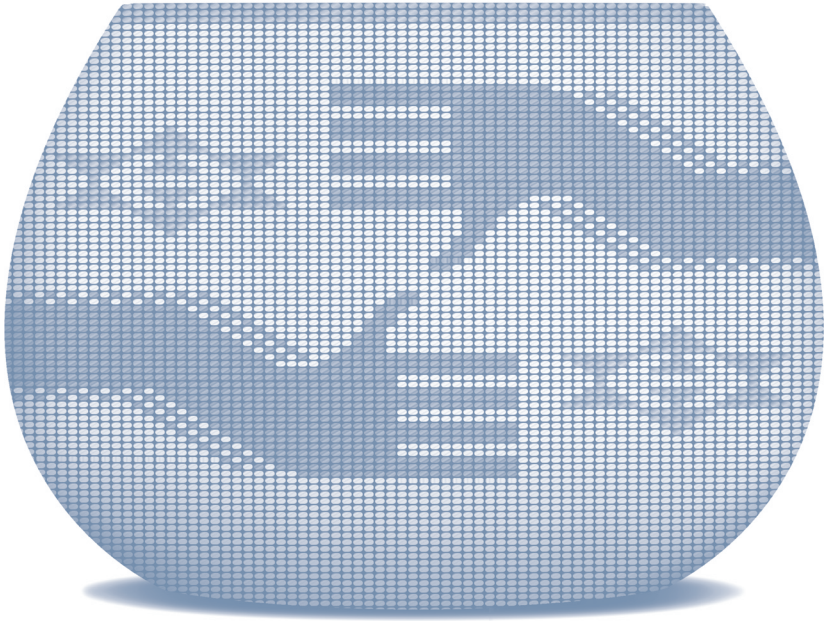
32. Veronica E. Velarde Tiller, ed., *Tiller's Guide to Indian Country: Economic Profiles of American Indian Reservations*, 2 Sub ed. (Albuquerque, NM: Bow Arrow Publishing Co., 2006), 466–467.

33. Thomas Allman (sheriff, Mendocino County Sheriff's Office), interview with James Warren (consultant, Fox Valley Technical College, National Criminal Justice Training Center), June 2012.



Project Strategy

The MCSO CPD grant had four primary areas of focus: (1) to recruit, hire, and place two deputies from the MCSO in Round Valley; (2) to work with a technical assistance provider to develop problem-solving approaches, conduct meetings with community partners, attend trainings, and provide information to support program evaluation; (3) to produce quarterly reports that would document outcomes and best practices; and (4) to work with Round Valley Indian Tribes and other community partners to conduct problem solving activities within the Round Valley community.

In 2010 the COPS Office awarded FVTC a cooperative agreement to serve as the technical assistance provider for the sheriff's office and to facilitate problem-solving discussions and conduct relevant training for Mendocino County. FVTC was also tasked with developing this publication to document the project outcomes and to serve as a resource for other communities. FVTC's work focused on enhancing partnerships between the sheriff's office and the Round Valley community. FVTC met frequently with the sheriff's office, Round Valley tribal leaders, and Round Valley police officers to identify community safety concerns. The staff coordinated on-site visits and facilitated meetings and training sessions to explore opportunities for collaboration to address community safety issues. During the on-site visits, staff conducted a series of interviews with representatives from the MCSO and the Round Valley Indian Tribes to determine concerns, identify areas of mutual interest, and recommend opportunities for collaboration.

Implementing the Resident Deputy program in Round Valley

The MCSO conducted a field search to solicit applications for two full-time positions to reside in and be assigned to the Resident Deputy program in Round Valley. The application process was open to deputies working in the sheriff's office as well as to external applicants. Round Valley community members and tribal leaders were also invited to meet the applicants.

The deputies hired for the program opted to live in Round Valley on a part-time basis because of limited housing availability. Deputies had temporary housing for the days they were assigned to work in the community. These individuals would reside in the community for four days each week. Even though they were only in the community on limited basis, they got to know the community members by participating in community activities such as fundraisers, benefit dinners, and sporting events.[34]

FVTC conducted a community oriented policing training for the MCSO deputies and supervisors and Round Valley Tribal Police. This training provided an overview of community oriented policing, how it creates positive change within communities, and how to build community partnerships for effective problem solving. The training also provided an opportunity for the officers to network and to discuss opportunities for enhanced collaboration between the MCSO and Round Valley Tribal Police Department. Deputies were involved in various community meetings and other training sessions held in the Round Valley community. As a result, the community's acceptance of the deputies and trust in the sheriff's office improved. According to Round Valley Tribal President Kenneth Wright, "the momentum of the project needs to continue; since 2011 communication between the Round Valley Tribal Police and the sheriff's office is getting better."[35]

FVTC, with assistance from the MCSO, created an online reporting system for the deputies to log their activities on a weekly basis. Deputies were required to provide updates on the number of calls for service, their involvement in community activities, and their participation in training. The online reporting system also helped the deputies track public safety concerns and provided the sheriff with data to formulate a response to address crime trends. Some of the key community safety concerns were alcohol and substance abuse and violence.[36]

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34. Hank Stolfi and Jesse VanWormer, weekly reports presented to the Fox Valley Technical College, Appleton, Wisconsin, 2011–2012.

35. Kenneth Wright (president, Round Valley Tribal Council), interview with James Warren (consultant, Fox Valley Technical College, National Criminal Justice Training Center), June 2012.

36. Stolfi and VanWormer, weekly reports (see note 34).

Several actions were taken by the resident deputies to address these concerns. They included increasing patrol time, spending additional time talking to community residents, and spending time with youth and educating them on the dangers of substance abuse.[37] Resident deputies also offered recommendations for additional resources and services such as drug awareness programs, stronger community involvement, and youth mentorship programs.[38]

Building and enhancing community partnerships

Strong community partnerships increase trust in law enforcement and help create solutions to address community public safety issues.[39] "Partnerships with the community are integral to any crime-prevention effort. Strong partnerships inspire the confidence of community members to pass along information."[40] When law enforcement establishes strong community partnerships, the community becomes the eyes and ears for law enforcement; in return, public safety improves as crime rates decline.

Allman focused on improving relationships between the sheriff's office and the Round Valley community by scheduling monthly meetings to bring together the sheriff, Round Valley tribal leaders, and community members. This format provided the Round Valley community with an opportunity to openly share their concerns and community safety needs with the sheriff.

FVTC also conducted three training events to bring together tribal and nontribal law enforcement with community leaders and community members to help build partnerships. They included a community safety summit for Round Valley; tribal oriented policing strategies (TOPS) training, formerly known as TTEAMS; and a regional community policing safety summit for Northern California. Those attending had an opportunity to identify safety concerns and plan together for solutions that would be targeted and specific to the concerns that were raised.

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37. Ibid.

38. Ibid.

39. *The Impact of the Economic Downturn on American Police Agencies* (Washington, DC: Office of Community Oriented Policing Services, 2011), http://ric-zai-inc.com/Publications/cops-w0713-pub.pdf.

40. Robert Chapman, "Community Partnerships: A Key Ingredient in an Effective Homeland Security Approach," *Community Policing Dispatch* 1, no. 2 (February 2008), http://cops.usdoj.gov/html/dispatch/february_2008/security.html.

Project implementation

During the initial stages of the project, a series of on-site meetings and conference calls were conducted between FVTC and the sheriff's office in order to develop a community policing action plan. As part of the plan, the sheriff's office, with approval of the Round Valley community, would assign two deputies in Round Valley and improve communication through regularly scheduled meetings. In support of this plan, FVTC, in partnership with the sheriff's office, worked together to

- improve communication and collaboration between the sheriff's office and Round Valley Tribal Police;
- coordinate training, including a regional community safety summit and joint law enforcement training;
- conduct regularly scheduled meetings;
- plan for future sustainability.

FVTC conducted a series of interviews with the following individuals to discuss the Resident Deputy program in Round Valley. Comments and quotes from the interviews are highlighted throughout this report.

Mendocino County Sheriff's Office

- Tom Allman, *Sheriff*
- Randy Johnson, *Undersheriff*
- Kirk Mason, *Lieutenant*
- Hank Stolfi, *Resident Deputy*

Round Valley Indian Tribes

- Kenneth Wright, *President*
- Joe Dukepoo, *Vice President*

Round Valley Tribal Police Department

- Carlos Rabano, *former Chief of Police (2010–2013)*
- William Vanderheiden, *former Chief of Police (2010–2015)*

Outcomes to date

Information gathered through interviews with tribal leaders, tribal police, and the sheriff's office suggested that communication and collaboration improved during the project. Although there still is work to be done, the sheriff's office reported that overall relationships with the Round Valley Indian Tribes evolved from poor to good within the project period. As a result of the collaborative partnerships, Round Valley Tribal Police and Mendocino County Sheriff's Office reported an overall decline in crime rates in the Round Valley community.[41] In addition, Round Valley Tribal Police stated communication and trust between community members and the sheriff's office improved.[42] The MCSO attributes the initial levels of success to open communication, information sharing, and joint training.

The following sections represent examples of key project outcomes.

Law enforcement partnerships

- Round Valley Tribal Police Department and the sheriff's office improved response times for calls for service and officer safety by providing backup during evening hours.[43]
- Round Valley police officers and the resident deputies improved communication and collaboration.
- The sheriff's office shares radio frequencies with tribal law enforcement. This allows officers to identify potential harmful individuals when responding to calls for service.[44]
- The sheriff's office conducts monthly meetings with the Covelo and Round Valley communities.[45]

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41. Carlos Rabano (former chief [2010–2013], Round Valley Tribal Police Department), interview with James Warren (consultant, Fox Valley Technical College, National Criminal Justice Training Center), June 2012; William Vanderheiden (former chief [2013–2015], Round Valley Tribal Police Department), interview with James Warren (consultant, Fox Valley Technical College, National Criminal Justice Training Center), June 2012; Hank Stolfi (deputy, Mendocino County Sheriff's Office), interview with James Warren (consultant, Fox Valley Technical College, National Criminal Justice Training Center), June 2012.
42. Rabano, interview (see note 41); Vanderheiden, interview (see note 41).
43. Rabano, interview (see note 41); Vanderheiden, interview (see note 41).
44. Louis Torres (chief of police, Coyote Valley Reservation Police Department), interview with James Warren (consultant, Fox Valley Technical College, National Criminal Justice Training Center), June 2012.
45. Allman, interview (see note 33).

Training event outcomes

- The Round Valley Community Safety Summit, held in March 2011, focused on the resident deputies, community policing, and community safety. Law enforcement, community leaders, and community members had an opportunity to discuss current community challenges and possible solutions. The meeting facilitator asked attendees what they perceived as the most critical community safety concerns. Community members identified the following concerns: burglary, substance abuse, discharge of firearms during evening hours, and how to reach the deputies with limited phone service.[46]

- The COPS Office TTEAMS training, held in June 2011, brought together law enforcement, representatives from the schools and housing, and concerned community members to learn about problem-solving techniques that could be used to address issues related to drugs and school violence. Attendees identified the following as action steps to address this concern: (1) apply training strategies to develop a meth outreach program and (2) develop a problem-solving team.[47]

- The Regional Community Policing Safety Summit, held in September 2011, was aimed at enhancing interagency cooperation and collaboration to promote community safety throughout Northern California. Attendees offered ideas on how they would use the information provided at the summit in their profession.

  "I plan to work on building relationships with the sheriff, police, and other agencies."[48]

  "Plan a community event or picnic to promote communication."[49]

  "Work more closely with other tribes and county law enforcement to promote safety."[50]

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46. James Warren, "Round Valley Community Safety Summit Summary," paper presented to Fox Valley Technical College, Appleton, Wisconsin, March 2011.
47. "TTEAMS Evaluation Summary," paper presented to Fox Valley Technical College, Appleton, Wisconsin, June 2011.
48. "Regional Community Policing Summit Evaluation Summary," paper presented to Fox Valley Technical College, Appleton, Wisconsin, September 2011.
49. Ibid.
50. Ibid.

Photo: Tracie Tillotson, Round Valley Indians Tribes

Former COPS Office Director Bernard K. Melekian *(far right)* stands with representatives of the Round Valley Indian Tribes, Round Valley Unified School District, Mendocino County Sheriff's Office, and the U.S. Forest Service after announcing a COPS Office grant to fund the hiring of two Mendocino County deputies in 2010.

- The MCSO hosts annual meetings with representatives from the Round Valley and other tribes located in the county to provide an opportunity for the sheriff's office and tribes to discuss various law enforcement issues/concerns and provide an opportunity to enhance partnerships. The sheriff's office plans to continue the meetings in the future.

During the trainings and meetings, participants also identified ways to enhance public safety, which included educating the community, working more closely with youth, and implementing more events such as community-wide picnics.[51]

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51. Ibid.

Resident deputy: Progress to date

The deputies assigned to Round Valley reported a number of successes. The working relationships between Round Valley Tribal Police and the MCSO improved significantly. The response to calls for service improved.[52] Enhanced crime investigations have been a result of having the deputies reside in the community on their on-duty days.[53] Over the past year, violent crime has decreased and the overall quality of life in the community has improved.[54] Round Valley Indian Tribes and the MCSO also shared the following observations:

- Community members are accepting the deputies and sharing information with them about what is happening in their neighborhoods.[55]
- Round Valley Tribal Police and community leaders reported success with the project. Kenneth Wright, president of the Round Valley Indian Tribes, felt that communication between the Round Valley Tribal Police and the sheriff's office is getting better; the program should be continued.[56]
- According to Round Valley Vice President Joe Dukepoo, "the program is halfway there and communication has improved."[57] The relationships built over the past year are unique and should continue.[58] As the project continues, more people will get involved, which will help strengthen relationships and build new ones.

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52. Vanderheiden, interview (see note 41).
53. Ibid.
54. Hank Stolfi (deputy, Mendocino County Sheriff's Office), interview with James Warren (consultant, Fox Valley Technical College, National Criminal Justice Training Center), December 2012.
55. Ibid.
56. Wright, interview (see note 35).
57. Joe Dukepoo (vice president, Round Valley Tribal Council), interview with James Warren (consultant with Fox Valley Technical College, National Criminal Justice Training Center), June 2012.
58. Ibid.

Lessons Learned and Opportunities for Improvement

Several important lessons learned and opportunities for improvement were gleaned from this project. The following sections represent lessons learned throughout the project and steps that can be taken to improve future community policing efforts.

Lessons learned

Project communication. Project communication with all parties is critical to the success of a collaborative effort. In the beginning stages of the project, the sheriff's office did not provide the Round Valley Tribal Council with information about the project. The lack of communication at the onset of the project resulted in additional meetings and project delays. Providing a project briefing or document would have helped to ensure community stakeholders were identified and included from the onset.[59]

Community meetings. Monthly community meetings were key to this project to build trust between the community and law enforcement. The initial meetings had a strong focus on past concerns, and it was difficult to focus on the future. To maximize time spent during the meetings, the sheriff's office established ground rules and a published agenda, which helped meetings move forward. The sheriff implemented the following rule for community meetings: if an issue was addressed and resolved in a previous meeting, it will not be discussed again.[60] Allman stated, "you cannot fix the problems of the past; you can only improve how you respond to the issue in the future."[61]

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59. Allman, interview (see note 33).
60. Ibid.
61. Ibid.

Resident deputies. The project assigned two resident deputies to work and reside in the Round Valley community. Because of limited housing available in the community, deputies were only able to obtain temporary housing. This would allow deputies to live in the community on their on-duty days. Crime was noticed to decrease on the days the deputies resided in the community. Having a permanent resident deputy may help to reduce crime on off-duty days.

Opportunities for improvement

Leadership. Having the right leadership involved at the onset is crucial. If there is no buy-in at the top and at the supervisory levels, the program has little chance to succeed. To be successful, the message and actions of the leader need to be practiced throughout the policing organization and consistently demonstrated within the community.

Cross training and shared resources. The parties interviewed agreed that having joint tribal law enforcement and sheriff's deputy training is critical. It is also required by the state Peace Officer Standards and Training (POST) Commission:

> Effective January 1, 2002, all peace officers (except reserve officers) below the middle management position and assigned to patrol, traffic, or investigation who routinely effect the physical arrest of criminal suspects are required to complete perishable skills training.[62]

The POST perishable skills training includes at least four hours each of arrest and control, driver training/awareness, and tactical firearms training. All too often, agencies conduct training individually. Conducting joint training helps tribal law enforcement and deputies become familiar with various processes and technologies used by each agency.[63]

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62. "Perishable Skills Program," State of California, accessed August 6, 2015, http://www.post.ca.gov/perishable-skills-program.aspx.

63. Allman, interview (see note 33); Vanderheiden, interview (see note 41); Torres, interview (see note 44); Stolfi, interview (see note 41); John Larsen (chief of police, Hopland Reservation Police Department), interview with James Warren (consultant, Fox Valley Technical College, National Criminal Justice Training Center), June 2012.

Cross-deputization and law enforcement memoranda of understanding (MOU). Cross-deputization provides tribal law enforcement with the same arrest powers as the sheriff's office deputies. In remote areas such as Round Valley, having cross-deputization agreements would support a unified team approach in the delivery of law enforcement services. Additionally, it was recommended that mutual-aid MOUs could be developed between law enforcement agencies to encourage tribal law enforcement to assist on calls for service should they require additional assistance from outside departments.[64]

Shared dispatch. If tribal law enforcement were authorized under the California Law Enforcement Telecommunications System (CLETS), it would allow tribal and nontribal law enforcement agencies to share dispatch. This arrangement would provide officers with up-to-date, consistent information when calls for service are received.

Project memorandum of understanding. An MOU should be developed before implementing the project. This would help involved parties understand the intended outcomes of the project and reduce project start-up time.[65]

Leadership meetings. Regularly scheduled meetings help advance the overall progress of the project and ensure that project goals and outcomes are clearly communicated between parties.[66] Holding semiannual or quarterly meetings with the sheriff and tribal council could help clarify expectations and maintain open communication.

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64. Rabano, interview (see note 41); Vanderheiden, interview (see note 41); Torres, interview (see note 44); Stolfi, interview (see note 41).
65. Dukepoo, interview (see note 57).
66. Ibid.

Conclusion

The Mendocino County project focused on enhancing relationships and improving services provided in Round Valley. The project has shown that communication is key to building community trust and partnerships. The sheriff acknowledges that while the work in Mendocino County is not unique, it embraces a community policing problem-solving approach to improve public safety and to enhance collaboration between law enforcement agencies.

Allman is pleased with the progress made to date and believes that as a result of this project, partnerships and communication improved. It is important to note that relationships are fragile; it can take a lot of time to rebuild trust should something go wrong.[67] The success of the project relies on the management of relationships. Large planning groups can benefit from taking time to develop an agreement that outlines stakeholder roles and responsibilities and decision-making processes.

The project required the deputies to reside in the community on their on-duty days. It was noted that when the deputies are not on duty, crime has shown to increase because individuals know the deputies may not be in the area.[68] Additional deputies assigned to the community would allow for onsite coverage throughout the entire week.

Through the interviews, on-site meetings, and other project activities, several points were identified:

- Change requires commitment and accountability throughout the organization.
- Resident deputies should invest time to learn about the tribal community, which includes learning about their culture and traditions.
- Identify all relevant stakeholders and engage them early on in the project; indicate who needs to be involved and why they are needed. Outline expectations for each party including level of involvement and tasks.

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67. Allman, interview (see note 33).
68. Vanderheiden, interview (see note 41).

- Regularly scheduled meetings help support and maintain open communication. It is important to have someone identified to manage the meeting process. Through these meetings, additional needs and plans for sustainability are identified and measured.
- When relationships are strained, have an intermediary to provide both parties with an opportunity to openly share information in a neutral environment.
- Shared training sessions with the sheriff's office and tribal police are cost-effective and provide officers with an opportunity to learn and network together.
- Set ground rules when working to improve relationships. Acknowledge past issues but focus on the present to help ensure better outcomes in the future.
- Involve the community in monthly meetings to discuss challenges and identify possible solutions.

Projects that focus on partnerships and communication are not considered "complete" because improvement is reported. Instead, these projects should be reviewed on a regular basis to ensure ongoing progress is made. It is important to remember that collaborative projects do not end—they evolve as communities change and partnerships grow. When partnerships focus on continued opportunities for improvement, efforts can be sustained.

About the COPS Office

The Office of Community Oriented Policing Services (COPS Office)) is the component of the U.S. Department of Justice responsible for advancing the practice of community policing by the nation's state, local, and tribal law enforcement agencies through information and grant resources.

The community policing philosophy promotes organizational strategies that support the systematic use of partnerships and problem-solving techniques to proactively address the immediate conditions that give rise to public safety issues such as crime, social disorder, and fear of crime.

The COPS Office awards grants to state, local, and tribal law enforcement agencies to hire and train community policing professionals, acquire and deploy cutting-edge crime-fighting technologies, and develop and test innovative policing strategies. COPS Office funding also provides training and technical assistance to community members and local government leaders and all levels of law enforcement.

The COPS Office information products are currently available, at no cost, through its online Resource Center at www.cops.usdoj.gov. On this website, users can also access the grant application portal and forms.

The COPS Office awarded the National Criminal Justice Training Center (NCJTC) of Fox Valley Technical College a cooperative agreement in FY 2010 to provide training and on-site assistance to support the Mendocino County Sheriff's Office and the Round Valley Indian Tribes and other community stakeholders to improve communication and collaboration between jurisdictions.

Public Safety Partnerships in Indian Country describes the experiences of the Mendocino County Sheriff's Office and Round Valley Indian Tribes in developing partnerships to address public safety issues. Their contributions provide a comprehensive resource for other tribes wishing to implement collaborative programs across jurisdictions to improve public safety in their communities.

Community Oriented Policing Services
U.S. Department of Justice

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