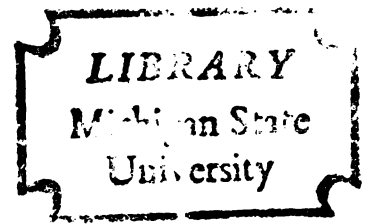


THE ORGANIZED NEIGHBORHOOD, CRIME PREVENTION,
AND THE CRIMINAL JUSTICE SYSTEM

Dissertation for the Degree of Ph. D.
MICHIGAN STATE UNIVERSITY
THOMAS FRANK CHRISTIAN
1973



This is to certify that the
thesis entitled
THE ORGANIZED NEIGHBORHOOD, CRIME PREVENTION,
AND THE CRIMINAL JUSTICE SYSTEM

presented by
Thomas Frank Christian

has been accepted towards fulfillment
of the requirements for
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Robert C Trojanewicz
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ABSTRACT

THE ORGANIZED NEIGHBORHOOD, CRIME PREVENTION, AND THE CRIMINAL JUSTICE SYSTEM

By

Thomas Frank Christian

Purpose

The responsibility for the average citizen to play his or her role in the criminal justice system in the area of crime prevention appears to be a necessary element in today's society if crime is to be reduced. As an individual, the citizen has to rely upon his own initiative to provide a positive input into this problem. Organized in a neighborhood association, the citizen can magnify his contribution in the development of a better community.

This study delves into the role that a neighborhood improvement association can play in crime prevention. It explores the possible linkages that the organized neighborhood can find between itself and the formal members of the criminal justice system.

For nine months the writer participated as a silent observer in the meetings of a neighborhood improvement association in Muskegon, Michigan. He then

interviewed sixty people from twelve agencies or groups in the criminal justice system: adult court (judges, probation and parole agents), county jail, Department of Social Services, former offenders, juvenile court, Legal Aid, police department, Nelson Neighborhood Improvement Association, present offenders, prosecutor's office, public defenders, and the correctional institution. The purpose of the interviews was (1) to determine what role an organized neighborhood could perform in the criminal justice system and (2) how the concept of an organized neighborhood such as neighborhood improvement association was perceived by the other agencies' personnel and also (3) how the agencies and groups perceived each other in assisting neighborhood improvement associations in crime prevention efforts.

Methodology

The approach chosen for the formation of the study was adapted from the Normative Sponsorship Theory developed by Dr. Christopher Sower, Professor of Sociology at Michigan State University. The individuals interviewed were asked a series of questions regarding their role in crime prevention and the role they perceived for an organized neighborhood. The questions were divided into three areas: ideal role, actual role, and suggested alternatives. The personnel chosen at random from each agency were also asked these questions

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concerning the role of their own agency and their perception of the role of the other eleven agencies or groups. The responses were charted on a matrix, a detailed descriptive profile of each agency or group was drawn and the suggested alternatives were listed. Comparisons were then made among the agencies and groups and feasible linkages were delineated.

Results

The twelve agencies and groups interviewed were in agreement that there should be a definite role for a constructive, positive organized neighborhood in crime prevention and the criminal justice system. Suggestions as to what the nature of this role should be varied. There were also diverse opinions on what the agencies and groups felt each other should be doing to assist an organized neighborhood in the area of crime prevention.

The crime prevention alternatives suggested for organized neighborhood groups ranged from mechanical prevention, such as locks and other security measures, to corrective prevention, such as the participation in the development of recreational programs, employment opportunities and rehabilitation programs.

This study indicates that there are functioning organized neighborhood groups who are achieving crime prevention results. The study also reveals that the

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formal agencies of the criminal justice system have a need for, and are ready to accept the constructive organized neighborhood as an ally in combating crime. Ideas on what the neighborhood can do in assisting the other components of the criminal justice system are presented, and also what these agencies can do for the organized neighborhood to help reduce crime.

The potential involvement of an organized neighborhood group, such as an improvement association, in the criminal justice system is limited only by the energy of both the involved agencies and the citizens. It is one answer to crime prevention.

THE ORGANIZED NEIGHBORHOOD, CRIME
PREVENTION, AND THE CRIMINAL
JUSTICE SYSTEM

By

Thomas Frank Christian

A DISSERTATION

Submitted to
Michigan State University
in partial fulfillment of the requirements
for the degree of

DOCTOR OF PHILOSOPHY

College of Social Science

1973

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1973

DEDICATION

To My Lovely Wife
Bernice Koppy Christian

ACKNOWLEDGMENTS

I wish to acknowledge the financial support given to me in the form of a fellowship for graduate study by the Law Enforcement Assistance Administration of the Department of Justice, Washington, D.C. This support allowed me to devote my time to this study.

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I would like to acknowledge the citizens of Muskegon, Michigan, who participated in this study: members of the adult court and juvenile court; Sheriff Marion Caulkins, Clyde VanArkle and the county jail personnel; Mr. Harry Geoghan and the personnel from the Department of Social Services; the lawyers from Legal Aid; former Muskegon police chief Herbert Dood, present police chief Anthony Kenney and their police officers; citizens from the Nelson Neighborhood Association; personnel from the prosecutor's office and the public

defenders' offices; the Michigan Department of Corrections and the individuals in the present and former offenders ranks.

I would like to thank the people from the Muskegon Area Development Council: Mr. John Chapman for his help and informative comments on the preliminary drafts, Gloria Dandridge for her secretarial assistance, Earline Perkins for her assistance in the certified housing program, and a special note of gratitude for the help from Mr. Alfred Williams, Jr. and his family.

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Chapter 1

INTRODUCTION

THE CRIMINAL JUSTICE SYSTEM INCLUDES THE CITIZEN

The issue of law and order is the focus of much attention in the United States today. The criminal justice system is attempting to improve its effectiveness in controlling and preventing crime. The continuum of the criminal justice system is normally depicted as being comprised of the police, the courts and corrections.¹ The formal members of the criminal justice system exist as a service to the citizen but the system itself must include the citizen. It requires that every person become involved to some degree and participate in the carrying out of its goals and objectives. The National Commission on Criminal Justice Goals and Standards has as its ultimate goal the reduction of crime.² The citizen can help in many ways to achieve this goal.

¹The Challenge of Crime in a Free Society, a report by the President's Commission on Law Enforcement and Administration of Justice (U.S. Government Printing Office, Washington, D.C., February 1967), pp. 8-9.

²National Conference on Criminal Justice Goals and Standards (Washington, D.C., February 23-24, 1973).

Much is being done in the United States to improve the role and function of the police, the courts and corrections in the criminal justice system. The question remains, what is the average citizen doing to play his part in the area of crime prevention? His attitude is often one of fear, justified or unjustified, or he assumes the role of constant critic. The citizen is now giving indications that he is growing tired of sitting back and waiting for conditions to improve or looking for simple solutions like mechanical devices. There are many positive means available to assist the citizen in crime prevention. Mechanical prevention is a necessary step but one can only go so far in buying locks, purchasing a dog or, worse yet, acquiring a weapon to protect himself and his family.³

The citizen is critical of the police, the courts and corrections and with some justification. However, the criticism often reveals many discrepancies and

³A 1973 survey conducted in the state of Michigan by the State Office of Criminal Justice Programs showed that forty-two percent of the people of Michigan have weapons and of these, twenty-nine percent have handguns, fifty-eight percent have rifles, sixty percent have shotguns, and twenty-five percent knives. Forty percent of those polled said they had instituted other kinds of protection. Of these, sixty-four percent strengthened houselocks, forty-five percent installed outside lighting, sixteen percent added protective windows, seventeen percent purchased dogs and four percent installed special alarm systems.

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inconsistencies among individual citizens. They complain that the police are too brutal or too lax, too slow to arrive when called or too fast to arrest someone for a minor problem, too calloused or too nonchalant, too prejudiced or too lenient with minorities or students. Many citizens who think that the police today are doing the best that they can under the circumstances are quick to attack the court system. The police do their job and the judges "slap the wrists" of the offenders and release them; or, the prosecutor reduces the charge in order to hasten the whole process. Some citizens feel the disposition on a given case is too strict while others feel the guilty party should be punished more severely and "taught a lesson."

The corrections people are taken to task for not rehabilitating their clients, or for releasing them too soon, or for trying to make a "country club" out of a prison. However, when an innovative and progressive approach like a halfway house or residential correctional facility is planned for a neighborhood, many local citizens rise up in protest. They will not allow such a program in their community despite the fact that a residential facility can cost less per client than a large

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prison structure and that it can be more effective in treating the offender.⁴

THE CRIMINAL JUSTICE SYSTEM: SELF-SERVING OR COMMUNITY ORIENTED

The citizen has a right to demand more from the formal agencies of the criminal justice system. Even though these departments have been created to serve the community, they have in many cases become more like self-serving bureaucracies than citizen-centered institutions. They often act as if they exist as an end in themselves rather than as a means for serving the community. Society is suffering the consequences. The rise in violence and crime in the United States has produced a recent awareness and demand on the criminal justice system to develop new resources and change its outdated and ineffective methods. However, because of these deficiencies, the police, the courts and corrections have attracted attention and have been given some

⁴Martin Gula, "Agency Operated Group Homes," U.S. Department of Health, Education and Welfare Administration, Children's Bureau, 1964, p. 29; see also H. Weeks, "The Highfields Project," Juvenile Delinquency: A Book of Readings, ed. Rose Gialllembarde (New York: John Wiley and Sons, Inc., 1966), p. 530; Kenneth F. Schoen, "PORT: A New Concept of Community-Based Correction," Federal Probation, September, 1972, p. 35; Robert Trojanowicz, Juvenile Delinquency, Concepts and Control (Englewood Cliffs, New Jersey: Prentice-Hall Inc., 1973), p. 269.

of the means to improve themselves. Federal, state and local funds are being poured into these three areas of the criminal justice system.

THE POLICE

The police are receiving assistance, support and impetus in almost every phase of law enforcement.⁵ They are benefiting from Law Enforcement Assistance Administration grants and loans for personnel training, education, research and technology, and information exchange. Department of Defense personnel assist the police in cases of civil disorder to explosive ordnance disposal. The Federal Bureau of Investigation gives assistance through fugitive location and investigations of police killings, on request. The Bureau of Narcotics and Dangerous Drugs helps in local investigations and supplies funding to local agencies for purchasing the services of informants. Police recruitment and staffing programs are conducted by the U.S. Civil Service Commission. The Office of Economic Opportunity, the Community Relations Service, part of the Department of Justice, and the Federal Trade Commission support various facets

⁵ Attorney General's First Annual Report, Federal Law Enforcement and Criminal Justice Assistance Activities (U.S. Government Printing Office, Washington, D.C., 1972), p. 39.

of improved police relations and services to their local communities. Funding assistance for a wide variety of police activities is provided by the Model Cities Program.⁶

State and local requirements for training are being improved. Crime prevention teams are being trained, for example, in Louisville, Kentucky, at the National Crime Prevention Institute. Local training centers in crime prevention are also being established. In Michigan, Macomb County Community College has a Crime Prevention Training Program. These programs are based on England's Home Office National Crime Prevention Center in Stafford. Police-community relations teams are being emphasized. The police are working to improve themselves and to become more professional and more effective.

THE COURT SYSTEM

The court system has received similar assistance. Court administrators are being trained to facilitate the backlog of cases and to free the judges to spend more time in the courtroom, individualizing justice and selecting more appropriate alternatives and programs for clients.

⁶Ibid., p. 39.

Emphasis on community-based treatment is providing for more pre-trial diversion programs, halfway houses and other innovative approaches to community treatment. These and other programs give the judges and probation counselors more alternatives to help the client make a satisfactory adjustment in the community.

CORRECTIONS

Corrections also has received much attention; both positive and negative. On the negative side, for example, the Attica disturbance received a great deal of press coverage focusing on the deplorable conditions that exist in contemporary prisons. On the more positive side, programs like Project New Gate, which provides counseling and technical or educational preparation before release from prison and post release training, personal counseling and guidance, have proven to be successful. The use of halfway houses, residential facilities and emphasis on the improvement of institutional conditions are other advances being made in the field of corrections. The ex-offender is being used in the correctional field more than in the past and he is proving effective. The federal government is devoting

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more of its resources than ever before to the rehabilitation of the offender.⁷

THE CITIZEN

The police, courts and corrections have a long way to go to meet the needs of society. They appear to be trying to improve themselves rather than looking for a scapegoat to blame for the problems of law and order. The focus now returns to the average citizen. What is she or he doing to work with other citizens and the formal agencies to improve the criminal justice system? What is the citizen doing about crime prevention? If citizens have the right to demand that certain deviant members of the community be prevented from continuing certain behavior then they also have the obligation to create the type of atmosphere, programs and facilities that will help prevent this type of behavior. The citizen also has the obligation to see that certain members of the community who need special services receive the assistance that is due to them in a democratic society. The average citizen, however, has often relegated to the formal agencies the job of providing social assistance. These agencies have not been very effective and are now undergoing scrutiny, evaluation

⁷ Ibid., pp. 128-29.

and, hopefully, change and improvement. But the process and success of updating themselves is limited.⁸ Crime prevention is a total community concern. It cannot be left only to the professionals in the criminal justice system.⁹

It is time for the citizen to play a more active role in the criminal justice system in order to prevent society from becoming more fear-centered and crime ridden. People appear to be tired of the present trend of more crime and less order. They are signalling that they are ready to do more to halt this momentum. A frequent question from a concerned citizen is "but what can I do?" Individually, a person can become very involved on a volunteer bases. However, if citizens can organize themselves into a consistent, constructive

⁸Dr. Christopher Sower of Michigan State University has developed a theory for updating organizations. He states that major institutions are captured by obsolete bureaucracies. Public agencies and associations, unlike business and industrial organizations, have perceived themselves as being so sacrosanct that they have refused to accept the premise of pending obsolescence even for examination and for experimental tests of updating kinds of innovation. The solution to this problem of refusal to recognize organizational obsolescence is in an increased public awareness and recognition that the maze of institutions and agencies is outdated.

⁹"The Community and Criminal Justice, A Guide for Organizing Action," prepared for distribution at the National Conference on Criminal Justice, January 23-26, 1973, Washington, D.C.

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force they can multiply many times their individual effectiveness toward improving the criminal justice system. Concerned citizens from individual neighborhoods should organize themselves for this purpose and obtain technical assistance from professionals. The goal of the neighborhood group would be to do its part on the local level to improve its neighborhood, working within the framework of existing community agencies. Only through a positive link between citizens and professionals can a long lasting and meaningful solution to the crime problem take place. What citizens can specifically do in this area is the subject of this report.

The research about the behavior of these organizations has been based on two primary frames of reference. The first is that any human organization (social system) is composed of a set of reciprocal behavior expectations for the incumbents of each of its respective positions. This is called the social role. These behavior expectations will vary by time and occasion. A community is a total social system composed of many identifiable organizational units. Therefore, while each separate unit has its own internal reciprocal behavior expectations, each also sends and receives expected behavior messages with many other units of the

community.¹⁰ The central problem of the thesis is to discover the extent to which there is a range of consensus to dissensus between the different expectations and the relationships between selected agencies and a neighborhood improvement group which deals with the criminal justice system.

The second component of the frame of reference is that the study deals with the interrelationships between two types of human organizations. One is the local agency with its lines of administrative authority, and extensive relationships and vertical controls from the upper levels of state and federal government. The other is the natural social organization of people living in communities. In this type of organization, power is based horizontally on community influence and not on the authority of position as in the agency. There is extensive research and literature about the difficulties of maintaining effective communication and cooperative relationships between these two types of social systems.¹¹ In community settings, however, both types receive their legitimation for existence because

¹⁰N. Gross, W. S. Mason, and A. S. McEachern, Explorations in Role Analysis (New York: John Wiley and Sons, 1958).

¹¹Roland Warren, The Community in America (Chicago: Rand McNally, 1972).

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both must be committed to the good of the community in order to survive. This has been called the "fund of goodwill for community."¹²

THE ORGANIZED NEIGHBORHOOD APPROACH

The individual is usually assisted in experiencing life by his family. When the family is limited in its resources, relatives and neighbors can be called upon to help with a given problem. If they are not adequate, the individual can reach out to his or her church or seek the aid of a private or public agency. At times these agencies become embroiled in their own red tape, large caseloads and other bureaucratic problems, and the individual is only too often the victim rather than the recipient of effective service. It is proposed that if neighborhood citizens organize themselves to some extent they can solve many of their own problems and also help make the formal agencies more effective.

Programs such as Model Cities, Community Action Against Poverty and others have attempted to organize neighborhoods to help reduce crime, but they have fallen prey to bureaucratic deficiencies such as size,

¹²Christopher Sower, J. Holland, K. Tiedke, and Walter Freeman, Community Involvement (fund of goodwill) (The Free Press of Glencoe, The Macmillan Company, 1957).

interagency conflicts and professional jealousies. A possible alternative to large unmanageable citizens' organizations is a neighborhood government or a variation of it.

A neighborhood government concept can be a tremendous asset in the area of crime prevention. A variation of the neighborhood government concept that is considered in this study is a neighborhood association. In the following chapters the role of a neighborhood association in the criminal justice system is explored. A special emphasis is placed on the various aspects of crime prevention that is "fertile ground" for citizen involvement. Crime prevention on the neighborhood level extends beyond the mechanical prevention; better locks and burglar-proof homes. The major emphasis of this study is placed on a positive constructive involvement by an organized citizens group in the criminal justice system.

The neighborhood government concept discussed in this study does not advocate an extreme approach to crime prevention problem solving. It does not mean a vigilante approach or a complete takeover of all facilities in a given neighborhood, such as a school by community groups. The focus is one of partnership in crime prevention by both the citizens and private and public community agencies.

THE ORGANIZED NEIGHBORHOOD: A DEFINITION

An organized neighborhood, in this study, is defined as a representative group of key citizens in a particular area of a given city, town or rural location, whose goals are to work among themselves and with existing agencies to help create a better community. This definition does not exclude the possibility of positive pressure being applied by the citizens groups to achieve their goals when the normal avenue for seeking services fails. Such an example could be a neighborhood supplying its own parks and recreational programs and personnel while the city pays the expenses. Key citizens are individuals who are known and respected by the other neighborhood residents. They are able to influence their neighbors toward some type of united effort to maintain a stable neighborhood environment. The organizational structure of this neighborhood government would be along the lines of an improvement association. This concept is broadened and developed throughout the study.

THE STUDY

This study specifically looks at the role of an organized citizens group relative to crime prevention. It includes everything that may contribute to reducing crime in a given neighborhood. It is presented as only one of the many possible solutions to crime prevention.

Following this introduction, Chapter 2 presents a survey and overview of some of the available crime prevention literature and programs pertinent to this approach.

Chapter 3 reviews the literature concerning the concept of an organized neighborhood and its interaction with the criminal justice system, emphasizing crime prevention. Included in this chapter is a comparative study of organized citizen involvement in the criminal justice system of England.

Chapter 4 presents the actual case study. It takes place in Muskegon, Michigan, and includes a history of the city of Muskegon and the neighborhood improvement association programs implemented there by the Muskegon Area Development Council. The Normative Sponsorship Theory, developed by Dr. Christopher Sower, is the method used in preparing and analyzing the case study. Chapter 4 describes the methodology of the Normative Sponsorship Theory, as well as the sampling techniques and the interview approach used.

Chapter 5 analyzes the results of the interviews conducted with members from the various components of the criminal justice system, adult court (judges, probation and parole officers), the county jail personnel, Legal Aid lawyers, members of the Muskegon police department, members of a particular neighborhood

improvement association, present offenders in the county jail, members of the prosecutor's office, the public defender's office, and a representative from the Michigan Department of Corrections.¹⁰ Sixty comprehensive interviews were conducted and analyzed to help establish areas of agreement and disagreement relative to crime prevention and alternative suggestions were offered relating to the concept of organized citizens groups and their roles in crime prevention and the criminal justice system.

Chapter 6 presents the conclusions drawn from the study and offers recommendations on what must be done to make an organized neighborhood effort effective in preventing crime in partnership with formal community agencies.

The bibliography for this study is divided into two sections. The first series of references are on the concept of the organized neighborhood, crime prevention and the criminal justice system. The second division includes literature related to the comparative study of

¹⁰ Muskegon is the site for a new correctional facility which was being built at the time of this study. It is to open January 1, 1974. A representative of the treatment division of the State Department of Corrections was interviewed to obtain an idea of the role of the citizens group and the correctional facility.

England and its citizen involvement in the criminal justice system.

The appendixes include a number of publications, programs and events of neighborhood associations.

Chapter 2

CRIME PREVENTION: AN OVERVIEW

Crime prevention is one of the most elusive concepts now existing in criminology theory, thought and literature.¹ Many contemporary prevention and treatment approaches make assumptions about human behavior which often do not have a firm basis in either science or causal relationships. Furthermore, there is not a great deal of evidence that either proves or disproves the effectiveness of the many prevention and treatment approaches, programs and strategies.

The absence of vigorous evaluation and planning has been criticized in relation to most delinquency and crime prevention programs. The importance of proper planning and evaluation cannot be overstressed. Both the lay public and the criminal justice practitioner have particular methods for addressing the problems of delinquency and crime prevention. In the competitive marketplace, however, effective planning and evaluation are absolutely essential in making judgments

¹For expansion of crime prevention discussion see Robert C. Trojanowicz, Juvenile Delinquency: Concepts and Control (Englewood Cliffs, New Jersey: Prentice-Hall, Inc., 1973).

making judgments about alternative strategies for preventing crime and delinquency. Wilkins points out

. . . that the best research in the fields of criminology and penology seem to do no more than to clarify the unknown. It is doubtful whether even the most enthusiastic research worker in these fields could sustain a claim to having added significantly to knowledge. Myths and beliefs of the past have little support when subjected to rigorous examination, but in their place only the most tentative suggestions can be brought forward. . . . More regrettable is the fact that all too often research ends by noting nothing more significant than that the questions with which the project began were inappropriate.²

DEFINING CRIME PREVENTION

Crime prevention can be defined in many ways, the most prevalent method of description is to divide prevention into primary, or pure prevention, and secondary, or rehabilitative prevention. Primary prevention is the interruption of potential crime and delinquency before it occurs. Secondary prevention is dealing with the problem once the individual has come in contact with the formal criminal justice system, such as probation or incarceration. Secondary prevention, if effective, can be considered a preventive mechanism if the intervening treatment deters future delinquent or criminal behavior.

²Leslie T. Wilkins, Evaluation of Penal Measures (New York: Random House, Inc., 1969).

Other typologies have been used to classify and describe crime and delinquency prevention efforts.

Lejins has developed the following typology:

The ambiguity of the concept of prevention is one of the main obstacles to discussing prevention meaningfully to obtain generally significant research data and even to describing existing preventive programs. The term prevention refers to several different types of social action, so different in fact, that in most cases a clarification of the particular type of prevention in question is indispensable to making communication meaningful. Three types of prevention or three distinct meanings of the concept can be differentiated: punitive prevention, corrective prevention, and mechanical prevention.³

Punitive prevention is the threat of punishment with the assumption that punishment will presumably forestall the criminal act. Corrective prevention refers to the attempt to eliminate potential causes, factors or motivations before the criminal act actually takes place. Mechanical prevention emphasizes placing obstacles in the way of the potential criminal so that he will find it difficult or impossible to commit an offense, for example, increased security measures and police protection. Mechanical and punitive prevention deal with the symptoms of the problem while corrective prevention attempts to eliminate the causes of crime.

³Peter Lejins, "The Field of Prevention," in Delinquency Prevention: Theory and Practice, ed. William Amos and Charles Wellford (Englewood Cliffs, New Jersey: Prentice-Hall, Inc., 1967), p. 3.

Sullivan and Bash use a different type of classification for prevention programs. Like Lejin's classification it includes a three-phased typology:

1. Programs that will have primary functions and goals involving deliberate intervention in the lives of specifically identified individuals for the expressed purpose of preventing the occurrence of behavior that would label them as antisocial or as delinquent by the laws and rules of general society.

2. Programs that have explicit primary goals of planned intervention and participation in the development, employment and organization of interrelationships of various social institutions, groups, and agencies within the community with the intention of preventing formation of patterns of delinquent behavior to specific individuals or groups.

3. Programs that have explicit primary goals of deliberate participation in the processes of reviewing laws, social policies, and public attitudes that have a specific and direct relevance to activities designed to prevent delinquency.⁴

Lejin's typology differentiates prevention programs by the goals and means utilized to obtain goal

⁴Clyde Sullivan and Carrie Bash, "Current Programs for Delinquency Prevention," in Amos and Wellford, op. cit., pp. 61-62.

achievement. Sullivan and Bash distinguish programs by their service orientation. For example, in their first category, prevention is attempted on an individual or one-to-one basis with the client to help him resolve some of his inner conflicts to become a more productive citizen. The second category refers more to identifying and altering institutions such as schools and social control agencies (the police, courts, corrections) that are not effective and which may be contributing to and perpetuating delinquent and criminal behavior. The third category focuses on the social policies which affect the lives of citizens in the community. The decriminalization of certain offenses and the changing of social processes that contribute to unemployment, poverty, and lack of opportunity are examples of category three.

The above mentioned different approaches to defining prevention are the most prevalent typologies. Other variations from these models are usually very similar and incorporate the basic principles of the three typologies discussed.

In regard to the first typology, primary and secondary prevention, there are many programs that attempt to both prevent the onset of crime and delinquency and also treat the person who has already come in contact with the criminal justice system. These

can be described as both primary and secondary oriented. The Youth Services Bureau, a program to be discussed later, is an example of both a primary and secondary prevention program because it serves a variety of youths ranging from those who have not had contact with the criminal justice system to those who have had extensive and repeated exposure to the system.

UNDERSTANDING THE CRIME PROBLEM

Regardless of the particular classification or type of prevention program implemented, the effort will be meaningless unless the community understands the program, accepts its orientation and is willing to support it. In addition, efforts of program initiators will be futile if the community does not understand the seriousness and the scope of the problem.

For example, a community may fail to support and use psychiatric services in a child guidance clinic but may grab at simple solutions such as curfews, banning comics or restricting movie attendance.⁵

There are no simple solutions to crime and delinquency prevention. Community support is needed so that resources can be allocated to well organized programs based on sound planning and workable assumptions.

⁵William Kvaroceus, The Community and The Delinquent (New York: The World Book Company, 1954), p. 162.

Programs that typify the above characteristics and have community support will have a greater chance of success than piecemeal efforts. In addition,

If the available youth servicing agencies and the organizations are to be improved, if needed services not presently available are to be procured, if all resources are to be so articulated that the specialized needs of predelinquent and delinquent children are to be met at the strategic time and with the most promising prescription of service, two conditions must prevail: (1) There must be a continuous study of local youth problems and local youth servicing agencies and (2) there must be some community system or body established that will ensure overall organization, planning and coordination of services to all youth.⁶

Furthermore, citizen apathy and unwillingness to become involved and support programs will be very devastating to community crime and delinquency prevention efforts.

Enlisting the American conscience on behalf of community crime prevention is at once an ironic and necessary procedure. It is ironic because of the hue and cry about the current volume of crime. There appears to be a widespread assumption that it is the business of the criminal justice system to respond to this demand and to marshal all available resources to choke off crime at its roots. This viewpoint neglects the certainty that unless a worried citizenry can translate indignation into active participation in the search for and implementation of an effective solution, the criminal justice system must inevitably fall even further behind in its crime control and rehabilitation efforts. Awakening the conscience of America is a necessity because if the multiplicity of factors that produce crime and delinquency are not

⁶ Ibid., p. 163.

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recognized and remedied, more crime will occur and more of it will go undetected, and the inadequacies of the system will thus become an even stronger incentive to further illegal activity.⁷

Citizens in a community not only have to become aware of the serious crime problem and convinced of the need for effective prevention and treatment programs, more importantly they have to become involved themselves in action programs. This dissertation continuously emphasizes this point.

COOPERATION AND COORDINATION

Another major problem in attempting to create and initiate crime prevention programs is to obtain cooperation and coordination among many different agencies within the community which can contribute to problem solving. It cannot be assumed that merely because an agency has as part of its goal the prevention, control and treatment of crime and delinquency that the implementation of this goal will automatically be achieved by the good intentions of the initiators of the particular program. All agencies which deal either directly or indirectly with delinquents, pre-delinquents, and youth in general have the potential for perpetuating

⁷Community Crime Prevention, National Advisory Commission on Criminal Justice Standards and Goals, 1973, pp. cc-2.

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and, in fact, sometimes producing delinquency as well as reducing it.

THE SCHOOL

Dinitz, Reckless, Murray and others have shown that in addition to being a vehicle for directing the student's energy into positive channels, the school can also contribute to the student's developing a negative self-concept. This can have implications for his future behavior both in the school and in the community.⁸

Many students, particularly those from disadvantaged groups, have difficulty competing in the classroom in accordance with the criteria that have been established by the particular school system. As a result, some students are handicapped educationally because of a lack of competitive and social skills. They retreat from the academic competition which is subsequently interpreted as their not being interested or capable of producing within that system. When a child retreats in this manner and is labelled a failure or a potential failure by his teachers this can affect his self-concept. This is true not only in the school but also outside the school and it can help create and

⁸ Simon Dinitz, Walter Reckless, and Ellen Murray, "Self Concept as an Insulator Against Delinquency," American Sociological Review, 21 (December, 1956).

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perpetuate the child's feeling that he is less than capable when compared with his peers. Cohen pointed out the negative ramifications of an unequal competitive system and its relation to the delinquency phenomenon.⁹

When children are unable to compete in the "system" and do not learn to sublimate their energies in a socially acceptable manner, a delinquent solution to the problem solving is often the result. School programs and teachers have to be responsive to the needs and abilities of all the students. Flexible and innovative programming and curriculum development accompanied by sensitive classroom behavior by teachers is mandatory.

THE JUVENILE COURT

The Juvenile Court also has the potential for producing and perpetuating delinquency. If the court is not responsive to the needs of the total community and in fact indiscriminately prosecutes and processes children from limited segments of the community, the indiscriminate labelling can affect both the child's attitude toward himself and the community's attitude toward him. The social ostracism and the negative

⁹Albert Cohen, Delinquent Boys (Glencoe, Illinois: The Free Press, 1955).

self-concept can contribute to his anti-social behavior in the community. Court procedures should be equitable and sensitive to the possible negative ramifications of hasty labelling. Realistic, humane, and appropriate methods of processing and treating juveniles are necessary if the court is to be an effective component of the criminal justice system.

THE POLICE

Police agencies also contribute to the perpetuation of delinquent behavior. Many times the first contact that a child has with the criminal justice system is with the police officer. Many young people, delinquents in particular, have problems with authority because of poor authority relationships in their past. If a child's first contact with the police officer is negative, and the police officer exerts his authority in an arrogant manner, this can support the child's already negative concept of authority and contribute to his further acting against authority within the community. However, an officer who impresses the child as being an understanding but firm adult, who will treat him fairly, can have a positive impact and can be one of the major factors in influencing the boy to alter his behavior and divert his energy into socially acceptable channels.

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SOCIAL WORK AGENCIES

Social work agencies can also contribute to delinquent behavior by perpetuating the delinquent's irresponsible behavior. Too often social workers, in an attempt to help the delinquent or the pre-delinquent, readily give him excuses for his behavior and transmit to him, either directly or indirectly, that because of his past or present circumstances he has an excuse for committing delinquent acts. Social workers should remember that it is possible to accept the delinquent's negative feelings toward authority and the community but at the same time they should not transmit to him that he has a "right" to act out against the community. It is possible to accept the child's feelings but not his negative behavior. A more responsible attitude on the part of some social workers can help in reducing the acting out of negative impulses within the community.

All agencies which deal with the delinquent or pre-delinquent have to constantly be aware of the impact they have on their clients' lives and must not take for granted that merely because they were established to prevent delinquency and crime that their programs and policies always foster this end. Many times these same "helping" agencies produce, foster and perpetuate the very phenomenon that they are trying to eliminate.

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Cooperation and coordination among the agencies of the criminal justice system are absolutely necessary as is a constant evaluation of agency policies and procedures. Bickering, competition, conflict and political interference among agencies will stifle problem solving and inhibit effective prevention efforts.

TYPES OF PROGRAMS: AN OVERVIEW

Most prevention programs orient themselves to either one or all of the following target areas:

1. Prevention through employment
2. Prevention through education
3. Prevention through recreation
4. Prevention through counseling and the use of treatment techniques.

Vigorous and well planned employment, educational, recreational and counseling programs are often absent in many communities. Dealing with these basic problems can do much for reducing and ultimately preventing crime and delinquency. Innovative approaches have been attempted in these areas.

The following are a sampling of the types of programs that have been tried or contemplated in some communities.

1. Protective Services Programs--early identification of homes of pre-delinquents where parents are

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not providing adequate supervision, care, guidance and training for their youngsters. In the most serious cases youngsters are removed from the home and placed in community facilities such as a group home or halfway house. In less serious cases intervention techniques of family counseling, support and assistance are provided.

2. Early Delinquent Identification School Programs--the use of the classroom teacher as a means of identifying potential problem children so that early prevention and treatment can be facilitated and counseling and other services provided in the earliest stages before more serious behavior manifests itself in the junior and high school years.

3. Teenage Action Programs--efforts to involve teenagers in community improvement programs as well as participation and involvement in educational, recreational, employment and other activities.

4. Peer-to-Peer Volunteer and Work Programs--projects that involve young people in counseling and other communication activities with their peers; assisting in problem identification and problem solving. Many innovative drug programs are staffed and operated by young people who can, more effectively than adults, communicate with their peers and provide socially acceptable alternatives to problem solving.

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5. Neighborhood Youth Services Programs--comprehensive efforts to provide neighborhood youngsters with a wide range of services which may include counseling, education, employment and recreation. Local facilities are used, professionals consulted and community residents recruited to work on and solve local problems.

6. Youth Services Bureau--a program usually located in a local community center, which serves pre-delinquent and non-delinquent youths. Referrals can come from many sources, with most originated by the police and neighborhood residents. The Youth Services Bureau links and coordinates the many different services in the community to provide individualized attention to local youths. Most of the youngsters are handled and helped in a non-stigmatizing manner and the formal criminal justice processes are only used as a last resort.

THE YOUTH SERVICES SYSTEM

As mentioned earlier, one of the major difficulties in developing and implementing crime prevention programs is the lack of coordination and cooperation among the various community agencies. The Youth Development and Delinquency Prevention Administration (YDDPA) of the U.S. Department of Health, Education and Welfare has developed a model called the Youth Services System. This system provides for both the delivery of services

to the youth in the community while also having the capacity to bring about changes in social institutions. The system emphasizes a uniform approach to problem solving and it creates a network of linkages among agencies, programs and citizens within the community focusing on helping youth. Most of the youth using the system are diverted from the formal criminal justice system to alternatives that are less stigmatizing.

The advantages of the Youth Services System were quickly recognized. Shortly after YDDPA completed the development of this model in 1971, 23 communities began to adopt it. By mid 1972 Youth Services Systems were at some stage of development in 49 communities, including the eight cities selected by the Law Enforcement Assistance Administration for an intensive effort to reduce street crimes by 20 percent in five years.¹⁰

In developing the Youth Services System model, YDDPA staff analyzed the weaknesses that were common to most community programs and designed the model to overcome these weaknesses, while also serving as a vehicle for achieving social changes. The major components of this system are as follows:

1. A plan for integrating services that are now fragmented.

¹⁰ Delinquency Prevention Reporter, U.S. Department of Health, Education and Welfare, Youth Development and Delinquency Administration (Washington, D.C.: February, 1973), p. 7.

2. Adaptability, so that services keep pace with the changing social needs of an ever changing social scene.

3. Scope--a system that reaches all youth of the area regardless of who they are or what their problem may be.

4. Joint funding--either through multi-agency commitment of resources or purchase of service mechanisms.

5. Multi-governmental participation--federal, state and local agencies, as well as local private agencies need to be involved.

6. An evaluation program that will not only help the local community, but also other communities, to benefit from past mistakes or successes.

7. Willingness to translate technology and new knowledge into action programs.

8. A meaningful involvement of youth themselves in carrying out programs.

A system that possesses these characteristics, it is believed will be a powerful advocate of youth, not only to induce change through interaction of the agencies that are directly involved in the system but also to bring effective pressure on social institutions that have a less direct impact upon the youth population.

Thus, ultimately, there will be changes beneficial to youth in the total milieu.¹¹ (See Chart A.)

The Youth Coalition of St. Joseph County, South Bend, Indiana, composed of representatives of many diverse youth groups, designed a youth advocacy program to implement the dual objectives of youth development and delinquency prevention. Youth advocacy is designed to lower the incidence of juvenile delinquency, and foster youth development by increasing the capacity of youth to intervene in established community institutions to make them more responsive to the needs of youth. The major objectives are:

1. Develop a youth services system which will divert youth away from the juvenile justice system into other alternative programs.
2. Reduce youth and adult alienation.
3. Provide more socially acceptable and meaningful roles for youth.
4. Eliminate the labelling of youth that creates negative consequences.¹²

Responsible and meaningful roles for young adults are offered through participation in the social action activities of the Youth Coalition.

¹¹Ibid., pp. 7-8.

¹²Ibid. (May-June, 1972), p. 5.

CHART A

REFERRAL SOURCES

YOUTH SERVICES SYSTEM

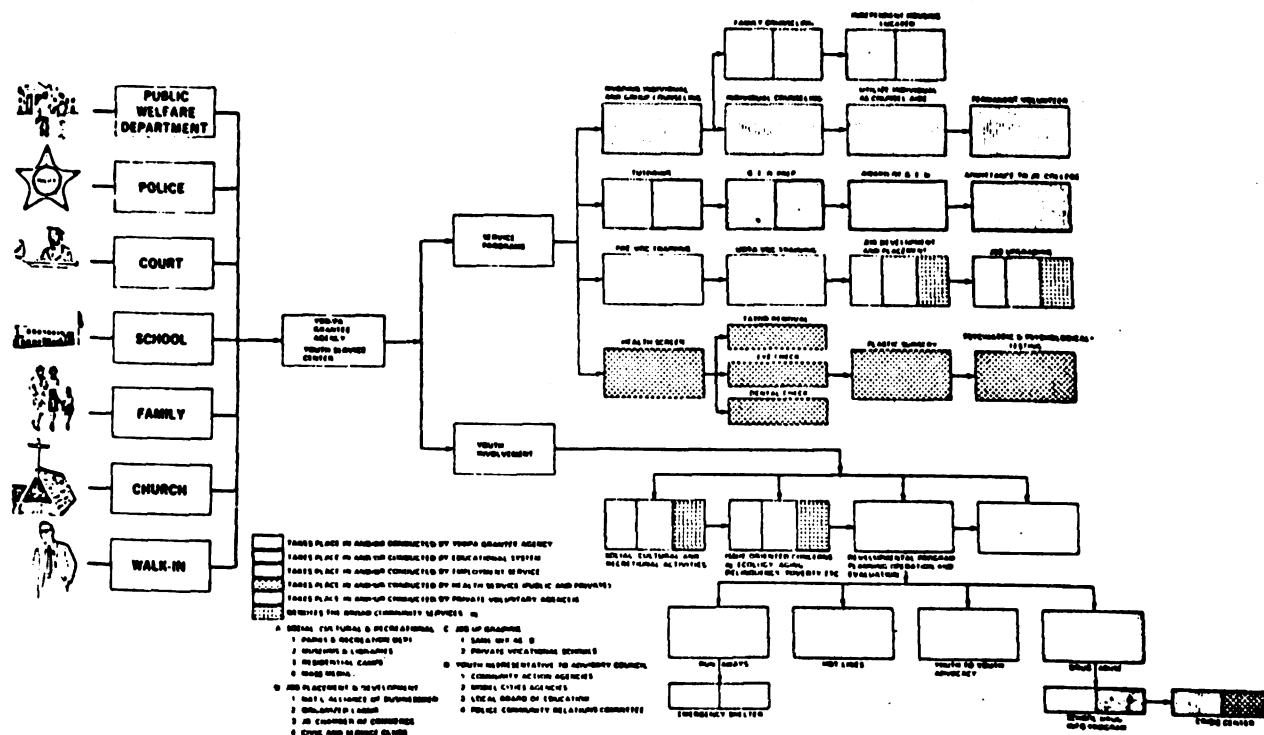


Chart A

Referral Sources--Youth Services System

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The Youth Advocacy Program offers direct and indirect services for youth. The cooperative efforts of Youth Coalition and Youth Advocacy provides a mechanism for youth involvement in constructive community change. The Youth Development and Delinquency Administration outlines the major program elements of the Youth Advocacy Program in South Bend.

1. Street Academy--A joint effort of the Youth Advocacy and the National Urban League, the Street Academy provides an alternative to traditional classroom education for sixty students who are not achieving in that setting. School dropouts over sixteen years of age work in groups of fifteen, with one master teacher and one assistant teacher. Emphasis is placed on preparation for life and work skills in a highly flexible educational environment.

2. Field Service Representatives--To assess and attempt to alter those features of community institutions which obstruct a favorable course of youth development, five Youth Advocacy staff are placed in key community institutions. These individuals serve as liaison between the Youth Coalition and the South Bend Community School Corporation, Model Cities, the South Bend Recreation Department, the Family and Children Center and the South Bend City Government. A sixth worker coordinates the activities of the Youth Coalition.

Field services representatives as a group also assist in planning a court diversionary system based on community needs and capabilities.

3. Counseling Center--A facility open from 9:00 a.m. to 10:00 p.m., the Center employs two experienced counselors to provide individual, group or family counseling for walk-in or referrals from community agencies. In addition, vocational counseling and psychological testing are offered. Staff counselors are assisted by eight student interns from the Department of Counseling Psychology of the University of Notre Dame. Remedial tutoring is provided for local high school students by Notre Dame students.

4. Community Service Workers--Ten street youths attend youth functions and ride school buses to prevent disturbances and vandalism. Peer counseling is provided to pre-delinquent youth and youth are directed to Youth Advocacy services by the community workers.

5. Legal Assistance--A lawyer and two legal interns provide legal counseling for youth and defend youth interests through class action suits and the advocacy role in community agencies concerned with the administration of justice. A law curriculum is planned for all levels of students.

6. Evaluation--The University of Notre Dame's Institute for Urban Studies has been contracted to

evaluate the Youth Advocacy program, to strengthen program operations and to provide YDDPA a reliable means of assessing program strengths and weaknesses. Periodic assessments and in-depth examination of changes in social indicators during the life of the program are also planned.¹³

The involvement of youth in prevention programs is very important to insure program success. In the past the recipients of the program were usually not involved in the planning, development and implementation of prevention programs and consequently there was often not program support by the clientele. It has now been recognized that by involving youth in the actual decision-making process and operation of programs they will be more committed to the program and more actively involved in its successful implementation and operation. Too often youths have felt powerless in their communities, lacking trust from adults. Young people have many skills, abilities and much energy that can be used productively and constructively if given the opportunity to demonstrate their capabilities. The South Bend Youth Advocacy Program vividly demonstrates this.

¹³Ibid., p. 5.

ORGANIZING CITIZENS TO REDUCE CRIME

The initiation and implementation of prevention programs will be meaningless unless, as pointed out earlier, there is citizen support. Citizen involvement in crime prevention is an absolute necessity. No longer can the "average guy in the street" expect professionals to "perform miracles" in the community just because they have technical or academic expertise. The professionals have to be linked with community residents to effectively combat and prevent crime and delinquency. Neither professionals nor government alone can solve the problem without public involvement and support.

In the early history of this country, citizens were very directly involved in the social control processes; each neighborhood looking out for its own welfare with its residents being the instruments for protecting life and property. As the criminal justice agencies became more formalized and standardized, citizens came to depend more and more upon the professional "guardian." In recent years, however, it has been widely recognized and acknowledged that without citizen involvement meaningful and effective prevention and control will be difficult to achieve; most of the guardian's time is spent "putting out fires" and dealing with crises.

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Resources, manpower and new theories alone will not solve the problem. The major impetus, involvement and support will have to come from local residents.

Unfortunately,

. . . community leadership appears all too willing to delegate (or default) its responsibility for dealing with anti-social behavior. Eventually that responsibility is assumed by large public agencies. [The extremely expensive services of these agencies] never seem to catch up with the need. They come too late to be 'preventive' in the most desirable sense of the word. Moreover, the policies are controlled from political and administrative centers far removed from the grass roots--where delinquency and crime originate through obscure and complex processes.¹⁴

The key issue in preventing crime and delinquency is citizen involvement, which includes the youth in the community. Local citizens can exert a great deal of influence to improve their communities through becoming involved in crime prevention efforts. Each citizen can exert leverage by organizing his neighbors or making his opinions known at such events as church activities, school functions and at work. Individual citizens, social and work organizations can devote varying degrees of time to crime prevention efforts. A neighborhood security organization or a local citizens' crime commission are examples of community involvement in crime prevention. Tenant patrols have also proven helpful in

¹⁴Community Crime Prevention, op. cit., pp. cc-8.

areas where there are several apartment buildings where because of congested conditions theft and assault have become quite simple.

Collective efforts by citizens may be differentiated in terms of whether they are directed at strengthening the crime prevention activities of government agencies (criminal justice system agencies and others) or at bolstering anti-crime measures undertaken exclusively within the private sector. For instance the focus of a block crime prevention association is often on self-help measures designed to increase the safety of person and property over and above the protection afforded by local police. Other citizen groups, such as local chambers of commerce, may concentrate on the criminal justice system by sponsoring surveys of police effectiveness, proposing more effective methods or selecting judges, or promoting support for community based corrections.¹⁵

Mobilizing community resources in a cooperative interdependent effort to combat both the symptoms and the causes of crime and delinquency will help to solve the problem. Present knowledge as well as resources, both human and material, will have to be coordinated if action programs are to be implemented and crime and delinquency prevented.

This will necessitate the involvement of all interest groups within the community, including public and private agencies, businesses, and community residents, including the youth. Many persons mistakenly assume that if a program is established to help young

¹⁵ Community Crime Prevention, op. cit., pp. cc-11.

people, these good intentions will eliminate the need for youth involvement in the planning, initiating and perpetuating of the program. As pointed out earlier, if the youth are not involved, just as if community residents in general are not involved, community problem-solving programs will not receive the necessary support and will be doomed to failure, like so many programs in the past.

CHANGING THE SYSTEM

Because of changing social conditions and accelerated technology many of the institutions of social control as well as other agencies have to be altered and updated to keep pace with the changing times. Often community agencies become insulated and isolated from the very persons they should be serving. This contributes to citizen frustration, alienation and apathy, and inhibits their active involvement in community problem solving. The bureaucratic "system" is even more alien and distrusted by persons who are recipients or potential users of the services of the criminal justice system. Political interference and corruption also contribute to frustration--retarding effective crime prevention.

The perception of the criminal justice system as an alien force contributes significantly to the sense of political powerlessness rampant in [especially] minority group communities. This sense is unavoidably communicated to those in the

community who become involved in criminal offenses. It should hardly occasion surprise, therefore, if their response to the inadequacies of prison regimes is expressed in 'political' terms--The delinquent youths in these communities gain the impression early in their careers that the sanctioning judgments imposed on them are those of an establishment dominated by the majority group rather than those of their own social world.¹⁶

Many of the problems between citizens and agencies can be reduced if there is an attempt to link the citizen with community agencies in a meaningful effort. With joint involvement bureaucratic isolation and political manipulation can be greatly reduced. One of the most pressing and serious problems existing today is political and governmental corruption, which hinders effective prevention efforts, perpetuates social problems and increases citizen frustration and apathy. Alert and concerned citizens can do much to identify corruption and see that dedicated public officials are placed in strategic positions so that meaningful and effective prevention programs can be implemented. The National Advisory Commission on Criminal Justice Standards and Goals has developed the following checklist to help citizens determine if corruption exists in their

¹⁶Delinquency Prevention Through Youth Development, U.S. Department of H.E.W., Youth Development and Delinquency Prevention Administration (Washington, D.C.: U.S. Government Printing Office, 1972), pp. 22-23.

community. The questions listed below are an abbreviated list.

1. Does the mayor or governor have adequate statutory authority and control of various departments of the executive branch?

2. Is there an effective independent investigation agency to which citizens can direct complaints regarding official misconduct?

3. Are kickbacks and reciprocity regarded by the business community as just another cost of doing business?

4. Is it customary for citizens to tip sanitation workers, letter carriers and other groups of government employees at Christmas time?

5. Is double parking permitted in front of some restaurants and taverns but not in front of others?

6. Is illegal gambling conducted without much interference from authorities?

7. Do investigations of police corruption generally result in merely a few officers being transferred from one precinct to another?

8. Is there a special state unit charged with investigating organized crime and the conduct of public employees?

9. Are government procedures so complicated that a "middleman" is often required to unravel the mystery and get through to the "right" people?

10. With each new administration does the police department undergo an upheaval--the former chief now walking the beat, and a former patrolman now chief, and similar arrangements?

11. Is there a wide gap between what the law declares illegal and the popular morality?

12. Are office-seekers spending more of their personal funds campaigning for political positions than the cumulative salary they would receive as incumbents during their term of office?

13. Do city or state officials have interests in firms doing business with government?

14. Would officials financially benefit from projects planned or underway?

15. Are vice operations in certain sections of the city more or less tolerated by authorities?

16. Is it common knowledge that jury duty can be avoided or a ticket fixed?

17. Does the media report the existence of organized crime within the community or state?

18. Are state police authorized to operate in municipalities if there is reasonable suspicion of corruption there?

19. Are an extraordinary small percentage of arrested organized criminals convicted, and of those convicted, are sentences insignificant in relation to the crime and criminal?

20. Is the presence of organized crime repeatedly denied even though no one has really looked?

21. Are records of disciplinary action against government employees available for inspection?

22. Is it common knowledge that candidates for judgeships and for positions of lieutenant and above must receive the blessings of ward committee men?

23. Is morale among public servants at a low ebb?

24. Do state workers have to kick back a percentage of their wages to the party's campaign chest?

25. Do public officials attend conventions at the expense of private-sector groups?

26. Do bail bondsmen flourish within the community?

27. Do business establishments give certain public employees free meals, passes, discounts and the like?

28. Are sheriffs permitted to pocket the difference between the sum they are authorized to spend for food

for jail inmates and what they actually spend for this purpose?¹⁷

The above criteria are only a few of the indicators that corruption may exist in a community. The most vigorous and well planned prevention program will not succeed if corruption runs rampant.

SUMMARY

The concept of crime prevention is one of the most elusive and ambiguous notions in criminology theory, thought and literature. There is a complete absence of vigorous evaluation and planning in crime prevention programs.

One of the reasons for the ambiguity is that crime prevention can be defined in many ways. The most prevalent description is to divide prevention into primary or pure prevention, and secondary or rehabilitative prevention. Primary prevention centers around the interruption of potential criminal characteristics before they are allowed to develop and take place. Secondary prevention is concerned with dealing with the problem once the individual has come in contact with the formal criminal justice system, such as the police, probation and corrections.

¹⁷Community Crime Prevention, op. cit., pp. 16-20.

Another typology divides prevention into punitive prevention, corrective prevention and mechanical prevention. Punitive prevention is the threat of punishment with the assumption that punishment will forestall the criminal act. Corrective prevention refers to the attempt to eliminate potential causes, factors or motivations before the criminal act actually takes place. Mechanical prevention emphasizes placing obstacles in the way of the potential criminal so that he will find it difficult or impossible to commit an offense; for example, increased security measures and police protection.

There is a need today for better understanding of crime prevention programs by the citizen and for more cooperation and coordination among the citizens in the community and the many different formal agencies within the community. There is also a need for cooperation among the agencies themselves (for example: school, juvenile court, the police and social work agencies).¹⁸

Most prevention programs use employment, education, recreation and counseling as their bases of operation.

¹⁸Stanton Wheeler, Leonard Cottrell, Jr. and Ann Romasco, "Juvenile Delinquency--Its Prevention and Control," in Task Force Report: Juvenile Delinquency and Youth Crime (Washington, D.C.: U.S. Government Printing Office, 1967), p. 424.

The many programs that exist today need citizen support to be successful. Organized citizens' efforts are essential to help change existing social conditions, update present institutions, avoid corruption and allow crime prevention programs, on all levels, to reduce crime in society.

Chapter 3

PART I. REVIEW OF THE LITERATURE: THE ORGANIZED NEIGHBORHOOD AND CRIME PREVENTION

Professionals in the criminal justice field have long recognized the value of community-based efforts in crime prevention and control. Widespread application of this concept to the streets and neighborhoods of local communities throughout the nation represents a new thrust in the search for approaches to combating illegal activity. . . .

The success of a variety of local crime prevention programs suggests that the necessary elements for effective programs are available in most communities. What is most commonly lacking is the will to act and the knowledge of how to organize effective programs.¹

The neighborhood is the ideal place to initiate a local crime prevention program. However, opinions differ as to the organizational ability of a neighborhood. Park states that neighborhoods begin as mere geographic entities and become localities with sentiments, traditions and histories of their own.² Kotler points out that the opposite can also be argued; neighborhoods

¹The Community and Criminal Justice: A Guide for Organizing Action, prepared for distribution at the National Conference on Criminal Justice, January 23-26, 1973 (Washington, D.C.), p. 1.

²Robert E. Park, The City (Chicago: University of Chicago Press, 1966), p. 3.

begin as political units with self-governing charters (like the city of Lakeview, now part of Chicago, or the town of Frankford, now part of Philadelphia) and they slowly deteriorate to mere geographic expressions.³

Daniel Moynihan's report develops the idea that the Negro lower-income community may have some form of social organization but there is no real community.⁴ Amos and Wellford, along with Lunden⁵ agree with this analysis of the present state of the community among large segments of the population. With these different opinions on neighborhood organization, the question that arises is, can a neighborhood with a high crime rate organize itself with or without technical assistance to prevent and control crime? There are many who think it can.

White, Leibow and Suttles⁶ demonstrate that there is definitely a form of community in even the most

³ Milton Kotler, Neighborhood Government (New York: the Bobbs-Merrill Company, 1969), p. 2.

⁴ The Negro Family (Washington, D.C.: U.S. Department of Labor, Office of Policy Planning and Research, 1965).

⁵ William E. Amos and Charles F. Wellford, Delinquency Prevention, Theory and Practice (Englewood Cliffs, New Jersey: Prentice-Hall, 1967), p. 245; see also Walter Lunden, "The Theory of Crime Prevention," British Journal of Criminology, II (January, 1962), 213-28.

⁶ William F. White, Street Corner Society (Chicago: University of Chicago Press, 1943); see also Elliot Liebow, Tally's Corner (Boston: Little Brown & Company, 1967); see

transient areas of a city. The Report of the National Advisory Commission on Civil Disorders describes an organized neighborhood's response to preventing crime during the rioting and looting which took place in the Detroit riot of 1967.

As the riot alternately waxed and waned, one area of the ghetto remained insulated. On the northeast side the residents of some 150 square blocks inhabited by 21,000 persons had, in 1966, banded together in the Positive Neighborhood Action Committee (PNAC). With professional help from the Institute of Urban Dynamics, they had organized block clubs and made plans for the improvement of the neighborhood. In order to meet the need for recreational facilities, which the city was not providing, they had raised \$3,000 to purchase empty lots for playgrounds. Although opposed to urban renewal, they had agreed to co-sponsor with the Archdiocese of Detroit a housing project to be controlled jointly by the archdiocese and PNAC.

When the riot broke out, the residents, through the block clubs, were able to organize quickly. Youngsters, agreeing to stay in the neighborhood, participated in detouring traffic. While many persons reportedly sympathized with the idea of a rebellion against the "system," only two small fires were set--one in an empty building.⁷

Donald Warren reports on three aspects of the 1967 Detroit riot: participation in the riot, counter-riot activity, and withdrawal from riot participation.

also Gerald D. Suttles, The Social Order of the Slum, Ethnicity and Territory in the Inner City (Chicago: The University of Chicago Press, 1968).

⁷ The Report of the National Advisory Commission on Civil Disorders (New York: The New York Times, 1968), p. 96.

Comparisons are made on data from both pre- and post-riot surveys. A typology of neighborhoods based on social interaction, reference group orientation, and values provided a framework for analysis. Neighborhoods with high riot activity showed little social interaction but tended to have positive reference orientations. Neighborhoods where little riot involvement occurred lacked social organization more than other areas. The findings highlight the need for focus on the more immediate social unit, the neighborhood, in the black ghetto.⁸

Peter Morris in looking at the stability of a neighborhood states that in a Philadelphia study of urban renewal 17 percent of the families had been living in the homes demolished less than a year, 40 percent for more than ten years and half of these had lived in the city more than twenty years. In one cleared area of Baltimore, 18 percent had been there less than a year, a third more than ten years. In a Chicago program, only 7 percent had been less than a year in the houses from which they were cleared and the median length of a residence was eight years.⁹

⁸ Donald I. Warren, "Neighborhood Structure and Riot Behavior in Detroit," Social Problems, 16:4 (Spring, 1964), pp. 464-84.

⁹ Peter Morris, "A Report on Urban Renewal in the United States," The Urban Condition, ed. Leonard G. Duhl, (New York: Basic Books, Inc., 1963), p. 123.

This demonstrates that many neighborhoods do have a number of established residents and they have a potential for some type of stable community organization.

Irwin Sanders states that community problems arise when various groups keep to themselves without developing a community wide perspective or fail to realize that much of what they do has a bearing upon what others do.¹⁰

A. J. Cervantes, Mayor of St. Louis, testifying before the National Advisory Commission of Civil Disorders states:

We have found that ghetto neighborhoods cannot be operated on from outside alone. The people within them should have a voice, and our experience has shown that it is often a voice that speaks with good sense, since the practical aspect of the needs of the ghetto people are so much clearer to the people there than they are to anyone else.¹¹

Betty Sarchet states on community organization:

The first principle to be kept in mind is that the neighborhood planning process can be a joint enterprise of planners and citizens only if the community is taken into the effort from the beginning. While this may sound alarming to the professional planner who has never tried it there are immediate and long range values which result

¹⁰Irwin T. Sanders, The Community: An Introduction to a Social System (New York: The Ronald Press Co., 1966), pp. 29-52.

¹¹Report of the National Advisory Commission on Civil Disorders, U.S. Crime Commission Report (New York: Bantam Books, 1968), p. 287.

in greater rewards than go it alone methods. No one is better qualified than the citizens of a neighborhood to speak of the needs and desires of the people.¹²

Levine points to the need to truly involve the affected persons in the planning process and avoid tokenism as he states:

In recent years, 'citizen participation in planning' has become recognized as a necessary tool by most planning agencies. It has become as popular a panacea for the planner as a new economic base study or a recently completed metropolitan transportation survey. However, the actual involvement and genuine participation of citizens in the planning process is seldom achieved. Too frequently, it consists of a limited discussion of only a portion of the planning commission's completed work by a group carefully selected by a mayor or chamber of commerce official. There is usually little attempt to gain continuity of citizen review and discussion from the early stage of preliminary studies to the final drafts. Frequently, the viewpoints are homogenized with a mutual bias or with a similar lack of imagination or knowledge. When it is realized occasionally that another point of view might be desirable, then one representative of a trade union, a minority group, or a neighborhood association is appointed to speak for his entire group.¹³

There are differing methods by which the citizens can become involved. James Q. Wilson reflects upon some of the different approaches by stating:

¹²Bettie B. Sarchet and Eugene D. Wheeler, "Behind Neighborhood Plans: Citizens at Work," Journal of the American Institute of Planners, XXIV (August, 1958), 188.

¹³Aaron Levine, "Citizen Participation," Journal of the American Institute of Planners, XXVI (August, 1960), 195.

Among community organizers two radically different strategies have been evolved to produce citizen participation. . . . One recognizes the special character of depressed lower income neighborhoods and seeks to capitalize on it. The most prominent and controversial exponent of this approach is Saul D. Alinsky, executive director of the Industrial Areas Foundation of Chicago. . . . According to a recent account, 'Alinsky eschews the usual appeals to homeowners' interests in conserving property values or to a general neighborhood spirit or civic pride--appeals, in his view, that apply only to middle-class neighborhoods.' Instead, he 'appeals to the self-interest of the local residents and to their resentment and distrust of the outside world. . . .'

By stimulating and focusing such fears, an organization is created which can then compel other organizations--such as the sponsors of an urban renewal project--to bargain with it. . . .

Many, probably most, planners and community organizations specialists reject Alinsky's tactics. To them, his methods produce and even exacerbate conflict rather than prevent it, alienate the neighborhood from the city as a whole rather than bring it into the normal pattern of civic action, and place a premium on power rather than on a cooperative search for the common good.

The alternative strategy of most community organizers is to stimulate the creation of neighborhood organizations which define 'positive' goals for their areas in collaboration with the relevant city agencies and in accord with the time schedule which binds most federal renewal efforts.¹⁴

Sower, in aligning himself with the latter strategy as posed by Wilson, suggests that business and industrial organizations and city government are not the permanent enemies of the people. He indicates that the people of a community can work with the varied agencies

¹⁴James Q. Wilson, "Planning and Politics: Citizen Participation in Urban Renewal," in Perspectives on the American Community, A Book of Readings, ed. by Roland L. Warren (Chicago: Rand McNally, 1966), pp. 482-83.

of a city in bringing about the common good for that community. In other words, many people and organizations have a positive identification of good will for their local city community as well as with the development of their states and the nation.¹⁵

Fellin and Litwak list a number of conditions which help promote cohesion in a neighborhood. Among the list are the attitudes individuals have toward themselves as strangers in a neighborhood, the presence of positive group norms toward integrating the stranger and the use of localized voluntary organizations.¹⁶

Jane Jacobs sees a successful city neighborhood as a place that keeps sufficiently abreast of its problems so it is not destroyed by them. An unsuccessful neighborhood is a place that is overwhelmed by its defects and problems and is progressively more helpless before them. She states that there would be more evidence of basic solidity if one thought of city neighborhoods as mundane organs of self-government. The failures with city neighborhoods are ultimately failures in localized self-government and the successes

¹⁵ Christopher Sower and Earle L. Snider, "Organizing Organizations for Urban Development" (unpublished report, March 3, 1967), pp. 1-6.

¹⁶ Phillip Fellin and Eugene Litwak, "The Neighborhood in Urban American Society," Social Work, 13:3 (July, 1968), pp. 72-80.

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are successes at localized self-government. By self-government she means both the informal and formal self-management of society.

In answer to Reginald Essacs of Harvard who questions whether the concept of neighborhood in big cities has any meaning at all because of the mobility of the people, Jane Jacobs states that even the most urbane citizen cares about the atmosphere of the street and district where he lives. No matter how much choice one has outside of his district the common run of city people do depend greatly on their neighborhoods for the kind of everyday lives they lead.

Looking at city neighborhoods as organs of self-government, Jacobs sees evidence that only three kinds of neighborhoods are useful: the city as a whole, strict neighborhoods, and districts of large, subcity size, composed of 100,000 people or more in the case of the largest cities.

The chief function of a successful district is as a mediator between the indispensable, but inherently powerful city as a whole. An example is, ridding an area of a drug peddler. The city would provide the expertise in police detectives and the district would provide the cooperation and support.

A reasonably effective district usually accrues to itself, with time, considerable political

power. It eventually generates a whole series of individuals who are able to operate simultaneously at street scale and district scale and in neighborhoods of the city as a whole.

The cross-links that enable a district to function as a unit are neither vague nor mysterious. They consist of working relationships among specific people, many of them without much else in common than that they share a fragment of geography.

Even a ghetto after it has remained a ghetto for a period of time builds up its social structure and this makes for more stability, more leadership, more agencies for helping the solution of public problems.¹⁷

Senator Fred Harris and Mayor John V. Lindsay in their commission on the cities in the 1970's report state that every place they visited they found a hard-headed cadre of people who expressed that they would have to rely on themselves for much of whatever they expect to receive. They found people banding together reaching for the levers of power in order to have some say about the public-assistance regulations under which they live, the design of the public housing in which they live, the behavior of the police who patrol their streets, and the plans for "renewing" their neighborhoods.

¹⁷Jane Jacobs, The Death and Life of Great American Cities (New York: Random House, 1961), Chapter 6.

The community groups that the committee saw were, for the most part, new and essentially untested, and their members could not be sure that their respective groups would have effective enough local leadership and community support to survive long. But there was hope and determination.

The report cited Frank Ditto's East Detroit methadone clinic which is financed by neighborhood contributions rather than government funds.

Two activities the ghetto people indicated a desire to control most urgently were education and policing.

The committee stated that urban Indian centers are springing up with Indians themselves taking the lead in organizing groups in the neighborhoods to help newcomers adjust to city life and provide effective voices for Indian communities.

To an ever-increasing extent the committee saw evidence of American institutions, public and private, losing the confidence of the American people.

Community involvement in school decisions represents the first challenge to the professionals, whose efforts to reform the system have lost credibility even with private citizens. Community control in many ways is a legitimate desire of people who have seen others ruin the institution their children need for survival.

Their claim that "the school is our school" is not unreasonable.

State and local governments handle education, policing and urban redevelopment but this could be done more effectively on a neighborhood by neighborhood basis.¹⁸

The Committee for Economic Development (CED) suggests a division of the police function, with control over laboratories, records, communications, detective work, and intelligence being regional, and control over street patrol being local.¹⁹

Robert M. MacIver relates his experience with a program where the neighborhood residents were organized through a neighborhood committee, neighborhood volunteers and a small professional staff. Block captains reported any youngsters who needed aid, counsel or support in any way. This was a Puerto Rican neighborhood in the South Bronx of New York City. It proved to be much more successful than the city-wide programs he established

¹⁸ Senator Fred R. Harris and Mayor John V. Lindsay, The State of the Cities, Report of the Commission on the Cities in the '70's (New York: Praeger Publishers, 1972), pp. 6, 12, 17-18, 29, 32, 59.

¹⁹ A Statement by the Committee for Economic Development, Research and Policy Division, New York, February, 1970.

as the director of the City's Juvenile Delinquency Evaluation Project.²⁰

Karl Menninger recommends a large number of community safety centers or crime prevention centers in each problem neighborhood. These could serve as police substations and could contain offices for neighborhood probation and parole teams, and crime prevention materials.

Dr. Menninger reports on a group of concerned neighbors in 1962 who formed an anti-crime crusade in Indianapolis and demanded safe streets. They evaluated the efficiency of the law enforcement agencies and their needs and analyzed the operation of the courts. This was one of the factors why the crime rate, in 1965, dropped in Indianapolis for the first time since 1959, while the national rate rose six percent.

Dr. Menninger quotes Edmond Cahn who states that the public must be consumers of justice, instead of merely providers of it, supplying it, endorsing it, paying for it, and deploring its poor distribution.

Dr. Menninger also quotes Charles D. McAtee, director of Penal Institutions for the State of Kansas:

²⁰ Robert M. MacIver, The Prevention and Control of Delinquency (New York, Atherton Press, 1967), p. 135.

If we really intend to combat the problem let's start at the grassroots level with community action committees who can best pool and coordinate the local resources available to combat crime. I believe that an informed, concerned, and aroused citizenry can have a tremendous impact on the causative factors of crime and delinquency, and that local community committees, dedicated to this effort and utilizing local community resources, can not only prevent crime, but can more adequately provide reasonable alternatives to imprisonment, for some of those who are involved in criminal offenses.²¹

Dr. Menninger states that public involvement will produce public education and once the public knows that the present pretentious criminal justice procedures are stumbling and "endangering us all" they will rise to the occasion and change the situation.²²

James Q. Wilson states that the community within broad limits, can determine police policy when they observe some general condition for which the police can be held responsible.

Law enforcement, like any system of compliance, cannot effectively operate without the support and cooperation of those subject to it.

New bases of power are being forged in the neighborhoods to perform, out of community-regard,

²¹Charles D. McAtee, "An Overview of the Administration of Criminal Justice in Kansas," Report to the Chairman of the Charitable, Benevolent, and Penal Institutions Committee of the Legislative Research Council, State of Kansas (September 20, 1966), p. 8.

²²Karl Menninger, M.D., The Crime of Punishment (New York: The Viking Press, 1968), pp. 268, 275.

rather than selfish motives, the functions once performed by the political party dominant in the area. Humanizing the police will be one of these.

Wilson does not view as a simple matter letting each neighborhood, usually defined along lines of class and race, determine its own style of law enforcement. Giving central city neighborhoods control over their own neighborhood police would be to risk making the police power an instrument for inter-neighborhood conflict.

Besides deep racial divisions, Wilson believes that there are issues of order maintenance and law enforcement in the central city that are of such emotional and political significance that the police are already under intense political pressure from competing forces seeking to exploit these issues. Allowing the police to be governed by neighborhoods could only intensify that pressure, putting them at the mercy of the rawest emotions, the most demagogic spokesman and the most provincial concerns.²³

The Task Force Report: The Police encourages the use of citizen advisory committees from the neighborhoods to work with the police. Unfortunately, many of

²³James Q. Wilson, Varieties of Police Behavior (Cambridge, Massachusetts: Harvard University Press, 1969), pp. 228-30, 286-88.

the advisory committees that now exist consist mainly of people who agree with the police and do not raise questions.²⁴ Such a limited focus is basically self-defeating. All elements of a particular neighborhood should be represented.

The police can use such community gatherings to discuss and elicit citizen views of police enforcement practices in that particular neighborhood. Good communication can sometimes result in community acceptance of legitimate crime prevention activities.

The modern urban police department needs closer citizen contacts to maximize its integration into neighborhood life. Both Michigan State University and University of California studies found that community relations units have not generally won the confidence of minority groups. (Task Force Report: The Police.)

Groups of citizens in a few neighborhoods complement police preventive patrols. In Washington D.C., several private citizens with "ham radios" in their cars have formed a "React Program" to patrol three high crime precincts on weekends. Their function is merely to transmit information to a base station, which relays it to

²⁴Raymond Galvin and Louis Radelet, "A National Survey of Police and Community Relations" (East Lansing: Michigan State University, 1967), p. 72.

the police dispatcher for appropriate police coverage or surveillance.

The residents of many neighborhoods carry on their own watchdog activities, keeping an eye on absent homeowner's property, reporting suspicious incidents and, in some cases, making neighborhood rounds.

ElMonte, California, has a "block mother" program sponsored by the local PTA in which one specially selected mother in each block has an open house with a sign in the window that she will help children who are lost, troubled by strangers or hurt. The block mother also identifies children in need of supervision, trouble spots, and suspicious activities going on in the block.

Another aspect of crime prevention involves citizen help in reintegrating previously institutionalized offenders into the community. Private citizens can provide the kind of individual backup in the community that is critical to the success of the rehabilitative effort.²⁵

Harvey Treger predicts that in the future probation officers will have to help offenders organize with people in their community who have similar needs so they

²⁵The President's Commission on Law Enforcement and Administration of Justice, Task Force Report: The Police (Washington, D.C.: U.S. Government Printing Office, 1967), pp. 151, 156-58, 223-25.

may support one another and explore socially acceptable methods of alleviating their uncomfortable and undesirable situations and conditions.²⁶

In January of 1973, Hennepin County Court Services in Minneapolis began a Neighborhood Probation Project. Professional probation counselors with neighborhood residents set up a neighborhood probation office emphasizing the use of neighborhood paraprofessionals and former offenders.²⁷

The Urban Coalition strongly states its stand on community involvement in the area of law and order.

At a time of growing realization of the necessity for community support of law enforcement, there is only limited community involvement in the drafting of plans. The process is being dominated to a considerable extent by professionals from law enforcement, courts and corrections, creating the danger that the plans will reflect only their internal needs without putting them in the broader context of the criminal justice system and its role in an urban society.²⁸

Law enforcement is impossible without a high level of community cooperation. If we forfeit

²⁶Harvey Treger, "The Presentence Investigation," Crime and Delinquency (Parmus, New Jersey: National Council on Crime and Delinquency, July, 1971), pp. 316-25.

²⁷Neighborhood Probation Program, Hennepin County Court Services, Minneapolis, Minnesota, 1973.

²⁸The Urban Coalition and Urban America, Inc., Law and Disorder: State Planning Under the Safe Streets Act (Washington, D.C., 1969), p. 4.

the cooperation of citizens in the high crime areas, we will have lost more ground than we gained.²⁹

Malcolm Klein comments that:

In considering the criminal justice system, we must add at least two components to the usual listing of agencies; specifically we must conceive of the system as including both the community and its agents (schools, private agencies, the family, etc.) and the offenders, real and suspected, for whom the system acts as processor.³⁰

Marvin Wolfgang believes that:

All parts of the criminal justice system should be accountable to the public at large, to the victim, and to the offender. Moreover, each subpart of the system should be accountable to the immediately preceding subpart.³¹

In January of 1971, Commissioner Patrick V. Murphy implemented a program called "Operation Neighborhood" in New York City. Sergeants assigned to a precinct sector were called Neighborhood Chiefs of Police. Commissioner Murphy stated that the development of a new spirit of cooperation, understanding and respect

²⁹ Ibid., p. 7.

³⁰ Malcolm Klein, "System Rates: An Approach to Comprehensive Criminal Justice Planning," Crime and Delinquency (Parmus, New Jersey: National Council on Crime and Delinquency, October, 1971), pp. 355-72.

³¹ Marvin E. Wolfgang, "Making the Criminal Justice System Accountable," Crime and Delinquency (Parmus, New Jersey: National Council on Crime and Delinquency, January, 1972), pp. 15-22.

between the police officer and the citizen can make the neighborhoods safer and more peaceful.³²

In 1969 a number of white working class organizations--many of them neighborhood improvement associations--banded together in Southeast Baltimore and formed a problem-solving alliance known as the Southeast Community Organization (SECO). They have publicly stated that their enemy is not the black man. They see the racial issue as a fear exacerbated by the politician who has deliberately set group against group in order to retain power. When people are powerless, they have reason to be afraid. When they organize themselves in order to use the potential power that they do have, then they are able to act upon issues and genuine concerns, instead of reacting out of fear.³³

³²Press release, Public Information Division, Police Department, City of New York, December 30, 1970.

³³Freye Gaillard, White Working-Class Groups Unite (East Lansing, Michigan: Michigan State University, Office of Human Relations, Institute for Community Development and Services, July 2, 1971).

SYMPOSIUM ON NEIGHBORHOOD AND
CITIZEN INVOLVEMENT³⁴

A History

The citizen since the beginning of the Republic has participated in government by voting and holding office. He has also been involved through service with civic groups. The first three decades of the 20th century witnessed the growth of other types of direct relationships with the federal government. These included: the role of tribal organizations in dealing with the Bureau of Indian Affairs and the Indian Division of the Public Health Service; the responsibilities of citizen members of Selective Service Boards; the relationships between the Department of Agriculture and former committees; and the activities of tenant's associations in low-rent public housing projects.³⁵

These early federal-private relationships were important insofar as they firmly established the idea that citizens have a legitimate role to play in government policy making, but the real beginning of the

³⁴ Reported in the Public Administration Review 3:189-246 (May/June, 1972). (Entire issue devoted to Symposium.)

³⁵ W. Brooke Graves, American Intergovernmental Relations: Their Origins, Historical Development and Current Status (New York: Charles Scribner's Sons, 1964), pp. 477-539, 857-61.

citizen participation movement as it is known today can be traced to the immediate post-World War II period. Starting in the late 1940's and continuing for the next 20 years, the federal government assumed the leadership role in this area.³⁶

Carl W. Stenberg³⁷ divides the major citizen participation developments into three time periods. He entitles the first phase the Nonindigenous Citizen as Advisor-Persuader (1949-63).

³⁶See Melvin B. Mogulof, Citizen Participation: A Review and Commentary of Federal Policies and Practices (Washington, D.C.: The Urban Institute, January, 1970); Peter Marris and Martin Rein, Dilemmas of Social Reform: Poverty and Community Action in the United States (New York: Atherton Press, 1969); James L. Sundquist and David W. Davis, Making Federalism Work: Study of Program Coordination at the Community Level (Washington, D.C.: The Brookings Institution, 1969); Hans B. C. Spiegel (ed.), Citizen Participation in Urban Development, 2 vols. (Washington, D.C.: NTL Institute for Applied Behavioral Science, 1968); Sherry R. Arnstein, "A Ladder of Citizen Participation," Journal of the American Institute of Planners, Vol. 35 (1969), pp. 216-24; Melvin Mogulof, "Coalition to Adversary; Citizen Participation in Three Federal Programs," Journal of the American Institute of Planners, Vol. 35 (1969), pp. 225-32; Daniel P. Moynihan, Maximum Feasible Misunderstanding: Community Action in the War on Poverty (New York: The Free Press, 1969); Herman G. Berkman, et al., Report of HUD/NYU Summer Study on Citizen Involvement in Urban Affairs (Washington, D.C.: U.S. Department of Housing and Urban Development, April, 1969); and International City Management Association, "Citizen Participation in Model Cities," Urban Data Science, Vol. 2 (July, 1970).

³⁷Carl W. Stenberg, "Citizens and the Administrative State: From Participation to Power," Public Administrative Review, 3:190-98 (May/June, 1972).

From the end of the 1940's through the beginning of President Johnson's administration, several federal programs had citizen participation components. Three of the most important were Urban Renewal, the Workable Program for Community Improvement, and the Juvenile Delinquency Demonstration Projects, excluding Mobilization for Youth. Nonindigenous citizens were involved in these programs in an advisory and persuading capacity.

Residents of the target areas were not generally involved in the project planning and development. The quality of the citizen's input was often poor. Public officials advised, recommended, and persuaded citizens as to the need for and design of a project, rather than vice-versa, and this "educating" of citizen members usually resulted in long delays in planning and programming. In the final analysis, citizens had little or no influence on official policy decisions.

According to Stenberg, the second period is from 1964-1968 and is called the Indigenous Citizen as Partner-Adversary. Here, in theory, the Community Action and Model Cities programs were departures from the style of citizen participation typical of the pre-Johnson Administration federal programs. The type of citizen changed from the predominantly white affluent person to mainly poor minority group members. They were generally neighborhood, rather than city-wide oriented programs.

Many citizen representatives were elected to the boards of Community Action Agencies (CAA's) or City Demonstration Agencies (CDA's) in community forums, and were accountable to a neighborhood constituency. Citizens were accorded a role in policy making, as well as serving in an advisory capacity. Neighborhood organizations and their representatives were considered to be partners with government agencies in a coalition relationship and particularly with respect to CAA's, they were often viewed as the controlling force in deciding programs to be funded in neighborhood areas. A more traditional type of citizen input was found in the neighborhood councils and citizen advisory or planning groups that were set up to consult with multiservice centers, community development corporations, and other neighborhood-based agencies responsible for the delivery of local public services.

Objectives in the Community Action and Model Cities programs were to build black community identification, to develop indigenous leadership in order to unite diverse groups of the urban poor and to democratize the bureaucracy by having formally organized representative neighborhood decision-making bodies serve as spokesmen for the poor and bargain with the power structure in their behalf.

Some of the objectives have been realized but the impact of citizen involvement in Community Action and Model Cities has varied widely. In some cities participation has not amounted to actual shared decision making. It is more on the collaboration and placation level. In other areas, power was shared with citizens because the citizens took the initiative rather than waiting for the city. Confrontation produced both a meaningful citizen role in decision-making and alienation.

Some of the same problems arose, such as the policy boards still did not truly represent the target neighborhoods. Residents who were involved generally came from upward mobile working class people. The hard-core poor, the unemployed, the young and the militant were still not participating. The poor who were employed in staff positions often were silenced by the mere fact that they now had jobs. Another result of this type of citizen involvement was the difficulty experienced by the citizens to develop proposals and to plan and implement programs.

Haggstrom states,

The poor, by virtue of their situation, tend to be more dependent than other groups on a larger number of powerful persons and organizations, which are often very unclear about the basis for their actions and unpredictable in their decisions, and which further render the poor

helpless by condescending or hostile attitudes, explicit verbal communications which state or imply the inferiority of the poor.

The dependency of the poor is not primarily a neurotic need . . . rather it results from a deprivation of those minimal social resources, at every period of their lives.³⁸

The third period of citizen involvement runs from 1969 to the present and is called Regionalism-Decentralization.

Stenberg notes that some observers argue that little new of significance has occurred at the local level on the citizen participation front since the establishment of the Model Cities program in 1966. They contend that recently such involvement has taken on an important areawide rather than neighborhood dimension. Pursuant to Title I of the Omnibus Crime Control and Safe Streets Act of 1968, state law enforcement planning agencies have set up state-level policy boards and regional advisory councils. Citizen representatives serve on these as co-equals with state and local elected officials and police, court, prosecution and corrections professionals in making decisions in connection with formulating comprehensive criminal justice plans and funding programs to implement them.

³⁸Warren C. Haggstrom, "The Power of the Poor," Mental Health of the Poor, eds. Frank Riessman, Jerome Cohen and Arthur Pearl (New York: Macmillan, 1964), pp. 212-13.

Despite these centralizing tendencies, Stenberg states, other experts contend that the neighborhood is presently and will continue to be, where the action is. Neighborhood councils representing residents have been formed. Community service officers, neighbormen, or ombudsmen have been appointed to answer inquiries and perform liaison functions between city hall and the neighborhoods.

The results of a survey of all cities over 25,000 population on citizen participation and decentralization of services conducted by the Advisory Commission on Intergovernmental Relations in cooperation with the National League of Cities and the International City Management Association suggest that most top city chief executives or administrative officials consider these approaches to have been effective. Seventy-two percent of the replies from 226 mayors, city managers and heads of planning, community development and community relations agencies agreed with the statement that citizen participation-decentralization had been "a difficult but very worthwhile experience resulting in increased trust and understanding between citizens, city hall officials and public administrators." Twenty-three percent of the responses reported that it had resulted in very little change in citizen-city hall official-public administrator

relations. Only five percent indicated that it had led to a deterioration of these relationships.³⁹

Stenberg believes that while the more traditional forms of involvement will probably characterize the federal programs during the 1970's, citizen participation itself will very likely move in the direction of community control and neighborhood government.⁴⁰ The growth of neighborhood corporations and community control of public services and the emergence of neighborhood sub-units will have considerable implications for inter-governmental relations. This "micropolitanization" of our nation will further fragment local government

³⁹Carl W. Stenberg, "Decentralization and the City," 1972 Municipal Year Book (Washington, D.C.: International City Management Association, 1972).

⁴⁰Hans B. C. Speigel and Stephen D. Mittenthal, Neighborhood Power and Control: Implications for Urban Planning (Washington, D.C.: U.S. Department of Housing and Urban Development, November, 1968); Center for Governmental Studies, Public Administration and Neighborhood Control: Conference Proceedings (Washington, D.C.: The Center, 1970); George J. Washnis, Municipal Decentralization (Washington, D.C.: Center for Governmental Studies, 1970); Howard W. Hallman, Community Control: A Study of Community Corporations and Neighborhood Boards (Washington, D.C.: Washington Center for Metropolitan Studies, 1969); Committee for Economic Development, Reshaping Government in Metropolitan Areas (New York: The Committee, February, 1970); Citizens League, Sub-Urbs in the City: Ways to Expand Participation and Representation in Minneapolis Government (Minneapolis: The League, 1970); and Mario Fantini, Marilyn Gittell, and Richard Magat, Community Control and the Urban School (New York: Praeger Publishers, 1970).

structure, creating new problems in coordinating federal and state delivery systems. Financing of these metropolitan units creates a real problem. Some advocate revenue sharing or a neighborhood sub-unit to levy taxes.

The role of state governments in citizen participation has been virtually ignored. Most federal programs having citizen participation components have bypassed the states. This policy cannot be continued in the future because it appears that the states will have more and more of a fiscal role regarding community groups.

Joseph F. Zimmerman⁴¹ declares that the rhetoric flows freely with shouts of "power to the people," "black power" and "community control" and according to the new breed of municipal reformer the solution to many of the urban problems is the devolution of political power to the neighborhood level.

He maintains that popular support for the creation of neighborhood governments is linked with the changed racial composition of the large cities. Since 1945 there has been a mass migration of poor blacks to the central cities and a flight of middle-class whites to the suburbs. Only five million of the nation's

⁴¹Joseph F. Zimmerman, "Neighborhoods and Citizen Involvement," Public Administration Review, No. 3 (May/June, 1972).

22 million blacks currently live in rural areas. New York City absorbed approximately two million blacks and Puerto Ricans between 1945 and 1970. Central cities lost their white population at an annual rate of 150,000 between 1960 and 1966, and nearly 500,000 between 1966 and 1968.⁴²

The growing popularity of the concept of community control is a reaction against a professionalized and specialized bureaucracy insulated from influence by citizens and to some extent by elected officials, Zimmerman concludes. He refers to Milton Kotler regarding the role of the police under a neighborhood government concept in stating that the police would no longer be viewed as a colonial army of occupation subservient to the will of the downtown establishment or "mother country."

He also refers to Howard W. Hallman's study of neighborhood boards in a number of cities. Hallman reports that residents see the neighborhood boards as theirs, not as a distant and impersonal bureaucracy.⁴³ Hallman concludes that neighborhood corporations have

⁴²U.S. Bureau of the Census, Population Characteristics (May, 1969).

⁴³Howard W. Hallman, Community Corporations and Neighborhood Control (Washington, D.C.: Center for Governmental Studies, 1970), p. 8.

a spotty record; some have been successful and others are experiencing difficulties in surviving. Success is attributed to the development of community unity and a competent executive director and staff. To date, corporations do not measure up well in terms of accountability, citizen participation and representativeness. Neighborhood opinion is not always solicited by the corporations and public hearings usually are not held before decisions are made.⁴⁴ Zimmerman warns that it would be an error to make firm conclusions based on the limited experience of corporations since the mid-1960's. Success is apt to come incrementally, he states.

Another criticism of a system of neighborhood governments is that such a system will resurrect parochialism and result in the neglect of city-wide concerns and eventually lead to dismemberment of the city. Zimmerman rejects this argument provided a federated city is created and the city-wide government is given adequate authority and finances to provide for its assigned functions. Concentration on neighborhood problems by residents may be viewed by some observers as a type of parochialism, but it can also be seen as a

⁴⁴Howard W. Hallman, Community Control: A Study of Community Corporations and Neighborhood Boards (Washington, D.C.: Washington Center for Metropolitan Studies, October, 1969), p. 30.

natural and healthy manifestation of citizen concern with public problems that may ultimately induce some citizens to develop interest in city-wide and metropolitan problems.

Zimmerman agrees that leadership in ghetto areas is a concern. Yet leaders can be developed and trained as the poverty program demonstrated. The task of developing leadership in ghetto neighborhoods is a huge one and federal, state and local governments as well as private organizations would have to provide considerable technical assistance.

Zimmerman advances the hypothesis that the best prospect for implementing a system of neighborhood government would be in a city where black voting strength is approaching a majority. Such a system may receive growing white support with the passage of time for five primary reasons.

1. Whites may become convinced that neighborhood governments will relieve them of legal responsibility to help the residents of black ghettos.

2. Whites may perceive neighborhood government to be a vehicle for the preservation of white control in certain neighborhoods in a city coming under black domination.

3. The creation of neighborhood governments would legitimize existing racial segregation and

reduce pressures for busing of students, and integration of housing and schools.

4. By creating neighborhood governments, black militants may be transformed into moderate political leaders who will deal responsibly with city officials.

5. Wealthier neighborhoods might favor the creation of a system of neighborhood government for tax reasons. Residents might prefer to raise taxes for the benefit of their own neighborhoods instead of having the city raise taxes and spend much of the proceeds in ghetto areas.

Many city governments in the 1960's became acutely aware of the extent of political alienation, and sought to eliminate it by administrative innovations--mini-city halls, night mayors, complaint bureaus, neighborhood meetings, neighborhood councils, and task forces. These experiments were premised on the belief that improved communications, coupled with decentralized delivery of services, would overcome "politicosclerosis" or hardening of the arteries of political communication and improve the delivery of services on the neighborhood level, thereby dissipating political alienation. Although most of the innovations are relatively new, a

survey of a number of large cities reveals that the innovations have achieved several of their objectives.⁴⁵

James Riedel postulates nine realities of citizen participation.

(1) Even under the best of conditions, most people tend to avoid participation and involvement.

(2) Our political system favors group over individual action, coalitions of groups (parties) even more so, but most individuals are activated only by single issues and are turned off by coalitions.

(3) Localizing control does not necessarily increase participation.

(4) Resistance to action tends to increase with the seriousness of the problem.

(5) Citizen groups working outside the "system" tend to handicap themselves.

(6) Official and citizen views of participation tend to be inherently contradictory.

(7) Officially sponsored citizen participation tends to be cooptation rather than representation.

(8) Direct citizen action, forcing governmental response though seemingly hostile to the system, has strong historic support.

(9) In this pragmatic society, the appropriate form of citizen participation is the one that works.⁴⁶

SAUL ALINSKY AND MILTON KOTLER

In order to demonstrate the viability of the neighborhood to organize itself, with or without technical

⁴⁵ Joseph F. Zimmerman, "Heading Off City-Hall Neighborhood Wars," Nations Cities (November, 1970), pp. 18-21, 39.

⁴⁶ James A. Riedel, "Citizen Participation: Myths and Realities," Public Administration Review, No. 3 (May/June, 1972), pp. 211-20.

assistance, to work towards crime prevention, the work of two men should be considered in some detail. They are Saul Alinsky and Milton Kotler.

Saul Alinsky--People's Organizations

The late Saul Alinsky was considered one of this country's foremost organizers of community action groups. Born in Chicago, he was actually trained as a criminologist. As a young man he was awarded the Social Science Graduate Fellowship in Criminology at the University of Chicago. For his field work he moved in with Al Capone's gang as a silent observer. He jokingly said that this is what the sociologists call a "primary relationship." At the end of his second year in graduate school he took a job with the State Division of Criminology and never went back to finish his doctorate.⁴⁷

Saul Alinsky had many community projects. In 1938 he studied the problem of community deterioration in Packington, Chicago. This was a predominantly Catholic area centered around the packinghouses which had hired immigrants a generation earlier and now employed the second generation families. A lack of communication among a number of the various lingual and

⁴⁷Marion K. Sanders, The Professional Radical: Conversations With Saul Alinsky (Evanston, Illinois: Harper and Row, 1970).

ethnic groups had led to much misunderstanding and suspicion. Alinsky convinced the neighborhood leaders to plan and work together for the welfare of their total community. A council of citizens was formed and it became the People's Organization, called "Back of the Yards Council." One typical procedure of the Council was to hold the hearings of juvenile offenders with their parents, teachers, employers and clergymen in attendance as codefendants on trial. All those responsible for the youth's rehabilitation worked together in the probationary planning.⁴⁸

Saul Alinsky and his team of professional organizers had more than forty community-based People's Organizations. They were designed to prevent crime by uniting the citizens in organized groups to strive for social reform and fight "against cheating merchants, slum operators, school segregation, and other basic issues."⁴⁹

Alinsky writes in Reveille For Radicals that the present power age defines and evaluates everything in terms of power. It is universally assumed that the function of a People's Organization is similar to that

⁴⁸Amos and Wellford, op. cit., p. 119.

⁴⁹Saul Alinsky, "Citizen Participation and Community Organization in Planning and Urban Renewal," speech published by the Industrial Areas Foundation (Chicago, 1962), p. 9.

of any other kind of organization, which is to become so strong and so powerful that it can achieve its ends.⁵⁰

The two major functions of a People's Organization are first, to generate power that will be controlled and applied for the attainment of a program and , secondly, to strive for the realization that only through organization can a people's program be developed.

He states that compromise and common agreement are needed. There should not be too much concern with specifics or details of a people's program. It is more important to get people interested and participating in a democratic way.

No clique, caste, power group or benevolent administration can have the people's interest at heart as much as the people themselves. The life principle of democratic planning is an awakening in the whole people of a sense of this common moral purpose. There is not one goal, but a direction. There is not one plan, once and for all, but the conscious selection by the people of successive plans.

Alinsky points out that the first basic fallacy of conventional community council programs is that they

⁵⁰ Saul Alinsky, Reveille For Radicals (Chicago, Illinois: University of Chicago Press, 1946), Chapters 4, 5, 6 and 10. It is interesting to note that he wrote much of this book in jail. He was often jailed for his organizing techniques.

view each problem of the community as if it were independent of all other problems; for example, delinquency and crime.

The goals of a People's Organization are to accept the overwhelming fact that all problems are related and that they are all the progeny of certain fundamental causes; ultimate success in conquering these evils can be achieved only by victory over all evils. For that reason, a people's program is limited only by the horizon of humanity itself.

Neighborhoods with static and segmental thinking lack the recognition of the obvious fact that the life of each neighborhood is, to a major extent, shaped by forces which far transcend the local scene.

Alinsky sees two major objectives for a People's Organization. One is to organize and do what can be done on the local scene and the second is to utilize the organization as a springboard for the development of other groups throughout the nation.

In speaking on native leadership, Alinsky sees neighborhood leaders as those people whom the local people define and look up to as leaders. In order to be effective, they must do things with the people, not for the people. Community organizers often look for people they can identify with, rather than people who are seen as native leaders by the neighborhood. With

few exceptions, he believes, the real local leaders are completely unknown outside of their neighborhood. Once the natural leader is identified, he must be developed so that he becomes recognized by the neighborhood as a leader in more than one limited way.

Alinsky states that the foundation of a People's Organization is in the communal life of the local people. Therefore, the first stage in the building of a People's Organization is the understanding of the life of a community, not only in terms of the individual experiences, habits, values and objectives, but also from the point of view of the collective habits, experiences, customs, controls and values of the whole group. This involves the community traditions expressed through local organizations, churches, labor, business, social fraternal, recreational activities, and nationalities.

Alinsky recommends using ambition and self interest as realities. Use the rugged individualists as leaders and involve as many people as possible. One must have a real respect for people's dignity to expect to get their cooperation. One must know the role of the person in this particular neighborhood. Personal identification is very important. The organizer must have complete faith in people.

He explains that a People's Organization is a conflict group. Its purpose is to correct ill and fight for rights.

He stresses that it is impossible to overemphasize the enormous importance of people doing things themselves. Successful attainment of objectives is more meaningful to people who have achieved the objectives through their own efforts. The objective is never an end in itself.

Saul Alinsky has taken the position that crime and delinquency will be prevented only to the extent that such basic social conditions as poverty, poor housing, unemployment, disease and racial discrimination are eliminated. The "Back of the Yards Project" in Chicago was a program initiated to bring about such social reorganization. Alinsky advocates the development of a series of neighborhood "people's organizations" made up of local residents and representatives of local organizations. These groups are essentially political-action groups which, when joined with other similar groups across the nation, could exert significant political influence at levels that transcend the community.⁵¹

⁵¹Saul Alinsky, "Heads I Win, Tails You Lose," National Probation Association Yearbook, 1946, pp. 46-50.

Alinsky believes it takes a highly trained, politically sophisticated, creative organizer to do an effective job. It cannot be done just on a local basis because the problems today are regional and national so one needs a national power organization. To build that type of an organization one has to have trained organizers.⁵²

In 1968 Saul Alinsky established the Industrial Areas Foundation in Chicago to produce trained organizers. Cesar Chavez and Delores Huerta of the grape growers union are examples of some of his trained leaders. Alinsky established people's organizations in more than a dozen cities. Included in these are: The Woodlawn Organization (T.W.O.) in Chicago; Freedom, Integration, God, Honor, Today (F.I.G.H.T.) in Rochester, New York; B.U.I.L.D. in Buffalo, New York; and organizations in Kansas City, Missouri, and Oakland, California.⁵³

Milton Kotler--Neighborhood Government⁵⁴

The organized neighborhood is seen by Milton Kotler as neighborhood government. He defines it as a

⁵²Marion Sanders, op. cit., p. 69.

⁵³Ibid., p. 64.

⁵⁴Milton Kotler, Neighborhood Government (Indianapolis and New York: The Bobbs-Merrill Company, 1969).

political settlement of small territory and familiar association, whose absolute property is its capacity for deliberative democracy. He explains that many neighborhoods were originally independent and lost their self-rule to the larger city. For example, Germantown is a neighborhood of Philadelphia. It was settled by Rhinelanders in 1683 on 6,000 acres granted by William Penn to Francis Daniel Pastorius. By 1690 it was a township of sixty houses and three hundred people. Until the last decade of the eighteenth century, German was the official and vernacular language. Thus, Germantown originated as a chartered town of Quaker immigrants, founded concurrently with Philadelphia to its south. Germantown continued as a political unit until it was annexed by Philadelphia without the consent of its residents in the consolidation of 1854. After 171 years of independent growth, that neighborhood lost its political self-rule.

If one turns to Kensington or other neighborhoods of Philadelphia, he can trace their settlement and political independence to a time before Philadelphia was settled. The neighborhood of Kensington originated as the town of Schackamaxon where the first Quaker meeting in America was held in 1682 and from which Penn oversaw the planning of Philadelphia.

To the south of the original limits of Philadelphia lies the present thirty-ninth ward of the city, formerly the town of Moyamensing, and previously known as Wicaco, settled by Swedish farmers before Philadelphia existed. In 1854, twenty-eight cities, towns and boroughs lost their local government and were incorporated into the city of Philadelphia.⁵⁵ The present day neighborhoods of Philadelphia can be traced to these original political units.

Kotler maintains that if many neighborhoods originated as autonomous political units, it is consistent that after annexation the territorial identity of neighborhoods survived even if they were under firm ward control and police occupation by downtown. He sees the source of political conflict in a city as the competition for power among downtown interests or between downtown and the neighborhoods. Downtown has long been the only seat of political power in the city, while the neighborhoods, once political units, have not been able to exercise power since their annexation.⁵⁶

Kotler views the neighborhood in origin and continuity, as a political unit not just a social unit.

⁵⁵E. Digby Baltzell, Philadelphia Gentleman (New York: Free Press, 1958), p. 173.

⁵⁶Kotler, op. cit., p. 7.

The current development of neighborhood corporations to gain and exercise local control is then quite consistent with the historical character of neighborhoods as political units. The denial of representation to neighborhoods in many cities with at-large council election procedures is partly responsible for the reassertion of neighborhood independence. He cites the 1968 Ocean Hill-Brownsville school in New York as a case in point. The local neighborhood board barred the school doors demanding a form of community control over the school. Kotler states that the power of neighborhood action against central administration should not be underestimated, and he also points out the essential vulnerability of a giant city's administration to local political demand.⁵⁷

Kotler claims our knowledge has been misguided in the direction of globalism. The result has been a loss of local liberty and sense of community.

Kotler disagrees with Saul Alinsky's approach. The difficulty with Alinsky's theory, Kotler explains, is that it relies for effect on the capacity of neighborhoods for militant disruptive power. To base self-rule on such power is to ignore the effective cause of present local domination, which is the police and military power

⁵⁷ Ibid., Introduction, x.

of downtown. Barring a general uprising of an entire metropolitan population, no single neighborhood or area can defeat the central power of downtown, enforced by police. It is not Alinsky's expressed object to cause general revolution. His principal error is to suppose a neighborhood can succeed militarily where it has failed politically.⁵⁸

Kotler states that:

. . . to date, the principal result of The Woodlawn Organization in Chicago is the rise of a military cadre--the Blackstone Rangers. Yet the organization, after having gained many tactical victories, still has no legitimate political jurisdiction, while the city government is continually arresting and jailing members of the Rangers. This demonstrates Alinsky's failure to recognize that although neighborhoods are natural political units--and thus are able to gain political authority by political means--cities are dominated by downtown power enforced by police control and they have military force superior to any of their constituent areas.⁵⁹

Kotler also looks at the community organizational theory of the Students for a Democratic Society (S.D.S.). They had a number of local projects in Chicago, Cleveland, Newark and Oakland. Their theory rests mainly on the view that national revolution is required in American society if the poor are to gain political and economic equality. They claim that existing social structures cannot be pressured by groups using the tactics of Alinsky, for they are too locally oriented to bring about

⁵⁸Ibid., p. 28.

⁵⁹Ibid., p. 30.

the changes necessary for social equality. The principal difficulty of this approach with respect to self-rule, Kotler explains, is its stress on national power, which leads to a theoretical understanding of power instead of a practical knowledge of its application.

Another approach to community organization discussed by Kotler is Black Nationalism, the idea espoused by Malcolm X early in his career as a Black Muslim and now a doctrine theoretically developed by Robert S. Browne, an economist on the faculty of Fairleigh Dickinson University. It is a separatist doctrine that rejects any interest in the reorganization of national power and seeks only to achieve an autonomous black territory in the United States. The theory fails according to Kotler because it is based on the false assumption that whites have gained self-rule because of white nationalism where, in fact, whites do not have self-rule any more than blacks do.

Kotler also mentions liberal government officials who are accommodating the movement for community power by placing "little city halls" throughout the city. Mayor John V. Lindsay of New York is the most forceful advocate of such programs. Kotler claims that under the present oligarchic rule of our cities, these little

city halls will only turn into improved police bastions in the neighborhoods.⁶⁰

Kotler mentions another theory of community organization gaining wide interest, principally through its demonstration model in the Bedford-Stuyvesant Community Corporation in New York City. It was initiated by the late Senator Robert Kennedy and is based on economic power. Established wealth invests capital in poor communities as a basis for local employment and income. Kotler, however, feels that poor communities will still remain tied to downtown.⁶¹

Kotler states that the object of local self-rule can be more nearly achieved in the neighborhood territory than in large urban areas or single institutions within a neighborhood. One cannot organize a territory containing one-half million people like Harlem for civil government without first organizing the neighborhoods within it. The most practical unit for the struggle for local self-rule is the neighborhood community.

The neighborhoods are already informally associated for social purposes and quite ready to be formally constituted for political purposes.

The best form of neighborhood organization is the corporate organization of a neighborhood territory,

⁶⁰ Ibid., p. 35.

⁶¹ Ibid., p. 37.

chartered by the state and legally constituted for governing public authorities in the neighborhood. It is called a neighborhood corporation. An example of this type of corporation is the East Central Citizen's Organization (E.C.C.O.) in Columbus, Ohio. It was started in 1965 and covers approximately one square mile with 6,500 residents. One of its major programs is the Youth Civic Center offering many youth activities in delinquency prevention, education, recreation, job training and job placement. New neighborhood corporations in St. Louis, Philadelphia, New York, Louisville, New Orleans, and elsewhere have been modeled on the principles of E.C.C.O.⁶²

Kotler believes that the overall advantage of a decrease in central power is that greater peace and harmony in the city will come about. Participation is so poor in present-day centralized programs simply because they are developed on the basis of an abstractly deduced need precluding community involvement in its deduction.

The most sensible way to locate the neighborhood is to ask the actual residents where it is, for people spend much time defining boundaries according to Kotler.

Four factors favor corporate development in poor neighborhoods:

⁶²Ibid., pp. 39-52.

1. Because of unemployment, many residents of poor neighborhoods spend more time within their areas than do residents of wealthier neighborhoods.

2. The employment pattern in poor neighborhoods corresponds to that of seasonal or unskilled workers, and this has the same effect as unemployment in reinforcing neighborhood rather than job location as the strongest unit of familiar public relationship.

3. In addition to spending more time in the neighborhoods, poor residents spend more time outdoors; they usually have numerous children and live in congested housing conditions. This means more intensive public gatherings on sidewalks, at churches, and in stores in the neighborhood.

4. With intense public life comes a greater development of cooperation in order to make street life tolerable.

The relationship between neighborhood government and the police needs much improvement, according to Kotler. He sees the police as having their own political interests, which may profit by their violence upon the community.⁶³ By violence, Kotler appears to mean police corruption, brutality, racism and apparent lack of community awareness.

⁶³Ibid., p. 77.

TENANT ASSOCIATIONS

Organized neighborhood groups in the form of tenement associations have been very effective in organizing citizens to combat crime and work for better environmental conditions. The key to their success is organization, long-range planning, and massive tenant participation, not merely legal defense.⁶⁴ As an organized group the tenants association deals not only with maintenance and rent problems, but also with the type of policing desired, the processing of complaints through the courts, programs relating to juvenile delinquency prevention, job opportunities and other crime prevention programs.⁶⁵

ALAN ALTSHULER--COMMUNITY CONTROL⁶⁶

Alan Altshuler has written on the subject of community control and states that when black spokesmen demand greater participation in the political and economic lives of their cities, their specific agenda of

⁶⁴Stephen Burghardt (ed.), Tenants and the Urban Housing Crisis (Dexter, Michigan: The New Press, 1972), p. 61.

⁶⁵Ibid., pp. 184-90.

⁶⁶Alan A. Altshuler, Community Control: The Black Demand for Participation in Large American Cities (New York: Western Publishing Co., Inc., 1970).

reform typically includes the following: (1) devolution of as much authority as possible to neighborhood communities; (2) direct representation of such communities on the city council, the board of education, the police commission, and other significant policy bodies; (3) black representation at all levels of the public service in far more than token numbers; (4) similar representation on the labor forces of government contractors; and (5) the vigorous application of public resources to facilitate the development of black-controlled businesses.⁶⁷

Altshuler quotes a national Harris survey conducted in 1969 stating that 76 percent of Negroes interviewed considered that they were discriminated against in getting police service. In reviewing proposals for community control Altshuler discusses the position of James Q. Wilson.

The suburban analogy, he contends, is oversimple. Just because the central city is central, it cannot be fully suburbanized. People from all over the metropolitan area use it each day. They expect the highest level of order to be maintained in it just as they know that it contains the most highly priced land. Law enforcement cannot be responsive solely to resident norms in the central city; it must also serve businessmen, shoppers, theatergoers, students, public officials, and so on. It is also of critical importance, Wilson argues, that the central cities contain the deepest social cleavages in our urban areas. The potential for violent conflict between black ghettos and the working class white neighborhoods that lie in their

⁶⁷ Ibid., p. 14.

paths of expansion should not be underrated. Somehow, Wilson writes, the proponents of neighborhood control seem to assume that only Negroes would gain control of the police. But in practice whites would do so as well, and their use of this power to drive and keep Negroes out would be highly probable. Wilson concludes: 'When a community is deeply divided and emotionally aroused, the proper government policy is not to arm the disputants and let them settle matters among themselves; it is, rather, to raise the level at which decisions will be made to a point sufficiently high so that neither side can prevail by force majeure [italics in the original] but low enough so that responsible authorities must still listen to both sides.'

Community control advocates respond to these charges by arguing: First, although some cities are cauldrons of diversity, community control would be more conducive to peace than the existing system. It is necessary to establish a form of government in the ghettos that is widely perceived as legitimate.

Secondly, community control might tend to reduce friction between neighborhoods. The present situation forces diverse groups to compete for resources within a single system.

Thirdly, there is a real danger that white neighborhoods would strive to keep blacks out. They have done it for years in the suburbs. White racism is a problem that has to be dealt with by each city and state. To prevent black racism, legislation dealing with community control will have to contain provisions for intervention by higher authorities under specified

circumstances. Abuse of police power to exclude blacks, for example, will fall under the scope of these provisions.

Fourthly, there will be some friction experienced. Justice will prevail in the end, with a limited amount of conflict, if government leaders and public opinion work together to facilitate the transition rather than work to prevent it.

Fifthly, Altshuler believes Wilson's error is to equate the Central Business District (C.B.D.) with the central city. Most of the central city acreage is residential and in setting up a new system of government it may be possible to establish a more rational system for distributing taxes.⁶⁸

Altshuler in a conversation with Patrick Murphy quotes the former New York Commissioner as saying, "Much more participation by citizens in crime control is needed. Representative citizen advisory committees at department and precinct levels are needed."⁶⁹

Altshuler claims that effective law enforcement is impossible without community support. He questions James Q. Wilson's statement that police abuses will decrease with increased professionalism.⁷⁰

⁶⁸Ibid., pp. 29-32.

⁶⁹Ibid., p. 39.

⁷⁰James Q. Wilson, Varieties of Police Behavior (Cambridge, Massachusetts: Harvard University Press, 1968), pp. 286-93.

Altshuler states that corruption in a Negro neighborhood controlled by a form of local government would be at a minimum because the responsible citizens would be fully aware of the precariousness of their autonomy.⁷¹

He admits that neighborhood control may not bring a major decrease in crime rates but the overall picture would be brighter because it would help cement the American union by providing an adequate outlet for racial pluralism, a better understanding of our political institutions and an increase in competence throughout the black community.⁷²

NATIONAL NEIGHBORS⁷³

In May of 1970 a group called National Neighbors was founded. Its impetus was the need to challenge the agencies that control housing patterns and to encourage them affirmatively and publicly to support open housing.

It is an organization of multiracial neighborhoods and its membership extends over the entire United

⁷¹Altshuler, op. cit., p. 44.

⁷²Ibid., p. 210.

⁷³Information on National Neighbors comes from personal correspondence with this organization, its members and its bi-monthly publication entitled National Neighbors.

States. To dramatize the growing strength of the organized neighborhood concept, a list of the present National Neighbors membership is included in Appendix E.

National Neighbors members have been involved in many crime prevention projects. A number of these programs are enumerated at this time to convey the value of a neighborhood association in the area of crime prevention.

On April 2, 1972 the Lansing State Journal in Lansing, Michigan, ran an article stating that in the last seven months tenant groups and block associations from the brownstone-lined streets of Greenwich Village to the high-rise apartment houses of Manhattan's upper East Side, have armed themselves with police whistles. If there is any trouble a resident dials 911, the police emergency number, and then goes to his window and blows his whistle. Complainants then lock their doors and go outside to the street blowing their whistle all the while. Police Commissioner Patrick V. Murphy endorsed the whistle concept saying, "Block associations and tenant groups will have a close relationship with the Police Department." The idea has spread to the Bronx, Brooklyn and Queens.

In the Hyde Park-Kenwood community in Chicago this concept is also being used and is called Project

Whistle Stop. It was developed by the local neighborhood association.

In Denver, a resident of Greater Park Hill was falsely accused of rape and jailed. The neighborhood association, rather than the daily newspapers, publicized the incident and rallied emergency assistance for the accused's family until he was found innocent of all charges and released. And, because he had lost his job when he was accused, a Greater Park Hill Association board member helped him find another one.

In February of 1973, The Philadelphia Inquirer carried a lengthy article focusing on several recent rapes in the city's Mt. Airy section. Photographs accompanied the piece, showing black men about to assault white women in their homes. The article was inflammatory and its facts obviously had not been checked with residents in the area. The community association president lost no time responding to the article, but the deliberately slanted presentation had already begun to corrode the neighborhood with anger, fear, and distrust.

Concerned residents in West Mt. Airy in Philadelphia got together to talk about how rising crime in the area was eroding the sense of community once prevalent everywhere. The neighborhood association organized a "Walk and Talk" period. A specified time in the evening was set aside for all the neighbors to come out,

circulate in their block and chat with persons on the street and on their porches. Numerous block and neighborhood events resulted and a spirit of neighborliness was revived.

A number of neighborhood associations are participating in Operation Identification. An identifying number is engraved on possessions burglars find most appealing--electric tools, appliances, TV sets, radios, stereos, tape recorders, cameras, typewriters and musical instruments. Stickers are placed on doors or other obvious places to warn thieves that Operation Identification is in effect in this home. Neighborhood association members walk door to door encouraging each resident to use the marking equipment usually made available through the local police department. Examples of associations using this technique are: West Side Neighborhood Association, Lansing, Michigan; Greater Park Hill Community, Inc., Denver, Colorado; Crenshaw Neighbors, Inc., Los Angeles; and Hyde Park-Kenwood Community Conference, Chicago.

Neighborhood associations have received grants from various organizations to improve their neighborhoods, combat crime and create programs beneficial to the residents. Examples of this are the grants given by The Interreligious Foundation for Community Organization (I.F.C.O.). Among the community organizations funded in

fiscal 1970 were Capitol East Community Organization in Washington, D.C. which received \$26,950 for its program on issues of land redevelopment, hospital policies and crime control in a declining neighborhood of some 115,000 people; \$20,000 for educational, cultural and citizenship programs to the Committee for a Unified Newark; \$11,250 for an economic development program for the Garfield Organization, \$40,000 for the Woodlawn Organization, \$1,100 for a Better Austin Association, all in Chicago.

In Detroit, Michigan, block clubs and neighborhood associations are becoming a political power to be reckoned with according to city councilmen. There are between 2,000 and 6,000 block clubs and neighborhood associations. Wayman Dunn, President of the Community Improvement Association of Block Clubs states that the functions of the clubs are

. . . to create a bridge of understanding between black and white neighbors, communicate and create programs for young people, urge people to keep their property up and maintain a good standard of living.

These all contribute to a decline in crime and an effective united political voice.

The Sherman Park Community Association in Milwaukee, Wisconsin, provides a weekly "Shopping Care-Age" for elderly and disabled people to assist them in shopping for groceries, medical supplies or other

necessary items. They also have a neighborhood welcome committee which visits new families. These programs not only protect the senior citizens from purse snatching and the like but they create an atmosphere in the neighborhood that prevents many problems from ever arising.

In Menlo Park and East Palo Alto, California, the neighborhood associations hire youths to paint and clean up the neighborhood. Local businessmen provide the money and supervision.

Neighborhood associations also have a program called "Helping Hand," where certain neighborhood residents are on the lookout for problems, especially dealing with young people walking home from school.

The Crenshaw Neighbors, Inc., of Los Angeles, carried out a program with the Los Angeles Police in 1968 called "War on Crime." Citizens watched each others' homes, marked their valuables and reported any suspicious circumstances. During the period of the program activities, home robberies dropped 42 percent in the Crenshaw area.

The West Side Neighborhood Association in Lansing, Michigan, has a Public Safety Committee which has met with the police chief and members of his crime prevention bureau. They have helped lower the crime rate in their neighborhood through Operation Identification, developing neighborly concern, communication

with the police and an all-out effort to maintain a healthy neighborhood.

On March 22, 1973 the Los Angeles Times reported that in Palms-Mar Vista, California, the police have introduced a project called Team 28 which involves a coordinated effort between police and the community they serve. There are nearly five hundred block captains who advise residents on the latest crime prevention information, including description of suspects wanted in connection with local crimes. The police teams meet in the residents' homes using kaffeeeklatsches as a means of communication. The officers working a certain neighborhood have developed a feeling of identification and responsibility for the area they serve. In one year Palms-Mar Vista has reduced burglaries by fifty-three percent and traffic accidents were down sixty percent.

This same program may be implemented in Arleta-Mission Hills in the San Fernando Valley and in Watts.

The Wealth-Ethel-Franklyn-Fuller (W.E.F.F.) Neighborhood Association in Grand Rapids, Michigan, began in early 1970 as a result of an overall neighborhood reaction to crime and particularly burglary. A Neighborhood Steward Program was formed when local police efforts proved unsatisfactory to the neighborhood. The Steward Program involves a selected group of citizens walking the streets with walkie-talkies at high crime

incidence times during the day and night. This is not a vigilante type of organization nor do the stewards act as law enforcers. Their role is that of advisor, observer, witness and helper. Their formalized goals are to help build a cohesive neighborhood spirit by acting as advisors, listeners, and friends who can help with neighborhood problems. Residents of the neighborhood who need help of any kind are located, and the steward guides that person toward a solution through the city administration or through the neighborhood association. The stewards instill confidence in neighborhood investments and reduce crime. They are dedicated to helping the neighborhood safeguard itself, as a whole, and as a body of individuals, from any objects or other persons who would jeopardize the safety, health, or welfare of members of the neighborhood family.

The Social Research Center of Calvin College, Grand Rapids, Michigan, evaluated the Steward Program. They found that 53 percent of the residents feel the major advantage of the Steward Program is that it gives them a sense of security. They felt their neighborhood is now more protected from crime and is safe to walk in at night, as well as the daytime.

The stewards are trained by the police department. This is one factor which has fostered a good working relationship between the police and the neighborhood.

The 19th Ward Community Association in Rochester, New York, has a Youth Project providing a comprehensive social services program for children and youth. Its eight goals are:

1. The prevention and early treatment of mental and physical health problems in children and youth with emphasis on improving and increasing service to children and youth in their normal life settings. This is accomplished through five full-time street workers, two storefront youth centers, a media workshop, special children's programs (social development, babysitting, tot-lot), an odd job work program for youth, four part-time paid peer workers, and a community referral system. All these models help the Youth Project to be involved in the lives of youth and their families before crises occur. Early secondary prevention programs include: individual counseling, group counseling, referral to the Convalescent Hospital or Strong Community Mental Health Center or emergency psychiatric service.

2. Increase para-professional social service resources in the community--they recruit train, and place some forty community volunteers each year;

3. To create partnerships between mental and physical health staff and a community organization in order to provide comprehensive care to children and youth;

4. To provide successful group experiences and increase community resources for elementary school age children;

5. To maximize the use of existing social service resources and to seek broad-base support for the development of new services;

6. To help propose new ways to extend social services to the large number of children who need such services;

7. To provide for community participation in meeting youth needs;

8. To administer an efficient and effective program which places a high priority on evaluation.

National Neighbors demonstrates the active movement in this country by grass-roots organizations to cooperate with existing agencies, to demand more accountability from them and to take more responsibility themselves for their neighborhoods. The potential for this level of involvement is unlimited. Its role in crime prevention is not only necessary but vital.

SUMMARY

There is considerable debate whether the large cities can be organized on a neighborhood basis to prevent crime. However, there are many neighborhood programs demonstrating that the organized neighborhood

can play a definite role in crime prevention. Many people around the United States are expressing a personal interest in taking positive action to maintain law and order. They are coming to the realization that the formal members of the criminal justice system are limited in their effectiveness and that they both need and want the citizen to take a responsible place in combating crime. Citizen involvement in the past few years has evolved from lethargy, to fear, to a present day concern for action against escalation of crime in the streets. The citizen appears ready now to take the constructive action necessary to help remedy this situation.

The ideas of community organizers of the past and present have to be evaluated and many of their approaches can be adapted and implemented. Saul Alinsky, Milton Kotler, and Alan Altshuler and others have encouraged a grass-roots neighborhood approach to problem solving. Some of their ideas might appear too radical for the average person in the community or may seem unrealistic. However, the approach of a neighborhood improvement association has an appeal to many citizens. Organizations like National Neighbors demonstrate the nationwide interest in local neighborhood involvement for cooperating with, assisting and complementing the formal members of the criminal justice system in their efforts to prevent crime.

PART II. THE CITIZEN'S INTERACTION WITH
THE CRIMINAL JUSTICE SYSTEM IN ENGLAND:
A COMPARATIVE STUDY

In the course of studying community involvement in the criminal justice system, the writer had the opportunity to spend seven weeks in England attending a comparative criminal justice course at Bedford College, the University of London (July 10-August 25, 1972). The interest of the writer while in England centered around the involvement of the citizen and citizen organizations, formally and informally, in the criminal justice system. There is a special emphasis in this paper on youth programs that prevent delinquency where the particular neighborhood is able to be in on the decision-making policy.

In order to obtain a first hand report the writer went to a number of agencies that were actual members of the criminal justice system formally, and also went to agencies that have an informal connection with the criminal justice system. These agencies included: Scotland Yard's Community Relations Branch (Race Relations, Community Relations and Youth Bureau), two police divisions (Southwark "M" Division and St. John's Wood "D" Division), a juvenile court (Southwark South), the

Inner London Education Authority Southwark Youth Committee, the London Borough of Southwark Social Services and the Blackfriars Settlement House.

These visits, together with a number of class lectures at Bedford College, the University of London, a series of field trips including the National Center for Crime Prevention, and an exposure to selected literature, combine to make up the majority of this portion of the study.

It must be noted that considerable time was spent in one borough called Southwark which is in inner London, south of the Thames, on the east side of the city. It is considered a poorer area of the city with a high delinquency rate.

SECTION I. THE POLICE AND CITIZEN INVOLVEMENT IN ENGLAND

A. Outside London (Main source: P. Jackson, John Stead, Home Office National Crime Prevention Center [Stafford], the Stafford Constabulary and the Stoke-on-Trent Constabulary).¹

1. Origins: 9th, 10th and 11th centuries.

People formed associations called frith guilds to fight theft. Every male person was put into a

¹Most of the material collected for this paper was obtained first hand by the writer so footnotes will not be used. Instead, a list of references can be found at the end of this chapter. A separate bibliographic listing is included in a separate section of the bibliography.

group of ten called a tything at the age of twelve. Ten tything groups made up a larger body called a hundred. There were various groups of hundreds in the towns (tuns) or the villages (vills). People were made responsible for each other. If one of the members of a group went wrong, the other members were responsible for bringing him forth. Everyone was charged therefore with the care of his neighbor. One member of the tything group was elected to represent the others and he was given the title tything man. A similar representative was chosen for each hundred. People were responsible locally. A thief was bound over by a community bail system. In order to apprehend a suspect the "hue and cry" method was employed. Hue meant horn and cry meant to shout. (One is reminded of the neighborhoods in the United States where citizens are given whistles so that when a robbery is attempted those involved can blow their whistles to alert others of the problem.)

The term sheriff in England came from the words shire and reeve. A shire was a division of the kingdom. The reeve was the official over these divisions. These sections contained the

tythings which made up the hundreds. A system like this is existing today in China.

In 1066 the Norman invasion took place in Hastings and with it came the Norman culture. The term constable came in with the Normans. It was a high military office. For example, the constable in France was the commander-in-chief of the military. The term comes from the Latin stabuli which means man of the horse. The Normans incorporated the tything man into the role of constable. In the process the constable lost some of his high ranking and his duties related to the crown in the area of justice. Thus the Anglo-Saxon and Norman French combined their cultures to some degree.

The sheriffs organized law and order for the hundreds and their court. The sheriff became a powerful person and often he did not represent the people. The feelings of the Anglo-Saxons can be seen in the tales of Robin Hood and the Sheriff of Nottingham.

The industrial revolution in 1750 changed the structure of the countryside. It created more English expansion, jobs and city problems. The idea of a close knit group like a tything seemed doomed to the wheels of progress.

2. Present day: Present day citizen involvement and the local constable varies with the size of the town and its needs. The police have a national centralization but each constabulary is fundamentally independent and functions according to the pressure applied to it by the citizens. Political influence does not play the role it does in the United States. There is more uniformity of legislation in England and more consistent enforcement. This creates less friction between citizen groups and their police. Communication problems develop accordingly with the size of the individual communities. Informal groups in the smaller towns usually allow their feelings to be known and the police respond to them.

The Home Office National Crime Prevention Center in Stafford, England, directs most of its attention to mechanical prevention. It emphasizes safety precautions around the home and business establishments; for example, secure locks. This crime prevention center has influenced the National Crime Prevention Institute in Louisville, Kentucky. It is unfortunate that the majority of their work is concentrated in the area of mechanical prevention because this approach does not

create many positive alternatives to the criminal except a greater challenge.

B. The Metropolitan Police (Main source: P. J. Stead and Karlen, Delmar).

1. Origins: The policeman in London started as a private watchman. Sir Robert Peel in 1829 organized the first formal police force. His idea was a policeman of the streets. His men wore civilian frocked coats and a top hat. He originally hired lower income people to relate with the average citizen. His primary objective was the prevention of crime and the protection of life and property. Perfect civility was one of the foundations laid down by the first two commissioners, Rowan and Mayne.

There is a history of slow professionalization in the Metropolitan police. However, their role and service orientation still remains one of working with the citizens and neighborhood groups.

2. Present day: (Main sources: Scotland Yard A 7 Community Relations Branch which includes areas concerning Race Relations, Community Relations and Juvenile Bureau Administration; Chief Inspector J. Colli, L.L.B.; Inspector Michael Spooner and Inspector Allan Coxon. Southwark "M" Division, Chief Inspector Turner and Sergeant Kenneth Hitchcock. "D" Division St. John's Wood, Chief Inspector Southfield and a ride one evening in a panda car with a constable)

In interviewing the police on these various occasions the questions were concentrated on

community involvement with the police. Because of the long history of Britain and the cultural development of this country, police-community relations are basically less strained than they are today in the States. Also, because of the structure of the British police and their emphasis on service rather than control, the average citizen is not in serious conflict with the English method of policing. The immigrant is beginning to experience more severe problems with the police and, unless communications improve in this area, a gradual escalation of the conflict seems inevitable.

a. Police efforts:

(1) Police training: The writer was able to go to Hendon, the Metropolitan Police Training School, on an individual private trip and observe its techniques in training personnel for community service. Social studies subjects were introduced approximately three years ago. The writer attended a number of classes and was impressed with their approach to community involvement and the preparation needed by the constable to properly carry out his role.

(2) The Community Relations Branch: The police have a Community Relations Branch which includes a Race Relations section, a Community Relations section and Juvenile Bureau administration.

In the inner city of London there are 22 community liaison officers (C.L.O.) who devote their full time to working with individual neighborhoods. Their job is

not to arrest but to observe the needs of the community and be available as advisors and listeners. There is also a movement in the department to return to the principle of the home beat officer who works and lives in the same area. The (C.L.O.) community liaison officer keeps in touch with the churches, schools, groups of youth clubs, tenants' associations and other formal and informal gatherings. He is assisted in his youth work by members of the juvenile bureau.

(3) Juvenile Bureau: There are 22 juvenile bureaus in inner London. The police are probably making their best inroad to community involvement with their present policy toward juveniles. When a juvenile commits a delinquent act, one separate officer does the investigation of the alleged crime while another officer visits the home of the juvenile and does a social history. This includes a personal visit to the home for a background report, a check with other youth agencies, family make-up, accommodations, findings (problems), attitude of the parents to the child and to the offense, the attitude of the juvenile to the parents and to the crime and any other information considered important. There are three weeks allotted for the home visit and the final report. Ten days after the arrest the initial report has to be submitted. Both reports are then sent to an inspector and a decision is made to send the case on to juvenile court or to have the inspector in full uniform call on the juvenile and his parents and an impressive reprimand is given. This method appears to be quite effective in many cases. In visiting other agencies, a favorable opinion was always expressed concerning this program.

The juvenile bureau in its present form is only three and one-half years old. They claim a recidivism rate of only 8.74 with their present program. The records kept by the police are destroyed when the young person is seventeen and a half years old.

b. Community efforts: The individual community participates by electing a person to serve as their community relations officer (C.R.O.). He is hired by the local council to represent his area in its problems with police related matters. People are allowed to demonstrate if their needs are not being met. Many demonstrations were observed on the streets of London and all appeared very orderly with constables abundantly in attendance.

Citizens also can communicate their needs through their political counselors. The political chain can eventually reach their representative in Parliament and he can lobby for their requests.

The community can be said to play an invisible role in influencing police action (Leigh). A citizen can complain about police methods and he can file a complaint. However, the police conduct the investigation (usually done by an outside inspector). They also take what action is considered necessary. They have a self-limiting process. A citizen could hire a solicitor and take private action in a case of police brutality. The

writer was able to observe a case such as this at Southwark Magistrates Courts. (Actually a crown court because it was a serious enough matter and the crown court was being remodeled.)

Many police constables and ranking officers are informally volunteering to serve on various community committees. The writer attended the Inner London Education Authority Southwark Youth Committee with Sergeant Kenneth Hitchcock. A general consensus was expressed by many police volunteers that they should be recognized for their community work either by more pay incentives or given credit for time spent in community work. At the meeting 20 people were present representing all phases of community life: a black West Indian youth, a Caucasian teenage girl, a Roman Catholic nun, a minister, businessmen, police and similar professions. An 80 year old member sent his apologies for not coming to the meeting because of a bad back due to a fall. The meeting itself approved local funds for area youth clubs and their programs. It reviewed the applications and recommendations of their investigative committee.

SECTION II. THE COURT AND COMMUNITY INVOLVEMENT

(Main resources: D. A. Thomas, R. M. W. Harbord, D. Hodges, Esq., visits to court of appeals, crown court (2), magistrates court and juvenile court.)

A. Outside London: The community has direct participation in most courts outside of London and some of the other larger cities through a system of lay magistrates or justices of the peace. These are responsible people from the community who can serve full- or part-time on the bench. Normally three people (male and female) sit together and determine the judgment of their peers. They are appointed by the local government. England is very proud of its lay magistrates and they save the country a considerable amount of money.

B. London: The writer was able to experience first hand the court procedures in London proper. Visits included: the Central Criminal Court Old Bailey, The Royal Courts of Justice, Bow Street Metropolitan Magistrates Court, Southwark Crown Court and Southwark Juvenile Court. In the London courts, appointed barristers serve as the full-time magistrates in adult cases. Community involvement is very limited but the magistrates appear to have more of a community consciousness than the judges in the United States. It may be a result of the degree of freedom the English magistrates have to express their own opinion and concern for the people and community

they represent. The judges do not have political bias to contend with in England.

C. Juvenile Court: The writer was able to attend a morning session of juvenile court hearings at Southwark Juvenile Court. The atmosphere in the juvenile court was relaxed and the focus was definitely on the welfare of the young person in trouble.

Juvenile justices of the peace are appointed by the Lord Chancellor's department. There is a three year stay of service outside of London. One man and one woman and one other person are chosen for each juvenile court. They are chosen from their group by their own members to serve as juvenile justices. In London the justices are chosen directly by the Lord Chancellor based on their work or training in juvenile matters.

Criminal responsibility is considered at age 10. The Children's Act of 1969 aims at allowing the local community to handle the matter of juvenile delinquency. At the age of 14 the juvenile is classified as a young person. A child has an automatic right of appeal. Homicide is passed up to the crown court to hear when a juvenile is involved. The defense can ask for legal aid. Juvenile courts are closed to the public. The press are allowed in but no names can be published. Juvenile records before age 14 are expunged at the age of 24.

Community involvement in juvenile court extends from the lay magistrates down to the local community's concern. It will be interesting to observe the effect the 1969 Children's Act has on community participation because the emphasis is now on the local community to handle the juvenile's needs. Presently very few intermediate programs have been developed to meet this approach.

D. Probation and aftercare: If the community has the right to put people in prison or on probation then they have the responsibility to assist in rehabilitation and reintegration back into the community (D. Hodges, Esq.). Presently in England the community is involved in probation and aftercare through the use of the volunteer. This is done mostly on a one-to-one basis. Very little group work is being tried. It is a new technique and trained group leaders are rare. Volunteers are trained for their role by the probation staff. Working class people do not volunteer for probation helpers very often because they feel they have worked hard themselves and they often get satisfaction out of seeing the criminal punished (Hodges). This leaves the middle class volunteer working with the probationer who is often from the working class. Value systems differ and communication suffers.

Immigrants are often in need of re-education in community responsibilities. They tend to reject a person who is acting out rather than work with him. This leaves the entire responsibility for acting with the police and the courts.

SECTION III. COMMUNITY SERVICE AGENCIES

(Main sources: Social Services Southwark, Ms. Francis Gordon; Blackfriars Settlement House, Carol Addison and Pat Warahan; the Albany Institute, John Pitts.)

A. Social Services: The writer spent an afternoon with Ms. Francis Gordon, the team leader of the department of Social Services Southwark. Social Services tries to meet the needs of the community by sponsoring family counselor centers, mothers' groups, youth clubs and they are trying to incorporate the intermediate treatment plan (Children's Act 1969) in their educational and socialization programs. They encourage community participation but they are presently undergoing interdepartmental changes and they are tied up with the normal bureaucratic red tape.

In the area of criminal justice they now have the responsibility of working with children in trouble under the age of 14. They often refer the delinquent child to a guidance center or to a psychiatrist. Their use of group work is limited because of too few staff and too little training in group work. They have

community workers and detached workers reaching out into the community. Social Service people have a good working relationship with the police, probation and the courts. They make use of community homes (formerly approved schools) to deal with certain delinquency problems. Ms. Gordon explained that petty theft is the greatest neighborhood crime among the younger age bracket.

B. Blackfriars Settlement House and the Albany Institute: The writer was able to spend an afternoon with Carol Addison and Pat Warahan at the Blackfriars Settlement House and was also able to obtain materials and ideas from John Pitts of the Albany Institute.

The settlement house concept goes back into English tradition. In many ways it fosters community involvement by providing a central place for local people to meet to discuss their problems. It often, however, tries to solve people's problems rather than organize them to tackle their own problems. Some of the settlements are striving for more local involvement while others are still rather paternalistic and doing many of the things that people should and, with the proper help, probably would do for themselves.

The settlement house encourages tenant associations and homeless families accommodations groups (buildings in a section of the city designated for these homeless families to occupy). They also provide legal

advice one day a week. For young people they have a detached worker who goes out to a neighborhood area and slowly gains the confidence and respect of the young people. He then tries to set up some type of place for young people to gather and hang out. He helps them work up expeditions and field trips. John Pitts, for example, developed a discotheque with records two nights a week and a professional disco group came in once a week. Cooking classes, sewing classes, a coffee bar, billiards, pinball machines, and other diversions, were developed. Parents showed a relative indifference to this program.

The settlement people notice that the young person in trouble has a better relationship with the police constable than with the probation officers. The reason they suggest is that the working class young person cannot relate to the middle class probation officer. They know where they stand with the police.

The staff at the settlement house provides a reading schema for young people who drop out of school and have trouble reading. The drop-out rate is very high, especially the last two years of secondary school. The schools claim that they have enough problems with the youngsters who stay in school and they cannot do anything about changing the pattern.

John Pitts at the Albany Institute is presently involved in the immediate treatment concept and he has a project underway on the truancy problem.

C. The Brook Advisory Center: This is a service made available to the neighborhoods by the Family Planning Associates. It gives general information on family planning and help to people from the community on various family related subjects.

D. Citizens Advice Bureau: This is an agency operated by the local government to assist residents in civil matters.

E. Legal advice: The Department of Health and Social Security runs Legal Aid Assessment Centers. The court will appoint a solicitor upon request for an indigent. The person is still assessed costs according to his ability to pay. There is a legal aid fund available and also Legal Aid Advice Centers located throughout the city. A Race Relations Board is run by the government for immigrants and their unique problems.

SECTION IV. COMMUNITY INVOLVEMENT AND THE PENAL SYSTEM

(Main resources: J. Hall-Williams, personnel from Wormwood Scrubs prison, D. Hodges, Esq., Col. James S. Haywood.)

Prisons are part of society. Therefore, the community has a responsibility to become involved in the

policy of such institutions. People are encouraged to take their role seriously through television programs, speakers, and actual visits to penal institutions. Volunteers are used as individuals and in groups to help sponsor a former convict (Haywood).

There are new directions in training prisoners now being encouraged by legislation. One of these is the training of prisoners outside prisons; for example, probation hostels (half-way houses). The projection is that by 1976, seventeen hundred people will be in the program. Day training centers are being set up along with intensive probation. This is creating a great need for voluntary community service on the part of the average citizen (J. Hall-Williams).

There are citizen groups now active in working for prisoner's rights. One is the John Howard Association. This group has been active over many years in working for the prisoner and his needs. This group is also very active in the United States. A new group called Radical Action for Prisoners (R.A.P.) is also agitating for change. Within the prisons themselves, there is an organization of prisoners fighting to secure their rights called the Preservation of the Rights of Prisoners (P.R.O.P.).

The penal system in England is centralized. This means that changes can be universally applied.

However, flexibility suffers. Today the prisons are overcrowded. The clients, because of the many alternatives to imprisonment already tried, are usually the harder core. Despite the increased consciousness of the rights of prisoners and complaint procedures (Strausberg Council), the prison seems to be the most remote from the community of any of the areas of the criminal justice system. Society has to be constantly reminded and personally involved if prison life is to change for the better so that the client can change for the better also.

SUMMARY AND CONCLUSIONS

Citizen involvement in the criminal justice system in England is limited and isolated. The government operates most of the national services. Local government carries out many of the duties that might fall on the average citizen. There is a kind of national trust or confidence in the Crown despite the normal complaints about efficiency and major policies. There are neighborhood associations that exist for the solution of community problems that are not dealt with by the government. These range from tenant associations and immigrant groups within inner London, to preservation societies in middle class sections of London, to local formal and informal community organizations outside the

city of London. The community involvement outside of London appears to vary according to the size and needs of a particular town. Community pressure can be realized much easier in a small city, village or town. There is still a type of tything going on in these areas. This can be good (concern) or bad (gossip).

Within London various formal organizations have been set up by the local government to meet the needs of the city dweller. Where needed, volunteer groups develop to supplement the city's programs; for example, settlement houses. There appears to be a general attitude throughout England that the formal government is taking care of its people and there is little need to return to the formal system of tything and hundreds. However, the immigrant population and the younger generation of Britain may demand more say and participation in the decision-making process (Leigh).

The police appear to be anticipating the need for more citizen interaction by the creation of their Community Relations Branch (race relations, community relations and juvenile bureau administration), their community liaison officers, the corresponding lay representative community relations officer, their home beat officer and their thorough juvenile policy. Their complaint procedure is entirely internal and it may not satisfy certain sections of the population.

The court system within London allows very little interaction with the community except in the case of juveniles and the three lay magistrates or justices of the peace. There is a real means of community involvement outside of London with the lay justices of the peace.

Probation communicates with the community through the use of volunteers. Other involvement depends on the individual probation officer.

Community service agencies are becoming a potential vehicle for neighborhood organization but many of them are paternal and they are not cultivating neighborhood responsibility. The Children's Act of 1969 is promoting local solutions to delinquency problems but as of yet not too much has been done to implement this concept.

The penal system has several change groups such as the John Howard Association, Radical Action for Prisoners (R.A.P.), and the Preservation of the Rights of Prisoners (P.R.O.P.) working within and without the walls agitating for change but society appears to be unwilling to wake up the sleeping giant.

In general, a comparative statement on the citizen involvement in the criminal justice system between the United States and England could be summed up as follows: England is better equipped in their police functioning than the United States especially in

the area of the juvenile. The English constable has a better understanding of his role of service and the general public gives him cooperation.

England's court system better represents the people especially with three lay justices. England's courts are not politically motivated and neither are their solicitors. This creates less friction and better functioning.

The United States appear to have more participation in the area of probation and aftercare. This is especially true in the use of half-way houses and group work.

Community service agencies have similar problems in both countries. Neither works very hard at organizing citizen groups. It is often easier to do it yourself. They are not oriented towards cultivating personal responsibility but rather they are inclined to dish out services.

The legal aid assistance is less overburdened in England than in the United States. A citizen in England has a better chance of obtaining a good solicitor than a United States citizen has of getting a good public defender. The prosecutor in the States is often politically motivated.

The penal systems in both countries have similar problems only on a different scale. Both are receiving

limited funds and limited solutions. Society is unwilling to get too involved in penal reform.

In reading this paper, one must keep in mind that its purpose was to study citizen involvement in the criminal justice system. The conclusion drawn is that there is relatively little involvement in either country. Perhaps the theory is one that should be expanded and incorporated in both countries.

REFERENCES

The following individuals were interviewed and many of their comments have been incorporated into this paper.

1. Sgt. Kenneth Hitchcock, Southwark Police Station, "M" Division, Juvenile Bureau, Metropolitan Police.
2. Ms. Francis Gordon, Team Leader, London Borough of Southwark Social Services.
3. Inspector Michael Spooner, Inspector Allan Coxon, A7, Juvenile Bureau, Scotland Yard.
4. Chief Superintendent J. Colli, L.L.B., A7, Juvenile Bureau, Scotland Yard.
5. Chief Inspector Turner, "M" Division and Community Liaison Officer.
6. Carol Addison and Pat Warahan, Blackfriars Settlement House.
7. Inspector Richard Wells and Inspector John Aldridge, Hendon Training Center, Metropolitan Police.
8. John Pitts, Program Director, the Albany Institute (material but no interview).

9. Inspector and Constable in Panda Car "D" Division, St. John's Wood.
10. Juvenile Court Personnel, Southwark South (clerk, three lay justices of the peace).
11. Inner London Education Authority, Southwark Youth Committee (20 members). Meeting attended by writer.

The following persons delivered lectures for the course on Comparative Criminal Justice at Bedford College, University of London, July 10-August 25, 1972. Many of their ideas are referred to in this paper.

1. Dr. Leonard H. Leigh, London School of Economics and Political Science.
2. Mr. D. A. Thomas, London School of Economics and Political Science.
3. P. J. Stead, Esq., O.B.E., M.A., F.R.S.L., Director of General Studies, Police College, Bramshill.
4. Chief Superintendent P. Jackson, M.A., Metropolitan Police.
5. M. H. Baugh, Esq., Director Overseas Studies, Police College, Bramshill.
6. Commander A. Lowndes, B.E.M., and staff, Metropolitan Police Training School.
7. J. T. Ellis, Esq., Assistant to H. M. Chief Inspector of Constabulary.
8. Chief Superintendent D. A. Ward, "A" Department, Metropolitan Police.
9. Chief Superintendent Steve O'Brien, "D" Department, Metropolitan Police (training).
10. Chief Superintendent T. B. Walker, Director Home Office, National Crime Prevention Center, Stafford, England.
11. Chief Constable Arthur M. Rees, Esq., O.B.E., O.P.M., M.A., D.L.

12. Professor J. Hall-Williams, L.L.M., London School of Economics and Political Science.
13. J. S. Anderson, London School of Economics and Political Science.
14. Col. J. S. Haywood, Assistant Director (Staff Training), Home Office Prisons Department.
15. D. Hodges, Esq., The Principal Probation Officer, N.E. London area.
16. R. M. W. Harbord, Esq., Chief Clerk, Inner London Juvenile Courts Division.
17. S. E. Bailey, Esq., Director, Police Research Services Branch, Home Office.
18. Norman Chapple, Police Officer.
19. J. C. Alderson, Esq., Commandant, Police College, Bramshill, Hartley Wintney Hampshire.
20. Visits included: Central Criminal Court, Old Bailey, Royal Courts of Justice, Hendon Police Training School, Home Office National Crime Prevention Center, Stafford, Stafford Constabulary and Stoke-on-Trent Constabulary, New Scotland Yard, H. M. Prison Wormwood Scrubs and the Police College, Branshill.

Note: Bibliographic listing of written materials regarding England are listed in a separate section in the bibliography.

Chapter 4

THE CASE HISTORY, METHODOLOGY, AND SAMPLING

Chapter 4 is divided into three parts. The first division discusses the preliminary background to the study, the initial procedures, a brief history of the organized neighborhood concept in Muskegon, Michigan, called the Neighborhood Improvement Association (N.I.A.), its crime prevention aspects and its present relationship to the criminal justice system.

The second section, entitled Methodology, describes the Normative Sponsorship Theory and how it was applied in 60 interviews with various members of the criminal justice system to obtain areas of agreement, disagreement, and viable alternatives to an organized neighborhood's role in crime prevention and the criminal justice system.

The third part of this chapter is concerned with the selection procedures used to obtain an adequate sample for meaningful interviews, the various characteristics of those interviewed, and the mechanics and nature of the interview.

PART I. THE CASE HISTORY

Preliminary Background

The concept of an organized neighborhood and its potential role in crime prevention in the criminal justice system prompted members of the Michigan State University faculty and staff in the School of Criminal Justice to investigate a program of this nature in Muskegon, Michigan. In the fall of 1970, another researcher and the writer traveled to Muskegon to talk with personnel from the Muskegon Area Development Council to determine whether it would be beneficial to research in depth the organized neighborhood concepted, called neighborhood improvement associations, which have been developed by the Council's Human Developments Division.

The decision was made to study the value of a neighborhood association in the area of crime prevention. An initial proposal was drawn up and submitted for approval by the School of Criminal Justice, to the director of the Human Development Division and the neighborhood association committee members.

In February of 1971 the writer attended the annual Neighborhood Association Committee Chairmen Meeting, observed the meeting and met various members of the neighborhood associations. At that meeting the objectives and goals for the six Muskegon N.I.A.'s were

discussed. The writer in his own mind reaffirmed his interest in this approach to community problem solving.

The final proposal for this study was then presented to the police chief of Muskegon and the officials at City Hall. They approved of the study and supported the attempt to receive state funds. A long delay followed and finally after numerous inquiries it was learned in June of 1971 that the proposal would not be funded. No letter confirming this rejection arrived until November, 1971. This lengthy delay hindered the early beginning of a thorough study. It was finally decided in June of 1972 that the research should be started and followed to its conclusion without funding.

Initial Procedures

The writer began attending the regular association meetings of the Nelson Neighborhood Improvement Association. His role was one of a known participant observer.¹ He was introduced at the initial meeting as a researcher from Michigan State University, the School of Criminal Justice, who would sit in on a number of the association meetings, attend association functions and observe neighborhood programs. The writer explained

¹John Lofland, Analyzing Social Settings (Belmont, California: Wadsworth Publishing Company, Inc.), pp. 93-116.

that his role would be strictly one of an observer and that he would be taking notes but would not contribute to the meetings. This technique was adhered to during any meeting or function. The observer did, however, ask numerous questions on an informal basis of the various members of the neighborhood association after the formal meetings.

The foundations for the study were begun in June 1972 and lasted until January 1973. This involved the direct observation of association meetings and any related neighborhood events. The interview phase of the study was begun in the middle of January when a series of interviews were arranged with various people in the criminal justice field to determine their ideas on the concept of neighborhood associations and their role in crime prevention and the criminal justice system. Approximately 60 interviews were conducted from January 29 to March 22, 1973.

Neighborhood Association
History in Muskegon,
Michigan

Muskegon, with a population of 46,000, is the largest city on the east bank of Lake Michigan. It is an important lake port and a manufacturing and resort center. Its numerous industries produce automotive parts, foundry products, paper, oil, chemicals and

recreation equipment. It has an eight to ten percent Black and Mexican-American population. In the summer approximately 1,500 migrant workers live and work in the area.

In the 1880's Muskegon was known as the "Lumber Queen" of the world. At that time 47 saw mills cut nearly eight billion board feet of lumber. By 1890 the timber supply was depleted but industry had been brought into the area and the city continued to develop. In 1927 oil was discovered and 400 wells were drilled in the Muskegon field. The opening of the St. Lawrence Seaway encouraged further growth of Muskegon as a port.²

Shortly after World War II began, approximately 25,000 Black men and women came to the Muskegon area, having been recruited for foundry jobs from the southern parts of the United States.

At the present time, with the closing of key foundries, Muskegon has a very high unemployment rate.³

²This is Muskegon County, published by the Muskegon Area League of Women Voters (Muskegon, Michigan: September, 1972), pp. 4-5.

³The Michigan Employment Security Commission and U.S. Department of Labor reports that 10.7 percent of Muskegon county were unemployed in 1971, 10.3 percent in 1972 and 9.0 percent by April of 1973. The Muskegon Statistical Abstract, 8th edition, Division of Research, Graduate School of Business Administration (Michigan State University, 1970), reports that 334 people in Muskegon county receive old age assistance, 425 aid to dependent children, 8 aid to the blind, 151 aid to the

This has placed many minority individuals with limited education on the welfare roles.

In 1964 a number of businessmen who were members of the chamber of commerce decided that their organization should do more than cultivate business and the tourist trade. They shifted their emphasis to local problems and renamed their organization the Muskegon Area Development Council. They established a Human Development Division for the purpose of relating to the industrial community the basic and real needs of the Black population in order to use appropriately the community resources. The prevalent viewpoint was that protest marches and rhetoric had pointed out the problems, but now there was a real need for constructive, grass-roots activity.⁴

disabled, and 171 general assistance. There were 391 juveniles in the delinquency caseloads and 309 on the child neglect caseload. Of the total population, 12.6 percent made \$3,000 or less, 8.3 percent \$3,000 to \$5,000, 24 percent \$5,000 to \$8,000, 20.7 percent \$8,000 to \$10,000, 22.3 percent \$10,000 to \$15,000, 9.6 percent \$15,000 to \$25,000, and 2.5 percent made over \$25,000. The population of Muskegon county (Muskegon-Muskegon Heights) is 157,200 (12-31-71) as reported by Sales Management, The Marketing Magazine, Survey of Buying Power, Monday, July 10, 1972. (Local residents feel these 1970 statistics are too low and do not reflect the recent economic recession.)

⁴In a book called Anatomy of a Community, Characteristics of the People of Muskegon County Area (Muskegon, Michigan: Civic Affairs Research, Inc., 1968), the opinion was stated that non-white persons will represent an increasing proportion of the entire population of the Muskegon-Muskegon Heights area. The non-white population of the Standard Metropolitan Statistical Area differs

Initially the Human Development Division began its operation by selecting 38 Black committee members with a broad range of backgrounds, including ADC mothers and teachers. They were selected on the basis of their involvement in programs that were directed toward improving some phase of human life. Their range of influence was from the family to the school and neighborhood. These were people who did not have leadership positions. (In discussing their priorities it became evident to the Human Development Division that if the programs were to be effective the people involved would have to be instruments of their own self determination.) Their priorities were contrary to the N.A.A.C.P. and the National Urban League. They were interested in local neighborhood problems. On this premise these 38 members went out into the Black community and contacted people in their own neighborhoods whom they felt could generate some kind of response to alleviate the local problems.

The first meeting usually brought out eight or nine people from a given neighborhood. At this meeting the needs of this particular neighborhood were discussed by the people themselves. The representatives from the

significantly from the entire population in many important characteristics. These considerations suggest that continued special attention to the needs and aspirations of non-white persons in the Muskegon Standard Metropolitan Statistical Area is warranted.

Human Development Division attended and served as technical assistants. An instrument of interest was necessary to unify the people of a given neighborhood. The most important problems were determined by the group. After discussing these specific problems the group tried to determine what type of organization was needed to affect programs to alleviate the situation. From this meeting evolved an acting officers group. Residents were assisted in establishing a constitution-bylaw committee. It was known as a community organization of citizens, unsophisticated and uncluttered by bureaucracy. The group slowly developed according to its own efforts. Some never got off the ground while others developed a nonprofit corporation with definite goals and numerous programs.

The director of the Human Development Division is Alfred Williams, Jr. He had been involved in community development projects in Chicago at the same time Saul Alinsky was beginning to organize People's Organizations. Mr. Williams served as the Muskegon Area Development Council's resource person in the establishment of the organized neighborhood groups.⁵

⁵Mr. Williams was a member of the Prevention Division of Juvenile Delinquency and president of the student chapter of N.A.A.C.P. in Chicago. He is considered in this study to be a resource person in the area of community development. He is, what Dr. Sower

The emphasis in the neighborhood program was that communities had given up their democracy for bureaucracy and that they had to constructively reverse the flow from the city proper to one where the neighborhoods had a say in the type of service they needed.

This approach tended to create antagonism between the public and private agencies, the already existing community organizations and the neighborhood groups. This conflict was seen as a challenge and not a negative drawback. However, professional jealousies and duplication are always an on-going problem in community development programs.

A number of neighborhood improvement associations were organized throughout the Muskegon area. Each was centered around an elementary school district: Lindberg, East Park, West Heights, Reeths Puffer, Froebel, Blue Lake-Dalton, Angell, Marquette and Nelson. (See Appendix B for a map of Muskegon.)

Each association had a unique makeup, its own constitution-bylaws, and a different set of problems. For example, Blue Lake-Dalton Township Neighborhood Association, Inc., is a low income housing development

calls, a natural sociologist because he lives, works and participates in community development every day. He has been in Muskegon for 20 years.

outside of the city of Muskegon. This development, which was opened March 15, 1971, includes 72 homes and is a one and one-half million dollar project. Marquette Neighborhood Association is made up of a majority of Caucasian executives and teachers with homes valued from \$12,000 to \$50,000. The Froebel Neighborhood Association is primarily Black and located in almost a ghetto-type atmosphere. Nelson Neighborhood Association is an interracial organization trying to promote integration not ghettoization.

Each neighborhood improvement association has its own set of problems. Angell Neighborhood Association fought block busting by realtors and worked on juvenile delinquency prevention programs. Marquette worked on having a say on the planning of a housing development in their neighborhood. Blue Lake-Dalton Township Neighborhood Association, Inc., struggled for survival as an entity separated from the city proper.

The neighborhood association attended by the writer was located in the Nelson neighborhood. The meetings were held weekly but could be altered according to the need, season of the year and interest. Because this study is concerned primarily with the input of a neighborhood association in the area of crime prevention and the criminal justice system, the majority of the information gathered centers on the Nelson Neighborhood

Association and the other associations are mentioned only when they have a unique feature that is important to the crime prevention area.

The Nelson N.I.A. was chosen primarily because its president was also the director of the Human Development Division and the writer was more interested in the concept of the organized neighborhood than in any one particular association. In the course of time spent on this project the writer was able to follow Mr. Williams in his work and observe his organizational abilities. Besides taking a series of notes the writer taped informal sessions with Mr. Williams. The writer also had access to the complete files of work pertaining to the neighborhood associations. A selected number of items regarding the various associations' activities can be found in Appendix C.

The Nelson N.I.A.,⁶ started in 1964, was originally centered around white residents who were concerned about block busting, property values and a changing neighborhood. Through the association's efforts the Nelson neighborhood has become an integrated interracial community. The association has approximately 120 members from the 600 homes in the area.

⁶The Nelson neighborhood runs from Peck to Strong to 3rd on the east, to the railroad track on Henry Street on the west in Muskegon, Michigan.

Initially letters were sent out by the Human Development Division to the homeowners in the Nelson school district inviting them to discuss their changing neighborhood. A direct approach was employed; property values, ghettoizing the neighborhood and other controversial issues were faced head on by the citizens. The result was the formation of a neighborhood improvement association made up of Black and Caucasian residents. It proved to be an instrument by which the neighbors had a voice in, and a control over, the future of their community. Once the people began to feel their own efforts were accomplishing something there was no limit to their goals and the achievement of these goals. They called in outside technical assistance when they needed it, otherwise they operated on their own initiative.

The Nelson N.I.A. conducted a survey in the neighborhood to find out the priorities of all the residents. Block captains were established as liaisons to the committee members and membership drives were conducted. A fee of one dollar a year was charged to join the association and a newsletter was sent out periodically informing the neighbors of the various activities available to people of all ages.

The neighborhood association meetings were held as the need arose. Sometimes they were once a month, or if a project was underway they were held as often as

once a week. Meetings were held regularly to renew members' faith in each other. They were held in homes, churches, schools or Muskegon Area Development Council rooms. It was pointed out that the association offices are careful not to overburden the people with meetings unless there was a purpose and a recognized need.

The meetings themselves were conducted according to Roberts Rules of Order but there was a friendly neighborly atmosphere as opposed to formal rigidity.

Initially, " a series of committees was established. One was called the social concerns committee. This committee worked with programs for the elderly, the sick, preschoolers, the neglected and those in trouble with the law. This committee also arranged to buy and serve food for a family after a death had occurred or after the funeral service. Special people from the neighborhood were assigned to work with problem families. These people as empathic neighbors would help a particular family who might be having discipline lapses with their children, need housekeeping assistance, or help with budgetary problems, domestic situations or the like.

In the area of criminal involvement the social concerns committee worked with the police, especially the juvenile bureau. They assisted former offenders in attaining employment and gaining acceptance in the

neighborhood. They helped to ease the stigma of being a former offender. They tried to involve the former offender in neighborhood projects and the youthful offender in recreational programs.

Another committee established was the neighborhood improvement staff. These people worked on housing, street lighting, street and alley repair, garbage problems, block busting, steering and other related problems. They held beautification contests for yards, gardens and home care and issued certificates for any home improvements made by a resident.

A certified area program (Michigan Title I) was introduced in the Nelson area and made available to other neighborhood associations. It was authorized by the Housing and Urban Development Act of 1968 (H.U.D.) and provides financial assistance in the form of rehabilitation grants and low-interest loans in residential areas to halt physical deterioration of those areas. A member of the Nelson N.I.A. was trained at City Hall for three months to learn the paperwork procedures for the loans and grants. She then worked out of the Human Development Division and began processing applications. Three local banks cooperated with the N.I.A. on the small loans. People were made aware of the program through the N.I.A. and when they applied, an N.I.A. representative and a known contractor inspected

the home and estimated the cost. If the family qualified, the work was done. In the Nelson area by October 17, 1972, seven homes had improvements made, one was still in progress, two were out to bid and twelve were not approved because the repairs exceeded the value of the house or the parents separated and the husband's income exceeded the amount necessary for qualification. The screening done by the N.I.A. on this type of a program insured that those who needed the assistance were most likely to get it.

The neighborhood improvement committee also sends letters and makes personal visits to families who have let their property run down. They write letters to landlords asking them to improve their property. If there is no response the landlord is informed that city inspectors will be called to establish whether his property meets the city code or should be condemned. Periodically, a housing survey is conducted by the N.I.A. so that they know their neighborhood and have a file of the homeowners, landlords and renters.

Certificates of appreciation are given to members of the neighborhood who have worked hard to keep up their yards. Some of these people are invited to serve on the beautification committee. There are other events held, such as the Christmas decoration contest, that help people take pride in their property. There

is also an association caroling group that visits and sings Christmas songs for the neighborhood.

The philosophy behind the N.I.A. is to reward those who respond. Society, they believe, in the past has often assisted others without motivating them to help themselves and, in so doing, has perpetuated their present condition.

Another program encouraged by the neighborhood improvement committee was the building and selling of garbage racks by the youth of the area. Along with this there was a painting program established where the youth, under professional supervision, painted homes in the neighborhood throughout the summer and earned spending money.

The recreational committee of the N.I.A. was perhaps the most successful in providing activities for the youth and preventing idleness and potential delinquency settings. They have established cultural activities, 4-H programs, sports programs of all kinds, and they are attempting to make similar opportunities available for residents of all ages.

The summer recreational program deserves special comment. A survey was passed out in the school in order to determine the young people's interests. Later, letters were distributed to the neighborhood homes posting a schedule of all the summer events. The program was

coordinated with the community schools and the local parochial school. It consisted of arts and crafts, boys' and adults' baseball, girls' softball, women's softball, boys' basketball teams, a city track meet, swimming, roller skating, dances, cooking, music and charm classes and fishing. A football program was added in the fall. Karate classes and boy scout programs have also been established. A young adults' basketball team is sponsored by the N.I.A. in the city league and the young adults have a social group affiliated with N.I.A.

A group of neighborhood boys, along with a supervisor, set up bleachers to allow residents of the neighborhood to come down and watch many of the events.

The recreation program also provided employment for some of the young adults in the area. Money came from the Community Summer Recreational Program. The youth workers were supplied with red windbreaker jackets with the N.I.A. emblem. When the police patrolled the area they could stop and talk to one of these youths to be assured that all was going well and no one was trying to break up their activities. It also reminded the neighborhood people that their program was at work.

Another committee of the N.I.A. is the Ways and Means. Members of this committee put on fund raising programs, pancake dinners, potluck dinners, talent shows, dramas, raffles, candy sales and other similar

events. These social occasions not only raise money but more importantly they provide the residents with the opportunity to come out and get to know one another better.

Raising money is a constant problem but the N.I.A.s do receive donations from public and private agencies. If the city participates in federal funds through revenue sharing or any other programs in the future, the N.I.A.s are prepared to request funds for their programs.

The N.I.A. studied the possibility of recommending a parental responsibility ordinance for families in the neighborhood who refuse to control the deviant behavior of their children. A violation could result in a fine, or jail and rehabilitation program for parents who allow their young people to commit a number of criminal acts.

The N.I.A.s are involved with the local community college, especially with the students from the local neighborhoods who attend the college.

The local schools also must answer to the observing eye of the N.I.A. Children who need special programs are followed by the N.I.A.'s people. The Title I director of the federally sponsored school program checks with the N.I.A. to assess its needs and make known the remedial programs for children from problem families. There is a Community Education Program offering day and night

classes for adults and there is no charge for people who have not graduated from high school.

The police chief is a frequent visitor to the Nelson N.I.A. Through his attendance at some of the meetings he decided to place two officers on foot patrol in the Nelson neighborhood to get to know the residents and to talk with the children. He stated that crime has gone down in the Nelson area by 25 percent in 1972. One of the causes he feels is the effectiveness of the Nelson N.I.A. His officers state that the Nelson young people are now looked upon by the police as organized in their recreation, happy, using less profanity, integrated and vastly different from some other neighborhoods in Muskegon. There is also a higher rate of citizen crime-reporting and witness cooperation experienced in the Nelson neighborhood.

Representatives from various companies attend certain neighborhood meetings. The N.I.A. recommends residents to them for employment and N.I.A. then backs up the person's work record by seeing that the party performs his job to the best of his ability.

N.I.A. members attend city planning meetings and other city council meetings that they feel involve them directly.

The Nelson N.I.A. works to keep an integrated ratio on the neighborhood association board. Elections

are held once a year. There is a president, vice president, secretary and treasurer, along with various committee chair people.

The Nelson N.I.A. works with people who are detained in the county jail; this is usually on a one-to-one basis. They assist case workers from the Department of Social Services with problem families. Their work in juvenile court is expanding. Their work in adult court is limited again to individual cases. One judge is a member of the Nelson N.I.A. and has been very helpful to the group. The N.I.A. finds jobs and support for persons on probation, parole or former offenders. They do their best work with the juvenile bureau of the Muskegon police department.

As the organization becomes stronger, its success in the area of crime prevention should become evident. By working with problem families, redeveloping homes through loans and grants, encouraging educational and recreational programs for all ages, cooperating with formal agencies and helping them improve their services, and above all creating a real neighborhood atmosphere and feeling, the N.I.A. is serving a real grass-roots function in today's city in the area of crime prevention.

PART II. METHODOLOGY

Based on the observations of Neighborhood Improvement Association (N.I.A.) meetings and activities for approximately an eight month period, the researcher designed an interview schedule utilizing Dr. Christopher Sower's Normative Sponsorship Theory.⁷ The Normative Sponsorship Theory proposes that a community program will be sponsored only if it is normative (within the limits of established standards) to all persons and interested groups involved. The focus of the interviews was to determine the role of an N.I.A. in crime prevention and the criminal justice system.

One of the major considerations when attempting to initiate a community program like N.I.A. as a crime prevention ally in the criminal justice system, is to determine how a number of interested groups can have sufficient convergence of interests or agreement on common goals to bring about effective implementation.

Each group involved and interested in crime prevention as part of the N.I.A. role must be able to justify and legitimize the common group goal (crime reduction) within its own patterns of values, norms and

⁷ Christopher Sower, "Updating Outdated Organizations: The Normative Sponsorship Theory" (unpublished paper, Michigan State University, 1967).

goals. The more congruent the values, beliefs and goals of all participating groups, the easier it will be for them to agree on common goals. The participating groups do not necessarily have to justify their involvement or acceptance of a group goal for the same reasons.⁸

Whenever areas of agreement are being identified between groups with a different normative orientation, it is important that the concept of self-interest not be denied, because it cannot be expected that all groups will have common or similar motivations for desiring program development. Self-interest is not dysfunctional unless it contributes to intergroup contest or opposition and diverts energy that should more appropriately be directed to problem solving.⁹

In the N.I.A. concept there is a built-in role for the use of technical assistance. This would involve an outside professional agency coming in to work with the N.I.A. only for as long as the N.I.A. could use their services. They would return only when asked. The chief technical assistance agency working with the N.I.A. in Muskegon is the Human Development Division of the

⁸Christopher Sower, et al., Community Involvement (Glencoe, Illinois: The Free Press, 1957).

⁹Robert Trojanowicz, Juvenile Delinquency, Concepts and Control (Englewood Cliffs, New Jersey: Prentice-Hall, Inc., 1973), p. 294.

Muskegon Area Development Council. It serves as the original organizer by uniting key people for the neighborhood. After the association has been established, the technical assistance is withdrawn and is available only upon the association's request. There is no cooptation. It is interesting that once the N.I.A. begins to see its own potential, its requests for outside technical assistance decrease.

The N.I.A. uses many community agencies for resources when information is needed. For example, the police department personnel are called in to inform the group of the crime situation in the neighborhood. In return the association communicates to the police the attitude and type of policing that they desire.

Another important concept that the N.I.A. would have to implement is viewing problems as challenges rather than areas of opposition or conflict. The Normative Sponsorship Theory postulates that programs that challenge the skeptics through involvement, participation and cooperative action will be more effective than programs that are conflict oriented. Skeptics and cynics gain support when there is conflict and positions are polarized. If unreasonable demands are made by an N.I.A., other agencies react by overjustifying their positions and actions. The longer and more intense the conflict, the

less chance there is to identify and develop points of agreement from which viable solutions can be implemented.

To test whether the concept of an N.I.A. could be effective in the area of crime prevention, a study was made of its acceptance by the agencies in the criminal justice system. Three steps were undertaken to determine the viability of an N.I.A. in the area of crime prevention.

Step one: The relevant systems in the criminal justice system were identified. In Muskegon twelve areas¹⁰ were considered. They include, in alphabetical order:

1. Adult Court
2. County Jail
3. Department of Social Services
4. Former Offender Ranks
5. Juvenile Court
6. Legal Aid
7. Muskegon Police Department
8. Nelson Neighborhood Improvement Association
9. Present Offender Ranks
10. Prosecutor's Office
11. Public Defender's Office
12. Security or Correctional Institution

Step two: Personnel from each of these components of the criminal justice system were interviewed concerning their own role (both ideal and actual) in crime prevention, what place they felt there was for an organized citizens group like N.I.A. in working with the criminal

¹⁰ Each component will be explained in detail in Part III, Sampling.

justice system to prevent crime and what they considered the other components should be doing to work with N.I.A. in preventing crime.

The interview design (see Appendix D) divided each question into three parts:

- | | | |
|--------------|-----|--|
| Ideal | (A) | 1. What is the role of your organization (for example, police) in crime prevention? |
| | | 2. What place is there for organized citizens groups like N.I.A. in working with the criminal justice system to prevent crime? |
| Actual | (B) | 3. What is your organization actually doing to prevent crime? |
| | | 4. What are the citizens in Muskegon and especially in N.I.A. doing to prevent crime? |
| Alternatives | (C) | 5. What do you think are viable alternatives for citizens controlling and preventing crime? |
| | | 6. What do you think citizens groups (N.I.A.) see as viable alternatives for preventing crime? |

The second series of questions in the interview maintain the same pattern but they attempt to determine what each part of the criminal justice system feels the role of the other areas should be (ideal), is (actual), and viable alternatives toward the N.I.A. in crime prevention.

Each interview, which was arranged in advance either with the individual himself or his supervisor, lasted approximately one hour.

The interviewer introduced himself as a researcher from Michigan State University conducting a study funded under the Department of Justice. (This study was financed in part with a Department of Justice Criminal Justice Fellowship Award. See Acknowledgments.) It was explained that the person interviewed would remain anonymous and any information she or he gave would be recorded in a major category. For example, if the person was a police officer the answers would be analyzed along with the other police officers interviewed and the total police response would be incorporated and reported in the study.

A brief explanation of N.I.A. involvement in crime prevention was given. It was emphasized that the study was concerned with the concept of a N.I.A. and not the personalities of N.I.A. members. One of the reasons for this clarification was because of conflict and competition between various persons in the Muskegon Area Development Council (M.A.D.C.) and the Community Action Against Poverty (C.A.A.P.) programs.

Certain words on the interview form such as "viable" were also clarified. Even though the interviewer tried to be flexible in the interview the format was kept consistent to increase reliability and validity. Because of the diversity of the backgrounds and opinions of the interviewees, it was difficult at times to keep a

consistent focused interview. The writer feels, however, that this was accomplished.

The interview was started with a non-directive lead question requesting a description of the interviewee's agency and his experience, age, education and other background information. The ideal role of his agency in crime prevention was asked, followed by the individual's ideas on the place of an organized citizen's group like N.I.A. in working with the criminal justice system to prevent crime. Specific questions were then asked to determine areas of consensus, dissensus, and alternatives with other agencies.

All the interviews were carried out by the writer except four which were conducted by the Michigan State University project supervisor, Dr. Robert Trojanowicz. He conducted four interviews with the Department of Social Services personnel to evaluate the interview format and see firsthand the overall direction of the study.

The interview schedule was pretested with members of the Muskegon Police Department. It was at this time that it was decided to clarify some of the terminology of the interview schedule. The basic format of the schedule remained the same, however.

A written log was made of each day's interviews. This information is developed in the section on sampling.

Step three: The identification of the areas of agreement (consensus), disagreement (dissensus), and the viable alternatives were analyzed. A matrix method is utilized for this process (see Charts B and C). The norms and behavior expectations held by the twelve components of the criminal justice system relative to crime prevention are determined and then compared with each other. The alternatives each agency has defined for itself are also compared with both the perceived and stated alternatives of the other components. The areas of agreement are identified providing a base for common linkages between the components so that crime prevention problem solving will be facilitated. The areas of disagreement are also pinpointed so that potential obstacles that can hinder common problem solving can be recognized and dealt with accordingly.

Four major tasks were undertaken by the researcher to determine normative feasibility of N.I.A. involvement in crime prevention and the criminal justice system. The first task was to obtain a description of the N.I.A. and the other components of the criminal justice system regarding crime prevention; identifying significant events relating to this subject. This was accomplished through an eight month participant observation period by the writer. This involved attending weekly association

Chart C

Diagram of the Matrix Method of Identifying Areas of Consensus and Dissensus

Ideal and actual perceptions held by	Ideal and actual perceptions held about					
	Adult court	County jail	Dept. of Soc. Services	Former offender	Juvenile court	Other agencies
Adult court	Self concept 1. Ideal 2. Actual 3. Alternatives					
County jail	1. Ideal 2. Actual 3. Alternatives	Self concept 1. Ideal 2. Actual 3. Alternatives				
Department of Social Services			Self concept			
Former offender				Self concept		
Juvenile court					Self concept	
Legal Aid						Self concept
Nuskegon Police						
Nelson N.I.A.						
Present offender						
Prosecutor's office						
Public defender						
Security/correctional institution						

meetings, general meetings, organizational meetings, social events, money raising dinners and awards dinners.

The second task was to observe and evaluate the relationship between the selected agencies and N.I.A.s and any primary events related to this relationship.

The third task was to determine how the concept of an N.I.A. and its role in crime prevention was perceived by the twelve selected components of the criminal justice system. Tasks two and three were accomplished both through observation and information obtained from the interviews.

The fourth task was to probe for roles that are open to legitimate linkages between N.I.A.s and the other components of the criminal justice system. This was accomplished through analyzing the results of the interviews.

The ultimate result of the analysis is the actual identification of a normative linkage model between N.I.A. and the components of the criminal justice system so that they cooperatively and jointly develop a partnership in preventing crime and working on social problems. The information gathered and the model developed from the Muskegon N.I.A. research can then be replicated in other communities.

PART III. THE SAMPLE

A randomization method was employed in this study to maximize the possibilities of drawing a representative sample from the population to be interviewed. The basic assumption of randomization is that every element, or some combination of elements, in the population has a specified chance of being included in the sample.¹ Where random selection was impossible the writer explains the problems involved and the sample selected.

Twelve areas of involvement were dealt with in this study: the Adult Court, the County Jail, the Department of Social Services, the Former Offender, Juvenile Court, Legal Aid, the Muskegon Police, the Nelson Neighborhood Improvement Association, the Present Offender, the Prosecutor's Office, the Public Defender and the Correctional Institution.

The total number of persons involved in each area was determined as closely as possible and the square root of each group was chosen as the number to be interviewed (Table 1). The following describes some of the characteristics of the total sample.

¹¹Norman K. Denzin, The Research Act, a Theoretical Introduction to Sociological Methods (Chicago: Aldine Publishing Company, 1970), pp. 81-143.

Table 1

Agencies and Personnel Participating in Study

Group	Participants	Total Possible	Percentage
Adult court	6	16	37.5
County jail	4	15	26.7
Dept. Soc. Serv.	8	72	11.1
Former offender	3	--	--
Juvenile court	4	12	33.3
Legal Aid	2	2	100.0
Muskegon Police	11	100	11.0
Nelson N.I.A.	11	109	10.0
Present offender	5	32	15.6
Prosecutor's Off.	2	7	28.6
Public defender	3	6	50.0
Sec./Corr. Inst.	1	--	--
Total	60	371	16.2

Number, Race, Sex

Sixty people were interviewed. They either lived or worked in the city of Muskegon. There were fifty men and ten women. Fourteen persons interviewed were Black (Afro-American), forty-two Caucasian, two Mexican-American, and two stated that they were part Native American (Indian). These minority groups were not restricted to any specific area in the study categories, but were dispersed among the total group.

Age

The ages of those interviewed were evenly distributed (Table 2). Twenty-five percent of the interviewees were in the 25-29 age group. The next largest group (50-54 years old) was 16.6 percent of the total. Those 29 or under constituted 58.3 percent of the total.

Years of Experience

The years of experience of those interviewed were evenly distributed (Table 3). The largest group (16.7 percent) had one to three years of experience.

Former offenders, present offenders and members of the neighborhood improvement association were excluded from this table because it did not apply.

Table 2

Ages of Participants in the Study

	Under 25	25-29	30-34	35-39	40-44	45-49	50-54	55-59	60 and over
Adult court						2	3	1	
County jail	1			1		1	1		
Dept. Soc. Serv.	1	3		2		2			
Former offender	2	1							
Juvenile court	1	1	1			1			
Legal Aid		1					1		
Muskegon Police		4	2	3	1			1	
Nelson N.I.A.	1				1	1	4	2	2
Present offender	2	3							
Prosecutor's Off.		2							
Public defender			2				1		
Sec./Corr. Inst.		1							
Total	8	16	5	6	2	7	10	4	2

Table 3

Years of Experience of Participants in the Study

	Less than 1	1-3	4-6	7-10	11-15	16-20	21-25	26 or more
Adult court			1		1	1	3	
County jail		1		1		1	1	
Dept. Soc. Serv.	1	3	1	1		1	1	
Juvenile court	1		2			1		
Legal Aid		1					1	
Muskegon Police		3	1	3	1	2		1
Prosecutor's Off.		1	1					
Public defender		1	1				1	
Sec./Corr. Inst.					1			
Total	2	10	7	5	3	6	7	1

Formal Education

The amount of education varied according to the position held and the role played in the community setting (Table 4). Because of the number of professional people interviewed, the educational level was very high in many cases. However, all educational levels are represented. The largest group (23.3 percent) were those with one to three years of college.

Agencies Interviewed

The sample and the unique characteristics of each area are presented in alphabetical order.

Adult court. The adult court in the Muskegon area is comprised of circuit and district court. In the circuit court there are three judges, six probation counselors, and one parole agent. The district court has five judges and one probation counselor. The parole agent is the same person as in the circuit court. A total of sixteen personnel were eligible for the interview. Six were chosen at random: one circuit judge, two district judges, one circuit probation counselor, one district probation counselor and one parole agent. They were interviewed in their respective offices.

County jail. The Muskegon county jail has fifteen personnel; four were interviewed. Three were members

Table 4

Formal Education of Participants in the Study

	8 years or less	9-11	High school diploma	College 1-3	College degree	Graduate school	Masters degree	Law degree
Adult court			1			1	1	3
County jail		1			2		1	
Dept. Soc. Serv.				1	5		2	
Former offender		1	2					
Juvenile court				1	3			
Legal Aid								2
Muskegon Police			5	6				
Nelson N.I.A.	2	4	1	3			1	
Present offender	1	2		2				
Prosecutor's Off.								2
Public defender								3
Sec./Corr. Inst.							1	
Total	3	8	8	14	10	1	6	10

of the rehabilitation team and one was in the area of security. It was decided after speaking with the sheriff and rehabilitation director that these individuals would be chosen rather than more custodial personnel because of the nature of the project. The result was that the four chosen were not random but chosen by the administration as more representative of county jail personnel who would come in contact with the efforts of the community to assist in county jail rehabilitation programs. They were interviewed in the county jail offices.

Department of Social Services (D.S.S.). One division of the Muskegon Department of Social Services was chosen for the interviews. This was the department directly connected with services to problem families and neglected and delinquent children. There were seventy-two individuals eligible for the sample. Eight were chosen at random. One interviewee was in administration and seven were fieldworkers. They were interviewed in the Department of Social Services' conference offices.

Former offenders. A list of ten known former offenders was supplied by a community worker. Three were chosen at random for the interview. The interviews took place at the Muskegon Area Development Council's conference room.

The formal statistics indicate that there are approximately fourteen new parole cases in Muskegon county per year and the parole caseload is 90.1 parolees per month (approximately 70 percent are from the city of Muskegon).

All the persons interviewed had been in jail and two had served considerable time in state prisons.

Juvenile court. Juvenile court has twelve personnel. Four were selected at random to participate in the study. They were interviewed in their individual offices. Included in their number were one administrator and three probation counselors.

Legal Aid. Two lawyers presently work for Legal Aid services. They were both interviewed in their respective offices.

Muskegon Police. There are one hundred members in the Muskegon Police Department. Eleven were chosen for the interview. One was in administration and was interviewed in his office. Three were from the juvenile bureau and they were interviewed individually in their offices. Six were interviewed in their squad cars. The interviewer signed an insurance waiver and rode with each officer while he was on duty. In one case two officers were riding together, otherwise there was one

man to a car. Two members of the detective bureau were interviewed in their offices.

The officers selected to be interviewed were chosen at random according to who was on duty the day the interviews were conducted. In two cases the officers were interviewed on another day because they had to leave their office before the interview could be conducted.

Nelson Neighborhood Association. The membership list of the Nelson Neighborhood Improvement Association was obtained and divided into men and women. Then a random sample of each division was taken. This approach was used because there were many couples involved; this allowed either party to be chosen. It also insured an equal distribution of men and women in the sampling. There were one hundred and nine members listed at the time of the interviews. Eleven were chosen to be participants. They were called on the phone and the purpose of the interview was explained to them. An appointment was arranged at their convenience either in their home (seven) or at the Muskegon Area Development Council offices (four).

If a resident refused to be interviewed for personal reasons the next person on the list was chosen.

Present offender. The same day that the personnel from the county jail were interviewed, four occupants of the county jail cells were also interviewed. One other participant was interviewed on another date. At the time of the interviews, approximately thirty-two persons from the city of Muskegon were in the jail cells. Five were chosen for the interviews. These were chosen at random where security permitted. For example, one of the individuals chosen had been to court that same day and had been sentenced to Jackson Prison (four to ten years). It was decided that he should be passed over in the sample because of his particular circumstances.

The sample included two Caucasian males, one black male, one black female and one Mexican-American male. All were in jail on felony charges. They were interviewed in the jail conference or visiting rooms. The one person interviewed the following day was seen at the probation office conference room located in the same complex as the county jail.

Prosecutor's office. Two persons from the seven member prosecuting staff were interviewed. These were chosen by the prosecutor because he stated that they would be familiar with the policy of his office towards community involvement. It should be noted that the prosecutor had been recently elected to his office and

had a new staff. The two persons were interviewed in the prosecutor's offices.

Public defender. There are six private attorneys who have been appointed to serve as public defenders for any person not able to afford his own attorney. Three work with juvenile offenders and three with adult offenders. One public defender was chosen at random from the three who defended juveniles and two who defended adults were chosen at random. They were interviewed in their respective offices.

Security/correctional institution. It has been pointed out earlier in this paper that a minimum security correctional facility was under construction in Muskegon, Michigan, at the time of this study. It was decided to interview personnel from this institution to determine their attitudes toward an organized neighborhood's role in the criminal justice system and specifically in working with the persons in a correctional facility in its city. Because no one had been hired at the time of the study to work in the institution it was decided to contact the Department of Corrections in Lansing, Michigan. The writer was directed to a member of the Treatment Department in the Department of Corrections. This person represented what the policy of the department would be

towards citizen involvement in the treatment phase of the institution.

It was decided to interview only one administrator to obtain a general idea of what roles would be open to an organized neighborhood in a correctional facility. The administrator was interviewed in his state office in Lansing, Michigan.

In general, it should be pointed out that the writer received complete cooperation from all parties throughout the study and the interviews. The writer arranged the interviews both over the phone and during initial meetings with the individual divisions of the criminal justice system. The study was not advertised in any way and the majority of the people interviewed knew nothing about the nature of the interview until it actually took place.

The majority of the interviews were carried out at the appointed time. Seldom did an interview have to be rescheduled because of a conflict. Each interview lasted approximately one hour. The participants were assured of anonymity in regard to the information they gave during the interview. This allowed for full expression and complete freedom during the interview.

Chapter 5

ANALYSIS

The analysis of the information gathered through the interview process centers around a series of profiles developed from the data. These profiles are determined by comparing and condensing the interview material with areas of consensus (agreement) and dissensus (disagreement) recorded. Suggested alternatives are listed. The profiles include responses from the persons in a specific agency or group, and also the ideal and actual organized citizen involvement. Each person in the agency or group is also asked for his opinion on the place of an organized citizen's group like a neighborhood improvement association (N.I.A.) in working with the criminal justice system to prevent crime. The second series of profiles relates to the perception of one agency or group towards the other agencies or groups interviewed and their role in assisting citizens groups (N.I.A.) in crime prevention. Again the ideal role and the actual role are asked for and suggested alternatives are listed. In the final chapter (6) of this study the comparisons and conclusions are drawn from the profiles.

THE ADULT COURT: A PROFILE

Self Concept

Ideal role. The adult court personnel see their ideal role in crime prevention as one of setting limits for their clients, referring people to proper resources, using sentencing as a deterrent to crime, returning a parole violator and counseling individuals. They try to see the individual as a whole person including his social history and environmental background. Their role is to control the person from offending again and they attempt to break the offender's negative life cycle. If the client is proven guilty (after a fair trial) he must be punished according to state law. The punishment must fit the crime. There was consensus on this profile by those interviewed.

Actual role. In actual fact, the adult court personnel felt that they are accomplishing their ideal role in crime prevention by keeping a close check on their probationers, using training programs (twelve percent of parolees), the alcohol and drug programs, and professional counselors. They considered their use of counseling on a one-to-one basis as good. They are consolidating the court to make it more efficient and are hiring a court administrator to facilitate the

flow of court cases and to improve the effectiveness of the court process.

One-third of the parties interviewed expressed the opinion that nothing was actually being done by the adult court in the area of crime prevention.

Ideal organized citizens role. There was unanimous agreement from the adult court sample that there is a place for an organized citizens group such as a neighborhood improvement association. They believe the organized neighborhoods can work with the criminal justice system in the following ways: serving as volunteer probation sponsors, especially working with the juvenile offender; being available as a resource to counsel militant individuals; assisting in education, employment and training; helping to improve the physical appearance of homes and the neighborhood; creating alternatives for school drop-outs and problem families; developing recreational facilities; encouraging neighborhood awareness; monitoring high school events; fostering racial cooperation; changing attitudes, and making better use of community services.

Actual organized citizens role. The adult court considered actual Muskegon citizen involvement in crime prevention to include the drug and alcohol programs, volunteer work with probationers, employing former

offenders, and involvement in the Community Action Against Poverty program, the Muskegon Area Development Council and neighborhood associations.

One adult court employee felt no citizen involvement was really taking place. This party expressed the opinion that the feeling among the citizens to become involved was prevalent, but no major effort was being extended by the court.

Alternatives suggested by the adult court for citizens to control and prevent crime are: more work with drug problems (perhaps England's control centers for confirmed drug users), more involvement in the volunteer probation counselor programs, more developing and training of community leaders, more use by industry of retirees to train unemployed citizens, the use of the silent observer program, a neighborhood ombudsman, a community court watcher concept and more overall use of volunteers.

Alternatives suggested by the adult court as to what they think an organized citizens group considers as viable steps to assist in preventing crime are: lowering the crime rate by assisting young people through recreational programs and employment opportunities, helping individual cases by informing the judges and their staffs of the community's judgment of the person, helping the criminal justice system understand the black culture, and offering suggestions for more personal and community

safety measures against crime. They also feel that citizens want vocational training, and state that the courts should have more exposure to community activities by attending their events and giving talks to neighborhood groups explaining the role of the court. The adult court feels that the citizen wants the court to avoid extremes (too punitive or too permissive philosophies). Citizens also want home rehabilitation, better street lighting, more assistance for older citizens and more cooperation with the school programs and the courts.

The Adult Court: County
Jail Role

Ideal role. The adult court expressed the opinion that the county jail personnel should use organized citizens groups as a resource. They can establish communication with, and feedback to, the county jail and assist in the work release program. The organized citizens group in a given neighborhood can help develop a rehabilitation plan for the inmate and work with vocational training programs.

One-third of the adult court personnel expressed no opinion on this subject.

Actual role. In actuality, the adult court felt that the county jail was using neighborhood groups in their rehabilitation programs. This was especially true

in drug, alcohol and employment programs. Certain church groups are involved in jail visitations and sponsoring individual inmates.

One person interviewed felt that the organized neighborhood was being used only in a limited degree and that much more could be done.

Alternatives suggested by the adult court personnel as to what they think the county jail personnel see as possible opportunities to assist an organized citizens group in crime prevention are: using more volunteers under supervision, hiring a bus for the work release program, working with deputies on attitude change, using neighborhood groups for housekeeping chores, and improving communication between the citizen, the inmate, and the jail personnel.

The Adult Court: Department
of Social Services Role

Ideal role. There is a good liaison role needed between the organized neighborhood and the Department of Social Services. There has to be more responsible action to citizens' needs. The available services of the Department of Social Services should be known by the community and they should be aware of the role of the problem family committee of a neighborhood association.

One-half of the people interviewed from the adult court had no opinion on what the ideal role of the

Department of Social Services should be in assisting citizens groups (N.I.A.) in crime prevention.

Actual role. The Department of Social Services and neighborhood groups are working together with problem families, and processing complaints of welfare fraud and support cases through the Friend of the Court program. The adult court personnel also indicated the involvement of citizens through church groups. They expressed the warning to safeguard the rights of recipients of Department of Social Services assistance.

Alternatives suggested by the adult court personnel as to what they think the Department of Social Services sees as possible opportunities to assist an organized citizens group (N.I.A.) in crime prevention are: to work together more with problem families, and to hire people on welfare to work with other families and the Department of Social Services. It was noted that a special type of person was needed to work in this capacity.

The Adult Court: Former
Offender Role

Ideal role. There is a place for the former offender working with organized citizens groups, especially preventing others from getting into trouble. There needs to be more of an effort made by the total

criminal justice system to put the former offender back into the mainstream. Corrections and the court have to take the lead and the churches and neighborhood associations have to follow that lead. The former offender should be assimilated into the neighborhood and his past should not be an albatross around his neck.

Actual role. The former offender is playing some part in drug education programs, halfway houses and employment programs. However, it is a limited role.

Alternatives suggested by the adult court personnel as to what the former offender sees as possible opportunities for him to assist an organized citizens group (N.I.A.) in crime prevention are: assisting in the jail rehabilitation program, more one-to-one counseling, working with the school system, helping other former offenders, and building up employment possibilities for former offenders.

The Adult Court: Juvenile Court Role

Ideal role. The juvenile court should play a greater role in working with the organized citizens group because juveniles can benefit more from such a relationship than the adult offender. There are many resources available and the organized citizens group can help make parents more accountable. The juvenile

court can work with the citizens to develop recreation and employment opportunities for young people. The responsibilities can be shared through a close working relationship between the court and the organized citizens group.

One-half of the adult court personnel expressed no opinion on the ideal role.

Actual role. There is some group work being done and Big Brothers is functioning within the court. Other than that the relationship between the juvenile court and citizens groups is very poor.

Alternatives suggested by the adult court personnel as to what they think the juvenile court sees as possible opportunities for assisting organized citizens groups (N.I.A.) are: the use of more one-to-one volunteers and a rotation of the presiding judgeship.

The Adult Court: Legal Aid Role

Ideal role. Legal Aid should be a resource to organized citizens groups. They should educate the public to their services.

Actual role. Legal services are known and available to the community. They do go to the schools

to explain their program but there are only two lawyers and much of their time is spent on divorce cases.

Alternatives suggested by the adult court personnel as to what they think Legal Aid sees as possible opportunities for assisting organized citizens groups (N.I.A.) in crime prevention are: more referrals from the Department of Social Services, more one-to-one counseling and speaking to groups to educate them to Legal Aid services and citizens rights. Perhaps the Bar Association can assist in this area.

The Adult Court: The Police Role

Ideal role. The police role should consist of good training in the area of police-community relations. The police should know the neighborhood where they work and there should be no vigilante-type citizens patrol.

One-third of the adult court personnel expressed no opinion on the ideal role.

Actual role. The juvenile bureau works well with the neighborhood associations. They work with the juveniles in the school on drug education and traffic safety. There are recreation programs sponsored by the police. The police have had in-service training in police-community relations. There is still a feeling of fear and apprehension about the uniformed police officer.

Alternatives suggested by the adult court personnel as to what they think the police see as possible opportunities for assisting organized citizens groups (N.I.A.) in crime prevention are: more police work with neighborhood groups and a mutual appreciation of each others' roles; more work with schools; more upgrading of police training; better recreational facilities for youth (both indoor and outdoor); citizen patrol for domestic situations, gang problems and monitoring school events; a rumor clinic in times of crises to inform police of impending trouble, and more positive leadership in neighborhood groups.

The Adult Court: Prosecutor's
Office Role

Ideal role. The prosecutor's office should talk with a spokesman from a neighborhood association on a given problem. The prosecutor should talk to neighborhood groups to acquaint them with his services and the court process. By communicating with the people the prosecutor can better serve the citizens' needs.

Actual role. The prosecutor's office has had a change of personnel. They do talk and work with groups to cut down the crime rate but most of their time is spent in court. They have started a monthly report on warrants issued, processed and tried.

Alternatives suggested by the adult court personnel as to what they think the prosecutor's office sees as possible opportunities to assist organized citizens groups (N.I.A.) in crime prevention are: better support in testifying in criminal prosecutions and the availability of key people in the neighborhood to communicate with the prosecutor's office.

The Adult Court: Public
Defender Role

Ideal role. The public defender should defend the poor and advise them of their rights. They should use the organized citizens groups (N.I.A.) as resources for information so they can know their clients better and work out acceptable solutions for their problems.

One-half of the adult court personnel expressed no opinion on the ideal role of the public defender.

Actual role. The county commissioner appoints private attorneys to serve as public defenders at eighteen thousand dollars a year. The quality is not as good as that which they provide their clients in the private law practice. There is not much public relations done. They are serving the public, they know the law and they are doing an adequate job. There are some negotiated pleas taking place.

Alternatives suggested by the adult court personnel as to what they think the public defender sees as possible opportunities to assist organized citizens groups (N.I.A.) in crime prevention are: assisting in individual cases with information, a form of working liaison between N.I.A. and the public defender without "a watch and ward society" developing.

The Adult Court: Correctional
Institution Role

Ideal role. Organized citizens groups (N.I.A.) should be able to assist the correctional institution in rehabilitation programs, social development for the inmates, job opportunities, group therapy, recreation programs, education and vocational training.

Actual role. The preparation for the correctional institution and its interaction with the community has been limited.

Alternatives suggested by the adult court personnel as to what they think the correctional institution sees as possible opportunities for assisting citizens groups (N.I.A.) in crime prevention are: use community groups for individual contacts, volunteers, group counseling, and work furloughs; the formation of a reclamation committee and a chapter of the Junior Chamber of Commerce in the institution; talk to the council of

churches and N.I.A.s to determine how their services can be best used.

THE COUNTY JAIL: A PROFILE

Self Concept

Ideal role. The county jail personnel are divided in their thinking about the ideal role of their facility in the area of crime prevention. They view the jail as treatment oriented. It is usually the first contact a client has with correctional personnel. Possibly the problems of each individual should be identified and available resources from the community utilized. However, perhaps the ideal role of the jail is simply a holding or security facility until other alternatives can be found. A rehabilitation program has been started in the jail and there are hopes that treatment will win out over the strict security role.

Actual role. In actual fact the county jail personnel are developing a very energetic rehabilitation program. They are using education classes, group therapy, individual counseling, vocational training, work release programs, job finding, follow-up on released clients (six months), and they are coordinating their program with existing community programs, especially in

the drug, alcohol, educational, vocational and counseling areas.

Ideal organized citizens role. There is unanimous agreement among the county jail personnel interviewed that there is a place for an organized citizens group (N.I.A.) working with the criminal justice system to prevent crime. They believe this concept can be applied in developing a closer relationship with the schools to help pre-delinquents, in creating recreational programs, in organizing community leaders and in drawing up goals and objectives to work with the formal members of the criminal justice system.

Actual organized citizens role. According to county jail personnel, the citizens of Muskegon are working on crime prevention. Their efforts vary. Some citizens have very little knowledge of their role and some are making concerted attempts in this direction. Some crime prevention techniques being used include the silent observer program of citizens calling the police without having to give their name, a Citizen's Advisory Committee for the jail rehabilitation program, and citizen work in the school system. The neighborhood associations have recreational programs and Community Action Against Poverty has community programs. It has been the experience of the jail personnel that if

requests are made for citizen volunteers, they are eager to come forward to help.

Alternatives suggested for citizens to control and prevent crime are: educating one another through neighborhood associations to the various resources in the community; forming committees to work with these agencies (such as the county jail); serving as volunteer probation sponsors; working on tolerance in racial problems; helping to seek out and actively develop job opportunities for former offenders.

Alternatives suggested by the county jail personnel as to what they think citizens groups (N.I.A.) see as possible opportunities to assist in preventing crime are: informing other citizens about existing crime prevention programs, such as the jail rehabilitation program; having county jail personnel speak to neighborhood groups to establish rapport and break down defenses on both sides; having certain citizens work with individuals and families to help find employment with the Michigan Employment Commission; voting for an increase in correctional programs; and helping develop recreational programs.

The County Jail: Adult Court Role

Ideal role. The county jail personnel see the ideal role of the adult court in assisting citizens groups

(N.I.A.) in crime prevention as one of working with certain individuals in the citizens group to develop alternatives to institutionalizing offenders. Some suggestions are: volunteer probation sponsors, employment counselors, work release programs and educational opportunities. The adult court should take the initiative to communicate with citizens groups and promote a mutual trust. Adult court should have a representative from each neighborhood to serve as a contact person to help in preparing better pre-sentence investigations.

Actual role. In actuality very little is being done by the adult court to work with citizens groups in the area of crime prevention. There is some use of citizen effort in educational programs, work release programs and the Skills Training Center. There is no ongoing program, rather any attempts to involve citizens depends on the individual probation officer or the judge. One-half of the jail personnel interviewed stated that they felt there was no real communication between adult court and citizens groups going on at the present time.

Alternatives suggested by the county jail personnel as to what they think the adult court sees as possible opportunities to assist citizens groups (N.I.A.) in crime prevention are: working with individuals on a volunteer basis; developing more job opportunities for

clients; working with family problems; assisting in pre-sentence investigations.

The County Jail: Department
of Social Services Role

Ideal role. The ideal role of the Department of Social Services in assisting citizens groups (N.I.A.) in crime prevention according to the county jail personnel is to have an office in each neighborhood area so that the neighborhood groups can be used as a resource in dealing with problem families. They should educate citizens to their services by talking to the various groups.

Actual role. The Department of Social Services is using citizen volunteers to work with elderly persons. It furnishes speakers to groups and also has foster care and adoptive couples organizations. It is working for an attention center for young people.

Alternatives suggested by the county jail personnel as to what they think the Department of Social Services sees as possible opportunities to assist citizen groups (N.I.A.) in crime prevention are: setting up local offices in the community; communicating better with problem families to prevent further crime; and more use of neighborhood help and cooperation.

The County Jail: The Former
Offender Role

Ideal role. The county jail personnel are in total agreement that the former offender should have a definite role in assisting citizens groups (N.I.A.) in crime prevention. The former offender is a part of the neighborhood and he can work with young people and adults to prevent them from repeating his mistakes. In return, the neighborhood can offer the support and positive influence to the former offender. He can be a key man in the neighborhood.

Actual role. In actual fact very few former offenders have a real role offered to them. One worked with the jail program, another in a youth program and some have become involved as alcohol counselors and drug therapists.

Alternatives suggested by the county jail personnel as to what they think the former offender sees as possible opportunities to assist citizens groups (N.I.A.) in crime prevention are: talking to others about his negative experience in order to prevent them from making some of the same mistakes; encouraging them to accept him and help him in reintegrating himself into the community; assisting him to find a job and feel like a normal citizen.

The County Jail: Juvenile Court Role

Ideal role. There is total agreement among the county jail personnel that the role of the juvenile court in assisting citizens groups (N.I.A.) in crime prevention is extremely important. Juvenile court can work with a N.I.A. to help a family who is having problems with their children. The N.I.A. can encourage the family to use the available community resources.

Actual role. The county jail personnel do not think that very much communication is taking place between the juvenile court and the N.I.A. Individuals from the court do speak to groups and work with the schools.

Alternatives suggested by the county jail personnel as to what they think the juvenile court sees as possible opportunities to assist citizens groups (N.I.A.) in crime prevention are: working through the schools and neighborhood groups to help problem families; using one family to assist another; and helping to create solutions to delinquency problems.

The County Jail: Legal Aid Role

Ideal role. The county jail personnel agree that the ideal role of Legal Aid should be to assist

citizens groups (N.I.A.) in crime prevention and to extend itself into the community and be available for legal services.

Actual role. The county jail personnel agree that Legal Aid is known and available to the community.

Alternatives suggested by the county jail personnel as to what they think Legal Aid sees as possible opportunities to assist citizens groups (N.I.A.) in crime prevention are: to continue to communicate and educate people to their role as a Legal Aid office.

The County Jail: The
Police Role

Ideal role. The county jail personnel are in agreement that the ideal police role in assisting citizens groups (N.I.A.) in crime prevention should consist of establishing rapport with the neighborhoods by being in the community, talking with people, working with the schools and allowing the citizens to constructively demonstrate their policing needs.

Actual role. The county jail personnel agree that the police are working in the schools but community rapport is dependent on the individual officer. There is room for much improvement in this area.

Alternatives suggested as to what the county jail personnel think the police see as possible

opportunities to assist citizens groups (N.I.A.) in crime prevention are: attending N.I.A. meetings by invitation, being available in the schools, and developing a system of communication to explain police behavior to citizens.

The County Jail: Prosecutor's Office Role

Ideal role. The county jail personnel are in agreement that the ideal role of the prosecutor's office in assisting citizens groups (N.I.A.) in crime prevention should be to educate the N.I.A. to his role, develop systems of deferred dispositions which could involve the N.I.A., and be available for the citizens groups to exchange ideas with them and determine priorities.

Actual role. In actuality nothing is being done to accomplish the ideal objectives according to county jail personnel.

Alternatives suggested by the county jail personnel as to what they think the prosecutor's office sees as possible opportunities to assist citizens groups (N.I.A.) in crime prevention are: their cooperation as witnesses and their input at establishing priorities.

The County Jail: The
Public Defender Role

Ideal role. The county jail personnel think that the ideal role of the public defender in assisting citizens groups (N.I.A.) in crime prevention should be one of working with the N.I.A. to inform them of his role and receive their input as to the character of the defendant. In this way, a fair trial can be conducted and a viable plan can be determined if the person is found guilty.

Actual role. In actual practice the county jail personnel feel that there is some contact between the public defender and the citizens groups, but it is limited by the large number of cases being handled by the public defender.

Alternatives suggested by the county jail personnel as to what they think the public defender sees as possible opportunities to assist citizens groups (N.I.A.) in crime prevention are: an honest, reliable community input; support for chemically dependent people; employment possibilities for clients; and that N.I.A. can serve as a community base for information to and from the public defender's office.

The County Jail: Correctional Institution Role

Ideal role. The county jail personnel are in agreement that the ideal role of the correctional institution in assisting citizens groups (N.I.A.) should be to inform them of their rehabilitation programs and use N.I.A. as a resource, especially on a volunteer basis.

Actual role. The correctional institution has used the newspaper and speakers to inform the community of their program and it appears ready to use N.I.A. as a resource.

Alternatives suggested by the county jail personnel as to what they think the correctional institution sees as possible opportunities for assisting citizens groups (N.I.A.) in crime prevention are: training people to work at the institution, especially minority persons; working with families of persons in the institution, using N.I.A. as a resource for employment of clients upon their release.

THE DEPARTMENT OF SOCIAL SERVICES: A PROFILE

Self Concept

Ideal role. The role of the Department of Social Services in crime prevention should be one of a referral source for families when they are first having problems.

The caseworker should work with families to help them order their lives and control their behavior.

Actual role. The Department of Social Services personnel agree that they are successful in preventing crime by helping young people in the areas of school problems and drug education, and by their assistance in domestic problems, welfare programs and other counseling situations.

Ideal organized citizens role. The Department of Social Services personnel are in agreement that there is a definite place for organized citizens groups (N.I.A.) in working with the criminal justice system to prevent crime. This is especially true in relation to young people, problem families, employment difficulties, recreational facilities, neighborhood improvement and cooperation with existing agencies.

Actual organized citizens role. Citizens in Muskegon, according to some of the Department of Social Services personnel, are involved in crime prevention through the silent observer program, Community Action Against Poverty, Guardian of the Peace program, Neighborhood Youth Corps, Boy Scouts and Girl Scouts, church groups, drug programs and neighborhood improvement associations.

Forty percent of those interviewed expressed no opinion on this question or considered citizen participation very low.

Alternatives suggested by the Department of Social Services for citizens to control and prevent crime are: education programs to inform parents about current youth problems, more recreational programs for young people, a youth attention center, day care centers, more participation in Big Brothers, more drug education programs, more citizen involvement with the schools, creation of a job committee to seek employment for all ages, working on home improvements, integrating former offenders back into the community, checking on older citizens and reporting suspicious people or events to the police.

Alternatives suggested as to what the Department of Social Services thinks citizens groups (N.I.A.) see as possible opportunities for preventing crime are: more involvement of minority groups in neighborhood and city decision making, more recreational programs for young people, better vocational programs, better street lighting, more drug programs, more citizen and neighborhood communication with the city government, and more neighbors watching each others' homes.

The Department of Social
Services: The Adult
Court Role

Ideal role. The personnel from the Department of Social Services believe that the role of the adult court in assisting citizens groups (N.I.A.) in crime prevention should be one of finding and working with the needs of the people. There should be direct communication on an informal basis between the adult court and the neighborhood association. For example, the probation officer can check with the neighborhood association to gain information about a particular probationer and he can use members of the neighborhood association as sponsors to help support the probationer on a volunteer basis. The judge should be familiar with various members of the community so that he can use them as resources to learn more about the community.

There is a need for a consistent method of sentencing offenders. The adult court should work closely with other agencies such as mental health. There should be an exchange of ideas on both sides. The adult court should work with neighborhood associations in areas of employment and job training. The concept of a court watcher is also needed for neighborhood participation. If the court watcher is used constructively he can inform the court of the community feelings and instruct

the members of the neighborhood association on the role of the court and the decision of the court.

There was one member of the Department of Social Services who felt that the adult court had no role assisting citizens groups in crime prevention.

Actual role. The adult court works with sentencing of individuals which also requires a presentence investigation. They do some work with the volunteer probation officers and they also make referrals to some agencies with vocational and rehabilitational programs.

A minority of the Department of Social Services personnel felt that the adult court was "treading water" and heavily backlogged. For these reasons, they feel, not very much is being done in the area of citizen involvement.

Alternatives suggested by the Department of Social Services personnel as to what they think the adult court sees as possible opportunities to assist organized citizens groups in crime prevention are: citizens should show more concern with parolees and probationers; they should assist in preparing more intense pre-hearing investigations. This would allow the probationer's complete situation to be considered rather than just his particular crime and enable judges to see citizen involvement as a useful resource to help

the individual. The adult court should also use the neighborhood association to help with problem families and should use more volunteers.

The Department of Social
Services: The County
Jail Role

Ideal role. The Department of Social Services personnel believe that the role of the county jail in assisting citizens groups (N.I.A.) in crime prevention should be one of open communication to insure proper treatment of the people in jail. They should also allow citizens to work with certain offenders to assist in the rehabilitation process. Jail personnel should allow citizens groups to help in building up the library and other programs in the institution. The citizens group could concentrate on the physical condition of the jail also, to help eliminate abuse and neglect. They can also assist in work-release programs. The county jail rehabilitation team should use citizens from the neighborhood associations in their program to help develop plans for an inmate or members of his family if they need assistance.

Actual role. There is a rehabilitation program going on presently in the county jail with some community involvement. They have teaching programs and encourage

church groups to participate. The Department of Social Services personnel were divided in their opinion on what actually was taking place in the county jail in relationship to citizen involvement. Two members of the county jail personnel expressed no opinion. Three members felt the county jail was strictly a holding action for either those serving a jail sentence or waiting for trial or waiting to be sent to another institution. One member considered any county jail interaction with the citizens group as strictly a "farce."

Alternatives suggested by the Department of Social Services personnel as to what they think the county jail personnel see as possible opportunities to assist an organized citizens group in crime prevention are: using citizens groups in teaching roles, job finding, or other rehabilitation treatment. They foresee a problem from the custodial staff who emphasize that punishment is a deterrent to crime.

The Department of Social
Services: The Former
Offender Role

Ideal role. The personnel from the Department of Social Services believe that the role of the former offender in assisting citizens groups in crime prevention is a major one. There is definitely a place for him in drug rehabilitation programs. Former offenders can give

juveniles an idea of the consequences of illegal behavior. The offender has been there and he can impress others with its seriousness. Former offenders could train other former offenders to work as counselors with young people. The effectiveness of this would depend on the former offender himself. The neighborhood association can help integrate the former offender back into the community. They can also help him get started with a new job. A particular former offender can work with the young and encourage them away from a role of crime and can be a real asset for a neighborhood association program. There was total agreement among the Department of Social Services personnel on the role of the former offender.

Actual role. The Department of Social Services personnel feel that the former offender is assisting citizens groups in crime prevention in the drug rehabilitation program, the Neighborhood Youth Corps and other similar programs.

Alternatives suggested by the Department of Social Services personnel as to what they think the former offender sees as possible opportunities to assist organized citizens groups (N.I.A.) in crime prevention are: assisting in working with youth to prevent future criminal behavior; more personal work in schools and in

the streets; helping change attitudes of the average citizen toward the offender; and assisting other former offenders in the area of employment.

The Department of Social
Services: The Juvenile
Court Role

Ideal role. The Department of Social Services personnel believe that the ideal role of the juvenile court in assisting citizens groups in crime prevention should revolve around preventing juvenile offenders from becoming adult offenders. They should work with other agencies to help youngsters keep busy and involved in the community. They should work with neighborhood associations to help find alternatives for young people. Treatment should be less punitive and be more concerned with the family as a whole. There should be more coordination between the school, the court and the neighborhood associations. Juvenile court personnel should work with the neighborhood associations to develop the volunteer probation officer concept. The juvenile court caseworker can go to the neighborhood association for in-depth information on a young boy or girl. They should be assisting citizens groups in the areas of job-finding and employment possibilities. They should talk with neighborhood groups and set up contacts with the neighborhood association. Juvenile court should work with the

neighborhood association and problem youth. Together they can develop alternatives to the court process.

Actual role. The juvenile courts are working with juvenile offenders to help them understand their problems and to cooperate with their parents. They also use other organizations in referrals; for example, the Skills Center program. Their caseloads are overcrowded and they only deal with the particular offense. They need to develop more alternatives that involve the family. There are some volunteer probation officers.

Two members of the Department of Social Services expressed no opinion in this matter.

Alternatives suggested by the Department of Social Services as to what they think the juvenile court sees as possible opportunities to assist an organized citizens group (N.I.A.) in crime prevention are: establish more group encounter programs where young people could discuss their problems; set up a cross-reference and referral service to jointly work on problems with other agencies; use more workers to spend time with families in certain situations; coordinate their services better between schools, courts, and neighborhood associations; and make more use of the volunteer probation officer concept.

The Department of Social
Services: Legal Aid
Role

Ideal role. The Department of Social Services personnel believe that the ideal role of Legal Aid in assisting citizens groups (N.I.A.) in crime prevention should be to give individual assistance when needed and not to dwell on financial status. To be a true community-based legal resource, they should go to the neighborhood association with their services. They should work with domestic cases and problem families, and coordinate with the neighborhood association committee who also works with problem families. They should be available for neighborhood sessions in housing matters and they should be available for consultation in housing situations. Legal Aid should inform various neighborhood groups of their rights in tenant-landlord situations, and be available for consultation and advice. A minority of the Department of Social Services staff expressed the opinion that Legal Aid actually comes after a problem situation has developed, and its role in crime prevention has therefore already been diminished.

Actual role. Legal Aid is involved mainly in civil suits such as divorce cases which often indirectly affect delinquency problems. It does take a long time to receive services from Legal Aid because they have

limited personnel and are forced to work on select problems.

Alternatives suggested by the Department of Social Services as to what they think Legal Aid sees as possible opportunities to assist organized citizens groups (N.I.A.) in crime prevention are: they see the solution as social, one of involving the community in problem solving; if they would receive funds for more staff, they would be able to help more people. They would like to have storefront offices, be more involved with the Community Action Against Poverty programs and be more available to the poor people. They would like to spend one day a week in each neighborhood solving legal problems and be open to any contacts that a neighborhood association has with problem families which could alleviate their case load. They would also like to be available to groups for talks and advice.

The Department of Social
Services: The Police
Role

Ideal role. The Department of Social Services personnel are in agreement that the role of the police in assisting citizens groups in crime prevention should be to uphold the law and treat everyone with equality and respect, and not willingly antagonize any segment of society. They should act more as arbitrators in settling

minor matters in order to prevent them from becoming major problems. Every situation should be treated with understanding and feeling. The police should have a professional attitude when interacting with citizens groups. They should create a better relationship with young people and be involved in school programs; they must know their community and the offenders within it. They should be involved with community groups and go out to talk to groups in order to find areas in which police and citizens can assist one another. Police officers can get to know a neighborhood through a neighborhood association and they can use the citizens as a resource in order to distinguish between the real problems and the other situations which arise. Avenues of communication would be open. In certain situations, a moderate type of citizens patrol could be used.

Actual role. The actual role of the police in assisting citizens groups in crime prevention depends on the individual police officer. Some officers enjoy using and misusing authority but, in general, they are professional. They are involved in community education, especially in drug and safety programs and in educating school-age children to the police role. Unfortunately, they are often so involved in the immediate problems that there is not enough time to develop good interaction

with the community. The juvenile bureau is involved in school and neighborhood groups trying to create a respect for the police and a good relationship with the community. There are some police-community relations teams.

One-fourth of the Department of Social Services personnel interviewed felt that the police were doing virtually nothing to assist citizens groups in crime prevention.

Alternatives suggested by the Department of Social Services as to what they think the police see as possible opportunities to assist organized citizens groups in crime prevention are: see that other agencies follow up the cases referred by them; develop more recreational programs; provide more job opportunities, more training on how to deal with people, more of a crack-down on drugs, better street lighting, better security measures in business and home establishments; secure more information from particular neighborhoods; develop a form of citizens patrol but no vigilante concept; encourage more reporting of crimes and cooperation of witnesses.

The Department of Social
Services: The Prosecu-
tor's Office Role

Ideal role. The Department of Social Services believes the ideal role of the prosecutor's office in assisting citizens groups (N.I.A.) in crime prevention should be one that provides a consistent process of justice. The prosecutor should set up alternatives to prosecution and should work with the legislature to help make the laws more uniform and consistent. He should inform the neighborhood associations of his role, and help them to understand their role when they file a complaint in a domestic situation. The neighborhood association should be used as a resource to help him know the attitudes and feelings of the community. The prosecutor should be available for complaints and follow through on the complaints, especially when they are expressed by a neighborhood group.

One member of the Department of Social Services believed that the prosecutor's office should not get involved in crime prevention in any way.

Actual role. The prosecutor's office is involved with the mechanics of processing offenders. He sees that the cases are brought to trial quickly. He is a form of standard bearer for the community to determine what offenses will or will not be prosecuted.

A minority of the Department of Social Services staff stated that neighborhood associations do not receive much cooperation from the prosecutor's office and there seems to be a need for more communication.

Alternatives suggested by the Department of Social Services as to what they think the prosecutor's office sees as possible opportunities to assist citizens groups in crime prevention are: the setting up of a system where the community can air their feelings toward the criminal justice system; more community education, more consistent sentencing, more legal information and more speaking at neighborhood meetings by the prosecutor's office.

The Department of Social
Services: The Public
Defender's Role

Ideal role. The Department of Social Services personnel believe that the ideal role of the public defender in assisting citizens groups in crime prevention should include involvement with community groups in order to develop resources and alternatives for their clients. They should contact neighborhood groups to find out if they can help them with a particular person in a certain neighborhood. The neighborhood association may know the particular family and its needs and be of invaluable assistance. The public defender should be available to

individuals for specific help and advice. The public defender should talk with the neighborhood association personnel to help their client and to develop a plan for future action.

Thirty-seven percent of the Department of Social Services personnel expressed no opinion on this topic.

Actual role. The public defenders are looking out for the real interest of the family, but they are limited in what they can do. They have a need for more staff, and they do not have much contact with the community. A case is given to them from the court room; they work on it privately, and then handle it again in the court room.

The Department of Social Services personnel were equally divided on the opinion as to whether or not the public defender is doing anything to assist citizens groups in crime prevention.

Alternatives suggested by the Department of Social Services personnel as to what they think the public defender sees as possible opportunities to assist organized citizens groups in crime prevention are: freeing the public defender from some of his duties in order for him to be able to go out to neighborhood groups to speak to them; developing contacts with the community in order to assist his clients in the future; and making the public defenders more known through the media.

The Department of Social Ser-
vices: The Correctional
Institution Role

Ideal role. The Department of Social Services personnel believe the ideal role of the correctional institution in assisting citizens groups in crime prevention should be to return the offender to society rehabilitated by the use of social and psychological means. They should make the person a functional member of the community. The correctional institution should have communication with the community and neighborhood groups and involve the offender in outside activities. They should use the citizens groups to help rehabilitate the offender. They should use halfway houses to help integrate the inmate back into particular neighborhoods. The neighborhood association personnel can be used as volunteers and as full-time counselors to work with inmates and assist them in getting jobs in the community. They should provide public information on the nature of the institution and the educational and vocational training and job possibilities available.

Actual role. The correctional institution has communicated some through the press and formal meetings but they have not sufficiently communicated to the public the nature of their institution.

Alternatives suggested by the Department of Social Services as to what they think the correctional institution sees as possible opportunities to assist organized citizens groups in crime prevention are: developing rehabilitation alternatives; providing community resource programs to help prepare the inmate for release; holding classes at the institution for both the inmate and potential delinquents in the community; establishing better community education on corrections and the role of the institution; using volunteers as resources for inmate programs; and helping develop job opportunities by setting up committees to form employers lists to help find jobs for offenders.

THE FORMER OFFENDER: A PROFILE

Self Concept

Ideal role. The role of the former offender in crime prevention should be open to the particular individual's readiness to help society. Some former offenders are able to help others by relating their experiences. They could also become involved in youth programs.

Actual role. Training programs are needed to help the entire person (educationally, vocationally and socially). Some offenders have their minds set to

continue committing crimes, while others are ready to change. After being in a correctional institution, it takes time for a person to get readjusted to society again. If someone listens to the former offender, he feels he can help him by relating his experiences, but this can benefit another only if he is willing to listen and really wants to help himself.

Ideal organized citizens role. There was total agreement that there is a need for organized citizens groups (N.I.A.) in working with the criminal justice system to prevent crime. They can promote neighborhood cohesion and healthy environmental interaction. Every member of the neighborhood should have a role to play. They can create programs to meet the needs of the youth.

Actual organized citizens role. There is a comprehensive drug program, Y.M.C.A. program, 4-H Extension program, a learning center and community education projects. The overall opinion of the former offenders is that not much is being done by the citizens of Muskegon to prevent crime.

Alternatives suggested by former offenders to control and prevent crime are: the creation of a citizens crime commission with branches in each business and neighborhood area, and the development of a comprehensive youth program.

Alternatives suggested by former offenders as to what they think citizens groups (N.I.A.) see as possible opportunities for preventing crime are: more employment opportunities, more vocational training programs, more self-help projects, and more sharing of information for the betterment of the entire neighborhood.

The Former Offender: The
Adult Court Role

Ideal role. The former offender believes that the ideal role of the adult court in assisting citizens groups in crime prevention should be to allow a court watcher to sit in the courtroom to make sure the court gives fair and just treatment to all people. The adult court should work with families having problems and the neighborhood associations could give information that may help the family. The neighborhood association normally knows the home conditions of an individual and can suggest ways and means to assist him. They could also work with the probation officer or parole officer as sponsors. Recreation programs for inmates and young people could be developed and backed through the adult court.

Actual role. There are individuals from the community who do volunteer to talk to the judge or the probation officer in order to give an opinion of the

community attitude toward a particular individual. No other relationship between the adult court and the citizens group was described.

Alternatives suggested by the former offenders as to what they think the adult court personnel see as possible opportunities to assist organized citizens groups in crime prevention are: more work with families that have problems, more cooperation with the Department of Social Services, more use of the voluntary probation officer concept, and the introduction of a court watcher into the courtroom process.

The Former Offender: The
County Jail Role

Ideal role. The former offenders believe that the ideal role of the county jail in assisting citizens groups in crime prevention would be to involve them in their various programs. These include rehabilitation programs, work release programs, education programs, group therapy, individual counseling and other related programs.

Actual role. The rehabilitation program in the jail is using some citizen input but there is room for much improvement.

Alternatives suggested by the former offenders as to what they think the county jail personnel see as possible opportunities to assist organized citizens

groups in crime prevention are: more involvement by the citizen and the neighborhood association in the county jail.

The Former Offender: The
Department of Social
Services Role

Ideal role. The former offender believes that the ideal role of the Department of Social Services in assisting citizens groups in crime prevention should be that of working with neighborhood associations in order to gain information about problem families which they could use to help these particular families. The Department of Social Services could work on an individual level through their caseworkers and a team effort could be developed between neighborhood associations and the Department of Social Services.

Actual role. The former offenders interviewed did not know of any program in which the Department of Social Services was working with neighborhood associations to prevent crime.

Alternatives suggested by the former offenders as to what they think the Department of Social Services sees as possible opportunities to assist organized citizens groups in crime prevention are: working with the neighborhood association to assist problem families in a particular neighborhood.

The Former Offender: The
Juvenile Court Role

Ideal role. The former offender believes that the ideal role of the juvenile court in assisting citizens groups in crime prevention should be strong in assisting neighborhood associations because young people need more assistance than adults. The juvenile court should work with the parents in providing programs that promote constructive expression of youth energy. These could include art classes, recreational and industrial activities and paid employment. It could also involve the volunteer probation officer concept.

Actual role. The former offender believes that the juvenile court is not assisting the citizens group in crime prevention. They are losing the battle with the youth and are not making use of the potential resources in the community.

Alternatives suggested by the former offenders as to what they think the juvenile court sees as possible opportunities to assist organized citizens groups in crime prevention are: working with the neighborhood associations and helping define and develop means to control young people; the neighborhood association can do what the juvenile court cannot do and together they may come up with some viable alternatives.

The Former Offender: The Legal Aid Role

Ideal role. The former offenders believe that the ideal role of Legal Aid in assisting citizens groups in crime prevention is to give legal advice and support neighborhood projects.

Actual role. The former offenders did not know the exact assistance that Legal Aid is giving to the community at the present time.

Alternatives suggested by the former offenders as to what they think Legal Aid sees as possible opportunities to assist organized citizens groups in crime prevention are: to work with individual cases.

The Former Offender: The Police Role

Ideal role. The former offender believes that the ideal role of the police in assisting citizens groups in crime prevention is to work with citizens groups and have neighborhood policemen. There should be a sharing of information and assistance in the apprehension of the criminal. Early information on a particular person or youth can prevent trouble later. A form of citizens patrol could be developed to assist the police and to help the neighborhood. The police could inform the neighborhood association if a particular party was being

belligerent or consistently in trouble and the neighborhood association could try to assist the individual.

Actual role. The former offender does not know of any actual role between the citizens groups and crime prevention and the police except the silent observer program which they consider to be "snitching" or "turning in your neighbor" for a crime.

Alternatives suggested by the former offender as to what they think the police see as possible opportunities to assist organized citizens groups in crime prevention are: working with citizens groups and hoping to gain cooperation and less militant reactions.

The Former Offender: The Prosecutor's Office Role

Ideal role. The former offender believes that the ideal role of the prosecutor's office in assisting citizens groups in crime prevention should be one of being accessible to the people, and willing to work with the neighborhood association for a particular individual.

Actual role. The former offender believes that the actual role of the prosecutor's office in assisting citizens groups is one of being willing to cooperate.

Alternatives were not suggested by the former offenders as to what the prosecutor's office sees as

possible opportunities to assist organized citizens groups in crime prevention.

The Former Offender: The
Public Defender's Role

Ideal role. The former offenders believe that the ideal role of the public defender in assisting citizens groups in crime prevention should be using the neighborhood association as a resource in gaining valuable information on an individual defendant. The public defender should work diligently for the best interest of the individual. He can gain information on background and the needs of his defendant from the neighborhood association. A program or plan of rehabilitation could be developed to meet the individual's needs by the cooperation of the neighborhood association and the public defender.

Actual role. The former offenders believe that the public defender is doing a fast "rush job" and could know the person better if he would use the neighborhood association resource so that a better defense could be maintained. One former offender stated that he did not like the public defenders and obtained his own lawyer in order to receive a better defense.

Alternatives for the public defender to assist citizens groups in crime prevention were not offered by the former offenders.

The Former Offender: The
Correctional Institu-
tion Role

Ideal role. The former offenders believe that the ideal role of the correctional institution in assisting citizens groups in crime prevention should center around a rehabilitation program. This would involve training projects, educational and vocational programs, family visitations, and other areas where a neighborhood association would cooperate and be assisted by the correctional institution.

Actual role. The former offenders believe that the correctional institution is open to community-based programs but they did not have any personal experience with this type of program while they were in an institution.

Alternatives were not offered by the former offenders as to what they think the correctional institution sees as possible opportunities to assist an organized citizens group in crime prevention.

THE JUVENILE COURT: A PROFILE

Self Concept

Ideal role. The juvenile court personnel believe that their ideal role in crime prevention centers around one-to-one counseling, the use of volunteers, and use of other community resources.

Actual role. They believe that they are doing very little to prevent crime because most of their time is spent with the individual after the crime has been committed. They do have a limited volunteer program.

Ideal organized citizens role. They are in agreement that there is a place for an organized citizens group (N.I.A.) in working with the criminal justice system to prevent crime. More responsibility should be given to the citizens in each individual neighborhood.

Actual organized citizens role. Citizens are cooperating with existing programs in crime prevention but they are taking little initiative to accomplish anything on their own.

Alternatives suggested by the juvenile court personnel for citizens to control and prevent crime are: forming citizens committees to find out what should be done; developing places and programs for young people;

working more with the juvenile court personnel; developing educational programs for people of all ages; and initiating church and school programs to meet the needs of the neighborhood.

Alternatives suggested by juvenile court personnel as to what they think citizens groups see as possible opportunities for preventing crime are: treating drug problem people as sick rather than criminal by placing them under the health department facilities; keeping up their homes, organizing "clean-up" weeks; developing work and recreational programs for the young; creating an attitudinal change in order to get more neighborhood cooperation and organization for self-help programs.

The Juvenile Court: The
Adult Court Role

Ideal role. The juvenile court personnel believe that the ideal role of the adult court in assisting citizens groups in crime prevention should be one of working with the neighborhood associations to know their clients, their families, and their neighborhood background better. They should work to serve the people and be just and fair to all citizens. They should inform the judge concerning the attitude and feelings of the community. They should help develop resources to help benefit individual people and direct these people to the resources

provided through the adult court. Job opportunities can be developed, and the citizens group can help to integrate probationers and parolees back into their respective communities. The judges should set the tone for the image of the court.

Actual role. The juvenile court personnel unanimously state that the adult court is doing nothing to assist citizens groups in the area of crime prevention. They feel that the people are mistreated and that the adult court causes more problems than it solves. The adult court seems to make some racially prejudiced decisions and there are often long delays in processing individual cases. They do not get involved enough with the citizens groups and they do not use volunteers. There is some work done in the community with the pre-sentence investigation and finding employment opportunities. The judges seem to be politically motivated and they do not always communicate with the community nor do they always act for the benefit of the community.

Alternatives suggested by the juvenile court as to what they think the adult court sees as possible opportunities to assist an organized citizens group in crime prevention are: better organization of the entire criminal justice system in Muskegon County, better

communication throughout this system, developing the concept of the court watcher, placing the citizen in on the hearings and having them go to the proper people to initiate changes. There should be better communication between the police, the citizen, and the adult court. The citizen should learn about the judicial system and have speakers come to their neighborhood association meetings. The probation officer and parole agent can also go into the neighborhood for the purpose of developing a neighborhood sponsorship program for the parolees or the probationers. They also suggest a better informed press with a more constructive approach and more in-depth reporting to educate the people.

The Juvenile Court: The
County Jail Role

Ideal role. The juvenile court personnel believe that the ideal role of the county jail in assisting citizens groups in crime prevention centers around the rehabilitative programs, the volunteer work, and overall assistance of the person in the jail by the neighborhood association. The county jail should use the community resources to assist in these rehabilitative programs. Citizens can serve as teachers and counselors. The concept of the jail should be broadened to include more programs where citizens can become involved.

Actual role. The county jail does have a rehabilitation program going and neighborhood association people meet with individuals from their neighborhood who are in jail. The educational program is also considered to be very good. The juvenile court personnel did believe that the major focus was still on security.

Alternatives suggested by the juvenile court personnel as to what they think the county jail sees as possible opportunities to assist an organized citizens group in crime prevention are: recreational facilities should be made available to the inmates and more activities to occupy the inmates time; initial contact and follow-through from a neighborhood association with a person who is in jail, and a follow-up after he has been released from jail; more use of volunteers, and a broadened jail concept as to the use of citizens groups in a volunteer capacity.

The Juvenile Court: The
Department of Social
Services Role

Ideal role. The juvenile court personnel believe the ideal role of the Department of Social Services in assisting citizens groups in crime prevention would be to work with a person and his problems to gain a knowledge of his needs and thus better meet those needs.

Actual role. There is a divided opinion among the juvenile court personnel as to what the Department of Social Services is actually doing to assist citizens groups in crime prevention. One-half of the personnel from juvenile court believe that the Department of Social Services is doing a good job of working with people in trouble. They appear to be a progressive group.

The second opinion among the juvenile court personnel is that there should be more use of community resources and alternatives by the Department of Social Services. They feel that there is poor communication between the juvenile court and the Department of Social Services. Caseloads are overcrowded and therefore casework itself is limited to an impersonal process. A basic service is rendered but not much more. There are not many citizens groups working with the Department of Social Services and not many suggestions are coming from citizens groups.

Alternatives suggested by the juvenile court as to what they think the Department of Social Services sees as possible opportunities to assist an organized citizens group in crime prevention are all in the area of more citizen input. The Department of Social Services is open and cooperative in looking for assistance from citizens groups. They could use more halfway homes,

group homes, and involved citizens groups in this type of neighborhood program. The neighborhood has to accept the problem family and work with them more, rather than just referring them to an agency.

The Juvenile Court: The
Former Offender Role

Ideal role. The juvenile court personnel are in agreement that the ideal role of the former offender in assisting citizens groups in crime prevention can be a very important one. He can be an excellent counselor to other offenders and help prevent others from going through the same set of problems he faced in the criminal justice system. He can work as a helping agent, an educational agent and a positive peer influence.

Actual role. The juvenile court feels that the former offender actually is assisting citizens groups in crime prevention through the drug centers and the volunteer probation officer concept.

Alternatives suggested by the juvenile court as to what they think the former offender sees as possible opportunities to assist an organized citizens group in crime prevention are: working with groups of adults and juveniles to help change attitudes, working for better employment possibilities, and working in educational programs.

The Juvenile Court: The
Legal Aid Role

Ideal role. The juvenile court personnel believe that the ideal role of Legal Aid in assisting citizens groups in crime prevention is to refer people for legal advice to their office. They should become involved with citizens groups and be available to them for legal information. They should have a neighborhood law center available in each particular neighborhood.

Actual role. The juvenile court personnel are divided on what they believe the Legal Aid people are actually doing to assist citizens groups in crime prevention. One-half of the juvenile court personnel believe that Legal Aid is known in the community and people are making use of these services. The other half of the juvenile court personnel believe that legal services are not readily available in the neighborhoods and that the emphasis is on the letter of the law and not the spirit of the law.

Alternatives suggested by the juvenile court as to what they think Legal Aid sees as possible opportunities to assist an organized citizens group in crime prevention are: making themselves available to people by going to the community centers, becoming involved with the citizens groups, working regular hours known by

the community, and assisting problem families known by the neighborhood associations.

The Juvenile Court: The
Police Role

Ideal role. The juvenile court personnel believe that the ideal role of police in assisting citizens groups in crime prevention is to serve people's needs through good communication. The police should become aware and involved with the problems of the community. The police should have hiring policies that would screen out individuals who have a tendency to become too violent. An in-service training program should help to keep the officer up-to-date to meet the demands of modern problems.

Actual role. The juvenile court personnel are in agreement that the police are not doing an adequate job of assisting citizens groups in crime prevention. Communication depends upon the individual officers and many police officers believe juvenile court is too soft on the young people. The police do not appear to have any constructive programs going that involve the community.

Alternatives suggested by the juvenile court as to what they think the police department sees as possible opportunities to assist an organized citizens group in

crime prevention are: more work with the citizens and the probation officers; better rapport with citizens and young people through more exposure to them; proper behavior and attitude; attending neighborhood association meetings; going back to the community-police officer concept; allowing police to do police work, not social work; no citizen patrol or similar citizen interference, because a vigilante concept is too possible in that type of a situation.

The Juvenile Court: The
Prosecutor's Office Role

Ideal role. The juvenile court personnel believe that the ideal role of the prosecutor's office in assisting citizens groups in crime prevention is to handle complaints, prosecute cases, and serve the community. They should process complaints with the neighborhood associations when possible, especially with problem families, to try to develop a local solution process. They should be available to people and have an intake and screening process which allows them to prioritize their time.

Actual role. The juvenile court personnel believe that the prosecutor's office is not working with organized citizens groups on any type of regular basis. The prosecutor by nature seems to be politically involved

with individual cases. The community is not as aware of the prosecutor's role in the criminal justice system as it is of the role of other agencies.

Alternatives suggested by the juvenile court as to what they think the prosecutor's office sees as possible opportunities to assist an organized citizens group in crime prevention are: forming more citizens groups and developing better cooperation with them and the prosecutor's office; developing a regular format for the neighborhood association people to work with the prosecutor's office; educating the people to the role of the prosecutor; and having the prosecutor develop better screening and intake processes using neighborhood association input.

The Juvenile Court: The
Public Defender's Role

Ideal role. The juvenile court personnel believe that the ideal role of the public defender in assisting citizens groups in crime prevention is to work with people to help them rather than just get them off of a particular charge, to defend those who cannot pay, and to give them the legal advice that is needed.

Actual role. The juvenile court personnel are divided in their opinion as to what the public defender's office is doing to assist citizens groups in crime

prevention. The opinion of one-half of the personnel is that they are available and that they try to assist the young person whenever possible. The other half feel that it is often just a training process for new lawyers and that the people involved do not get good representation.

Alternatives suggested by the juvenile court as to what they think the public defender sees as possible opportunities to assist an organized citizens group in crime prevention are: having a full-time public defender rather than part-time private attorneys, and having a neighborhood law center.

The Juvenile Court: Cor-
rectional Institution
Role

Ideal role. The juvenile court personnel believe that the ideal role of the correctional institution in assisting citizens groups in crime prevention would be to work with the citizens groups and make use of their talent in the community and in the institution. Have them involved in their programs, especially in the rehabilitation areas, educational programs, and employment potential programs.

Actual role. The juvenile court personnel are in agreement that correctional institutions are not

preparing the citizens group for any real role in crime prevention. These citizens are fighting among themselves about the purpose of such an institution. Citizens are hostile to the idea of a prison being in their community and the right concept toward a prison is needed.

Alternatives suggested by the juvenile court personnel as to what they think the correctional institution personnel see as possible opportunities to assist organized citizens groups in crime prevention are: forming citizens groups to work with the institution.

LEGAL AID: A PROFILE

Self Concept

Ideal role. The Legal Aid personnel believe their ideal role in crime prevention is to make their legal services available to the people on a one-to-one basis and an overall community basis. This could be accomplished through panel discussions and talks to community groups in order to create more of an awareness of the law. Legal Aid should be involved with neighborhood groups directly and indirectly to help resolve community problems.

Actual role. Legal Aid states that they are giving talks to various groups and working with neighborhood residents on an individual basis.

Ideal organized citizens role. Legal Aid is in total agreement that there is a place for organized citizens groups in working with the criminal justice system to prevent crime. They state that there should be more neighborhood involvement especially in the areas of juvenile programs and police-community relations.

Actual organized citizens role. Organized citizens in Muskegon are effective in certain areas in their efforts to prevent crime. They are very unsophisticated, however. They are working well in the drug abuse field, in preventing muggings and house burglaries. They are not effective in areas such as welfare frauds or petty shoplifting. There are gains being made in working with juvenile problems and family problems.

Alternatives suggested by Legal Aid for citizens to control and prevent crime are: understanding and knowing the political problems in the criminal justice system, working on home improvements, developing effective leadership, and developing better organization and programs in the community.

Alternatives suggested by Legal Aid as to what they think citizens groups (N.I.A.) see as possible opportunities for preventing crime are: forming a tenants group for renters, developing a welfare rights organization, working on better street lighting, working

for more minority representation in the police and fire departments, improving their economic and social status, and creating more recreational programs for the young.

Legal Aid: The Adult
Court Role

Ideal role. Legal Aid believes that the ideal role of the adult court in assisting citizens groups in crime prevention should include contact and communication between the judges, the probation officers, parole agents, and the neighborhood association. This is particularly true in the pre-sentence report. This should be an intimate role and link for the community. This should apply also to trial work, sentencing procedures, and probation. Legal Aid feels that a court watcher is not a good concept because there is too often a chance of a wrong interpretation on the part of the community person. The judge often has to make his own decisions and it would be very easy for the community person to try to second-guess him.

Actual role. Legal Aid feels that the adult court is assisting citizens groups in crime prevention on an individual basis with most of the contacts taking place only in the courtroom itself. Citizens groups are often seen in an adversary role and they are not relating well to the adult court. The probation reports are often

very narrow and do not indicate enough depth and understanding of the person and his community.

Alternatives suggested by the Legal Aid personnel as to what they think the adult court sees as possible opportunities to assist an organized citizens group in crime prevention are: talking to community groups and alerting people to the role of the probation officer and judge in the community, and establishing more communication between the adult court and citizens groups.

Legal Aid: The County Jail Role

Ideal role. Legal Aid believes that the county jail role in assisting citizens groups in crime prevention is to involve them in the rehabilitation program for inmates at the county jail.

Actual role. The Legal Aid personnel feel that there is some citizen involvement in the rehabilitation program in the county jail but the community is not well aware of the rehabilitation program.

Alternatives suggested by Legal Aid personnel as to what they think the county jail personnel see as possible opportunities to assist an organized citizens group in crime prevention are: more work with the rehabilitation program and also more work with inmates and their families in the neighborhoods by citizens groups.

Legal Aid: The Department
of Social Services Role

Ideal role. Legal Aid personnel believe that the ideal role of the Department of Social Services in assisting citizens groups in crime prevention should be one of close contact with the neighborhood group, especially in the areas of child protective services and old age assistance.

Actual role. Legal Aid personnel believe the Department of Social Services does work out of community centers but that they have more of an enforcement program rather than a helping program. They are often seen as adversaries in the community. They are viewed as an oppressor and there is resentment against the social worker.

Alternatives suggested by Legal Aid personnel as to what they think the Department of Social Services sees as possible opportunities to assist an organized citizens group in crime prevention are: more contact with neighborhood groups and community centers.

Legal Aid: The Former
Offender's Role

Ideal role. Legal Aid believes that the ideal role of former offenders in assisting citizens groups in crime prevention is a limited involvement according to

each offender's capabilities and the assistance provided by the neighborhood group. Legal Aid feels that the former offender needs more help than he is able to give to others.

Actual role. Legal Aid did not express any first-hand knowledge on whether the former offender was actually assisting any of the citizens groups in crime prevention.

Alternatives suggested by Legal Aid as to what they think the former offender sees as possible opportunities to assist an organized citizens group in crime prevention are: working in training programs and realizing that a long rehabilitation process is still needed after they have been released.

Legal Aid: The Juvenile
Court Role

Ideal role. Legal Aid personnel believe that the ideal role of the juvenile court in assisting citizens groups in crime prevention should be a matter of close consultation between neighborhood associations and juvenile court, particularly with problem families and problem neighborhoods.

Actual role. The Legal Aid personnel believe that the juvenile court personnel are not assisting citizens groups in the area of crime prevention.

Alternatives suggested by the Legal Aid personnel as to what they think the juvenile court personnel see as possible opportunities to assist an organized citizens group in crime prevention are: that the neighborhood associations gain the respect and trust of the court through their actions; that the neighborhood associations should begin to relate to the court better, understand the problems of a community better, and be more realistic in looking at family and neighborhood problems.

Legal Aid: The Police Role

Ideal role. Legal Aid personnel believe that the ideal role of the police in assisting citizens groups in crime prevention should be one of communication between the police and the neighborhood association so that the police know the neighborhood situation and the neighborhood associations know the police role.

Actual role. Legal Aid personnel believe that there are efforts being made by the police to work with citizens groups but there is still an adverse situation existing and there is relatively little understanding between the police and the poverty area citizens.

Alternatives suggested by Legal Aid personnel as to what they think the police see as possible opportunities to assist an organized citizens group in crime

prevention are: providing lectures to the neighborhood association centers on the police role, encouraging more neighborhood people and minorities to work on the police force, and not encouraging citizen patrols.

Legal Aid: The Prosecutor's Office Role

Ideal role. Legal Aid feels that the ideal role of the prosecutor's office in assisting citizens groups in crime prevention should be one of an open posture with the obligation to be available and known to the community.

Actual role. Legal Aid personnel believe that the prosecutor's office is open to some communication but that, as yet, they do not have a good relationship with the citizens groups. They do not provide good services because they are overworked and have to deal with a racial polarization problem in the community.

Alternatives suggested by Legal Aid personnel as to what they think the prosecutor's office sees as possible opportunities to assist an organized citizens group in crime prevention are: that they make the role of the prosecutor's office known to the public; that they develop better rapport with the community programs and community groups; and that they make more of an effort to communicate with other members of the criminal justice system.

Legal Aid: The Public
Defender's Role

Ideal role. Legal Aid believes that the ideal role of the public defender in assisting citizens groups in crime prevention should be one of being available to the people for services needed and providing more information on the law and the role of the public defender in the community. They should also strive to gain the confidence of the public.

Actual role. The public defenders are seen by the Legal Aid personnel as being totally inadequate. They believe they are giving second-class treatment to the defendants and that they are "state" lawyers. They consider them too close to the court and the prosecutor and they feel that a lack of justice is rendered to the community.

Alternatives suggested by the Legal Aid personnel as to what they think the public defender sees as possible opportunities to assist an organized citizens group in crime prevention are: more full-time personnel to serve as public defenders and less tie-up with the court personnel. The public should have more of a selection role in who is to become a public defender.

Legal Aid: The Correctional Institution Role

Ideal role. The Legal Aid personnel believe that the ideal role of the correctional institution in assisting citizens groups in crime prevention should be involvement in many innovative programs to assist the inmate.

Actual role. The Legal Aid personnel believe that the correctional institution is doing some publicity on the nature of their institution but more information is needed for the community.

Alternatives suggested by the Legal Aid personnel as to what they think the correctional institution personnel see as possible opportunities to assist an organized citizens group are: more information on the nature of the type of institution and the role the citizen can play.

THE MUSKEGON POLICE: A PROFILE

Self Concept

Ideal role. The Muskegon Police see their ideal role in crime prevention centering around their juvenile bureau and the work that the police-community relations officers do. They feel their presence on the street and at community events is a deterrent to crime. The majority

of the work in crime prevention occurs in the schools when they talk to children about the policeman's role. Ideally, they should work with the community and provide the type of service that the community wants and needs. They should also be involved in recreational programs for the young and the adult.

Actual role. The police believe that they are fulfilling their role in crime prevention by accomplishing the ideal role to some degree. They are active in the schools and in police-community relations. They realize that satisfying every citizen is a never-ending task at which they cannot completely succeed in the eyes of the community.

Ideal organized citizens role. The police unanimously agree that there is a place for organized citizens groups in working with the criminal justice system to prevent crime. The neighborhood associations allow the police to get to know the young people and minimize problems before they are magnified. It is possible when a youth is getting into trouble, for the police to refer him to a neighborhood sponsor who works with him. It puts the responsibility on the neighborhood and the parents. Neighborhood associations can also supply information on a crime, accident, or similar problem.

Actual organized citizens role. Some neighborhood associations are providing school activities and recreational programs for the young. They are serving as hall monitors in the schools and are involved in Big Brothers and scouting with neighborhood groups. The neighborhood improvement associations are working with problem families and they are helping the juvenile bureau to identify and work with problem youth.

Twenty percent of the police officers interviewed saw no real involvement in crime prevention by the citizens of Muskegon.

Alternatives suggested by the police for citizens to control and prevent crime are: working toward a more integrated approach to problems; expanding neighborhood associations over the entire city; becoming more informed about the law; improving home conditions; working with school personnel; watching for problems and crime in individual neighborhoods; volunteering pertinent information; and employing the court watcher concept to try to expedite the court process.

Alternatives suggested by the police as to what they think an organized citizens group considers as possible opportunities to assist in preventing crime are: building up a mutual trust with the city government, and involving young people through recreational activities and employment opportunities.

The Police: The Adult
Court Role

Ideal role. The police believe that the ideal role of the adult court in assisting citizens groups in crime prevention should include a court watcher concept where a citizen sits in the courtroom. The probation officer should work with neighborhood improvement associations to determine a plan for an individual citizen because neighborhood associations may have more immediate knowledge of a particular citizen. The adult court should work with the neighborhood, especially with minor problems in a given neighborhood. The adult court should explain its position to the people and refer people to the neighborhood. People should be treated fairly by the adult court and first offenders should be dealt with on a community level. One police member interviewed believes the adult court has no real role in assisting citizens groups in crime prevention because he thinks it can open the road to a fascist state.

Actual role. The police personnel believe that the adult court is not actually doing anything to assist citizens groups in the area of crime prevention. The adult court does have translators for people who speak a foreign language and the probation and parole agents work in the communities to some extent.

Alternatives suggested by the police as to what they think the adult court sees as possible opportunities to assist an organized citizens group in crime prevention are: instructing the community on the criminal justice procedures in a courtroom process; inviting the citizen groups to sit in the courtroom to learn about the judicial system and then go back and talk about it in their neighborhoods; working with first offenders in the community; publicizing the court decisions and emphasizing the present legislation; working with the probation officers and explaining the alternatives available for an individual citizen. The court could also explain its position to people and refer people to neighborhood groups for insight into their citizen responsibilities. The court should be as consistent as possible in working on an equal basis with the rich and the poor and the black and the white. The person who is chemically dependent should be treated until cured, rather than receiving a jail sentence.

The Police: The County
Jail Role

Ideal role. The police believe that the ideal role of the county jail in assisting citizens groups in crime prevention should be one of open communication in gathering information on the background of a person from the neighborhood association, assisting in educational

programs, and seeking employment possibilities. The neighborhood association can work with the people in jail on their rehabilitation program and the county jail personnel could talk to outside groups about their role in the community. One-third of the police personnel thought that there was no role for the county jail to play in assisting citizens groups in crime prevention.

Actual role. The police personnel felt that the county jail was actually assisting citizens groups in crime prevention through their rehabilitation program, especially in the area of education and in the use of volunteers. The county jail personnel are also talking to various groups in order to educate the community. One-sixth of the police personnel thought that there was no actual assisting of citizens groups by the county jail personnel and that the county jail served simply as a holding facility.

Alternatives suggested by the police personnel as to what they think the county jail sees as possible opportunities to assist an organized citizens group in crime prevention are: working in the rehabilitation program, allowing the community to come in and see the jail, explaining the role of a jail facility, and separating persons in jail by classification and age.

The Police: The Department
of Social Services Role

Ideal role. The police believe that the ideal role of the Department of Social Services in assisting citizens groups in crime prevention is working with the neighborhood associations to gather information that will be useful in assisting citizens and obtaining knowledge of problem families. They should also work with senior citizens, handle cases of child abuse, and assist with welfare problems. The Department of Social Services can also use the neighborhood association people as volunteers. They should develop a closer understanding between their services and neighborhood associations.

Actual role. The police believe that the Department of Social Services is actually assisting citizens groups in crime prevention by responding to people's needs in using information given to them by neighborhood associations. They are also informing people of certain benefits available to them, transporting people back and forth to the Department of Social Services offices, and supplying guidance to problem families. They work with welfare recipients trying to find them employment and they do make use of volunteers. Their caseloads are still too high and the use of case aides is being employed.

One-third of the police personnel expressed no opinion on the actual performance of the Department of Social Services to citizens groups.

Alternatives suggested by police personnel as to what they think the Department of Social Services sees as possible opportunities to assist an organized citizens group in crime prevention are: better communication between the Department of Social Services and neighborhood associations and the employment of neighborhood association people to work with the Department of Social Services people; more use of volunteers; more referrals to various community agencies; and more work with keeping welfare recipients honest.

The Police: The Former Offender Role

Ideal role. The police personnel believe that the ideal role of the former offender in assisting citizens groups in crime prevention is to develop a good attitude within himself and possibly work with troubled young people or with hard core adults. He can help other former offenders stay out of trouble and in the process stay out of trouble himself. He knows the consequences of illegal behavior and can give others the incentive to stay out of trouble.

Actual role. The police personnel believe that the former offender actually is assisting the citizen groups in crime prevention. He is working in the drug centers, the Skills Training center, and the neighborhood improvement associations. One police officer expressed the opinion that there was no actual involvement of the former offender by citizen groups in crime prevention. Another police officer expressed no opinion in this matter.

Alternatives suggested by the police personnel as to what they think the former offender sees as possible opportunities to assist an organized citizens group in crime prevention are: former offenders have knowledge of the crime areas in the cities and the trouble spots and can assist in preventing crime in these areas; they can work with other former offenders to keep them out of trouble. They can assist other former offenders in seeking employment, work with young people, and help in schools as paraprofessionals.

The Police: The Juvenile
Court Role

Ideal role. The police personnel believe that the ideal role of the juvenile court in assisting citizens groups in crime prevention should be: using the neighborhood association as a resource for information to help

the young people, using the neighborhood association people as volunteer probation officers, and employing paraprofessionals from the neighborhoods. The juvenile court could also cooperate with neighborhood groups if there is a particular young person who is a problem in the community. The juvenile court could use the neighborhood people as sponsors, and as providers of foster homes. These citizens could be effective in following up on juveniles who have been in trouble. The police personnel were unanimous in their agreement that the juvenile court should be of assistance to citizens groups in crime prevention.

Actual role. A majority of the police personnel believe that the juvenile court is not doing anything to assist citizens groups in crime prevention. There appears to be conflict within the court itself between the judges and the probation officers. They are not using neighborhood associations as a resource and young people are being given one chance after another. One-fifth of the police personnel said that there is some activity between the juvenile court and the citizens groups but it is limited for the most part to parent-teacher association meetings in the schools.

Alternatives suggested by the police personnel as to what they think the juvenile court sees as a

possible opportunity to assist an organized citizens group in crime prevention are: using the volunteer probation officer concept, using the neighborhood associations as a resource for information to help people working with the juveniles before they get too far in their delinquent behavior, working with citizens groups to develop programs to help young people, talking with community leaders to see what can be done to help certain young people, and developing more alternatives for young people.

The Police: The Legal
Aid Role

Ideal role. The police personnel believe that the ideal role of Legal Aid in assisting citizens groups in crime prevention is to give citizens guidance and direction in law matters. They believe Legal Aid should also refer clients to other agencies when the need arises. They should protect the rights of individual citizens and they should make their role known in the community.

Actual role. One-half of the police personnel expressed no opinion on Legal Aid assisting citizens groups in crime prevention. One-third of the police personnel interviewed stated that Legal Aid is assisting citizens groups in crime prevention; however, they feel that most of their work is in civil matters. One member

of the police personnel interviewed believed that Legal Aid is actually doing nothing to assist citizens groups in crime prevention.

Alternatives suggested by the police personnel as to what they think the Legal Aid personnel see as possible opportunities to assist an organized citizens group in crime prevention are: referring people to the proper agencies, defending problem cases, being available to the citizens, giving advice, helping people to know and respect the law, informing the community about the services of Legal Aid, working with the community leaders, and informing the schools on the role of Legal Aid.

The Police: The Prosecutor's Office Role

Ideal role. The police personnel believe that the ideal role of the prosecutor's office in assisting citizens groups in crime prevention is to define their role and the legal process, and to assure the people of proper service. They should also use the neighborhood association groups to draw up a plan for a particular person in trouble. They should have close contact with the community to know the needs of the community and, in turn, the community can get to know the prosecutor's role. The prosecutor should serve the people rather than the politicians. One-sixth of the police personnel

felt that there was no place for the prosecutor's office to assist citizens groups in crime prevention.

Actual role. The majority of the police personnel felt that the prosecutor's office was not doing anything to assist citizens groups in crime prevention. One-sixth of the police personnel felt that the prosecutor's office was assisting citizens groups by being available and cooperative. One police officer expressed no opinion on this matter.

Alternatives suggested by the police personnel as to what they think the prosecutor's office sees as possible opportunities to assist an organized citizens group in crime prevention are: employing an assistant black prosecutor, educating the community to the prosecutor's role, using the neighborhood association as a resource, being available and ready to serve, giving fair treatment to all offenders, and gaining the trust of the people by proper dissemination of information.

The Police: The Public Defender's Role

Ideal role. The police personnel feel that the ideal role of the public defender in assisting citizens groups in crime prevention is gathering proper information for a better defense of the client, being available for those who need them, and informing the clients of the

legal ramifications of the law. Two members of the police personnel interviewed felt there was no role for the public defender in assisting citizens groups in crime prevention. One police officer expressed no opinion in this matter.

Actual role. The majority of the police personnel feel that the public defender is using the neighborhood associations for information and they are available for those who need them. One-third of the police personnel expressed no opinion on this matter. One-sixth felt that the public defender was not doing anything to assist citizens groups in the area of crime prevention.

Alternatives suggested by the police personnel as to what they think the public defender sees as possible opportunities to assist an organized citizens group in crime prevention are: explaining the public defender's role to the community, making the criminal justice process known to the citizens, and trying to be available for individual cases.

The Police: The Correctional Institution
Role

Ideal role. The police personnel felt that the ideal role of the correctional institution in assisting

citizens groups in crime prevention should be to explain to them the role of the institution in the community and to use the neighborhood association personnel to assist in working with people in the institution. They should use the community residents to prepare the individual in the institution for re-entry into the community. The neighborhood residents could also be used in the rehabilitation programs within the institution. The institutional staff should continue to inform the community of the achievement of goals and objectives. The institutional staff should use neighborhood residents as tutors and as group discussion leaders. One police officer stated that the correctional institution does not have a role in assisting citizens groups in crime prevention.

Actual role. The majority of the police personnel expressed no opinion on what the correctional institution is doing to prepare for using citizens groups in its actual program. One-fourth of the police personnel expressed the opinion that the correctional institution is not informing the community of what role the citizen can play in the institution. One police officer expressed the opinion that the only actual work the correctional institution personnel are doing to assist citizens groups is to provide employment for certain citizens.

Alternatives suggested by the police personnel as to what they think the correctional institution sees as possible opportunities to assist an organized citizens group in crime prevention are: being a source of employment for residents; explaining the function of their institution; employing citizens in the areas of rehabilitation and vocational training; using community residents to help their clients readjust to a normal life; working with citizens groups to develop employment possibilities; and inviting groups to visit the institution and see the facilities.

NELSON NEIGHBORHOOD IMPROVEMENT

ASSOCIATION: A PROFILE

Self Concept

Ideal role. The members of the Nelson Neighborhood Association interviewed saw their role in crime prevention as: developing recreational programs for people of all ages, seeking out employment opportunities, working with problem families, cooperating with school personnel, redeveloping homes, establishing a healthy neighborhood environment, dialoging on a constructive level with the police, watching each others' homes, showing concern for the older citizens, preventing block busting, assisting people on probation or in jail by

keeping contact with them and their family, having a court watcher in the courtroom, making sure there is adequate legal defense for citizens and, in general, working with the formal members of the criminal justice system.

Actual role. They have recreational programs for the young and social events for people of all ages. There is a program in the association to promote job development and there is a committee that works with problem families. The association works with the schools in the area. There is a neighborhood effort for home and lawn improvement and a certified housing program provides home improvement loans and grants. A neighborhood effort is made to call the police when necessary and cooperate with them. There is some work with the county jail and the adult court on individual cases. Good cooperation exists between the association and the juvenile bureau of the police department. They have limited contact with Legal Aid, the public defender, the prosecutor's office, and the juvenile court.

The Nelson Neighborhood residents interviewed were unanimous in their agreement that there is a definite place for an organized group like N.I.A. in working with the criminal justice system to prevent crime. The majority felt that their association actually was accomplishing something in the area of crime prevention.

One-fourth of the citizens interviewed expressed no opinion on the actual role of the association regarding crime prevention.

Alternatives suggested by the Nelson Neighborhood Association for citizens controlling and preventing crime are: developing recreational programs for people of all ages; allowing citizen involvement in the decisions made by city government which affect their neighborhood; paying citizens on a part- or full-time basis for their involvement in the N.I.A.; demanding better street lighting; seeking a racial balance in the neighborhoods; promoting dances and social events for all ages; creating a citizen's patrol (black and white) to be available when needed; watching for abandoned houses that could become problem spots; watching each others' homes; preventing the increase of slum landlords; and working with citizens of the neighborhood who are on probation, parole, or in an institution.

The Neighborhood Improvement
Association: The Adult
Court Role

Ideal role. The citizens from the neighborhood improvement association believe that the ideal role of the adult court in assisting citizens groups in crime prevention is to use the volunteer probation officer concept and also have the probation officer and parole agent

communicate with the neighborhood association about information on a particular person. The adult court personnel can also assist these citizens groups by helping create employment opportunities. They could allow the court watcher concept to be employed in the courtroom. The adult court personnel could work with the neighborhood association with problem people and could place the person under the jurisdiction of a neighborhood sponsor. There could be some type of a neighborhood court to handle minor problems. Character references could be taken from neighborhood association people. The judges could come and talk to the neighborhood associations and inform them of the court's role in the community. The adult court also could use the neighborhood association programs as resources for their probationers. The neighborhood improvement association personnel were in agreement on these ideal roles of the adult court. One citizen had no opinion on this matter.

Actual role. The neighborhood association personnel were divided on the actual role of the adult court in assisting citizens groups in crime prevention. About forty percent had no opinion on this matter. About twenty-five percent felt that the adult court was not doing anything to assist citizens groups in crime prevention. About thirty-five percent felt that the adult

court was actually doing something to assist citizens groups in crime prevention.

Alternatives suggested by the neighborhood association personnel as to what they think the adult court sees as possible opportunities to assist an organized citizens group in crime prevention are: using the neighborhood association as a resource to gain information to assist in a fair and just court decision and plan for an offender. They also see a role in obtaining employment for certain members of the community.

The Neighborhood Improvement
Association: The County
Jail Role

Ideal role. The neighborhood improvement association personnel see the ideal role of the county jail personnel in assisting citizens groups in crime prevention as one of working with the people in the jail by using neighborhood association personnel as resource people. They also can work with people after they have been out by helping them find jobs and continuing to work in a counseling capacity.

Actual role. The neighborhood improvement association personnel are divided on their feelings about the county jail's actual assistance to citizens groups in crime prevention. Forty percent of the citizens

interviewed had no opinion on this matter. Another forty percent of the citizens interviewed felt that the county jail was actually doing nothing to assist citizens groups in crime prevention. Twenty percent of the citizens interviewed felt that the county jail actually is doing something to assist citizens groups in crime prevention. This involvement is centered around one-to-one situations where a community representative works with an individual in the county rehabilitation program.

Alternatives suggested by the neighborhood improvement association personnel as to what they think the county jail sees as possible opportunities to assist an organized citizens group in crime prevention are: employing citizens in the detoxification center, drug center, and in handling young adults; involvement of the neighborhood association people in the total rehabilitation program in the county jail and using neighborhood association personnel to determine a plan for a particular person in the county jail.

The Neighborhood Improvement Association: The Department of Social Services Role

Ideal role. The neighborhood improvement association personnel believe that the ideal role of the Department of Social Services in assisting citizens groups in crime prevention should be one of working closely with

the neighborhood groups with problem families. This would involve using the neighborhood association personnel to work with a caseworker to better assist a particular neighbor and the professional could help with his problems in other related areas. The neighborhood improvement association personnel were in total agreement on this concept.

Actual role. The neighborhood improvement association personnel believe that the Department of Social Services is actually assisting citizens groups in crime prevention by accepting referrals from the neighborhood association and working with the problem family committee. Thirty-five percent of the neighborhood improvement association personnel interviewed felt that the Department of Social Services was actually doing nothing to assist citizens groups in crime prevention. Twenty percent of the neighborhood improvement association personnel interviewed expressed no opinion on this matter.

Alternatives suggested by the neighborhood improvement association personnel as to what they think the Department of Social Services sees as possible opportunities to assist an organized citizens group in crime prevention are: working with the neighborhood improvement association to find employment for hard-to-place

clients and using the neighborhood improvement association personnel as resources for information on people to give greater assistance to a particular individual.

The Neighborhood Improvement
Association: The Former
Offender Role

Ideal role. The neighborhood improvement association is in agreement that the ideal role of the former offender in assisting citizens groups in crime prevention should be in working with the association on various programs to assist especially the younger members of the community and to work for better job opportunities. They can assist other former offenders by trying to keep them from going into their same negative pattern, and the neighborhood association can continue to give the former offender support in his efforts to avoid his past behavior.

Actual role. The neighborhood improvement association personnel believe that the former offender is actually assisting citizens groups in crime prevention by working with the youth programs, church programs, and drug center programs. Fifteen percent of the residents interviewed felt that the former offender was doing nothing in assisting citizens groups in crime prevention. One citizen had no opinion on this matter.

Alternatives suggested by the neighborhood improvement association personnel as to what they think the former offender sees as possible opportunities to assist an organized citizens group in crime prevention are: working with youth programs, finding employment for other former offenders, working with young adults, and assisting in other neighborhood programs.

The Neighborhood Improvement Association: The Juvenile Court Role

Ideal role. The neighborhood improvement association personnel believe that the ideal role of the juvenile court in assisting citizens groups in crime prevention should center around working with the neighborhood association with problem youth to help control their antisocial behavior. They should employ the volunteer probation officer and the probation sponsor concepts. They should work with the association in contacting problem families to prevent future problems, and should work with the schools and the neighborhood associations. The neighborhood improvement association personnel were in unanimous agreement on this subject.

Actual role. The majority of the citizens interviewed felt the juvenile court was actually doing something to assist the citizens groups in crime

prevention. This centered around working with particular families and using a halfway house concept in the neighborhood. Approximately twenty percent of the residents interviewed felt that there was no assistance given to citizens groups from the juvenile court personnel. Approximately twenty percent of the neighborhood association personnel had no opinion on this subject.

Alternatives suggested by the neighborhood association personnel as to what they think the juvenile court sees as possible opportunities to assist an organized citizens group in crime prevention are: paying neighborhood residents to work with young people who are having problems, making use of volunteers in various capacities for juvenile court personnel, and working with neighborhood improvement association personnel.

The Neighborhood Improvement Association: Legal Aid Role

Ideal role. The neighborhood improvement association personnel believe that the ideal role of the Legal Aid personnel in assisting citizens group in crime prevention should be to work with particular citizens who have legal difficulties. They should inform people of the legal ramifications on community matters. They should give talks to community groups to explain their role. They should be available and easily accessible to

community citizens. They should refer problem families to neighborhood associations. Approximately twenty-seven percent of the residents interviewed had no opinion on Legal Aid's ideal role.

Actual role. The majority of the residents interviewed regarding Legal Aid assisting citizens groups in crime prevention had no opinion. Approximately twenty-seven percent of the residents interviewed felt that Legal Aid is doing something to assist citizens groups in crime prevention. This work revolves around property problems, divorce cases and fatherless families. One resident said that Legal Aid is not extending itself into the community, but if the citizens want assistance they have to go to the Legal Aid offices.

Alternatives suggested by the neighborhood improvement association personnel as to what they think that Legal Aid sees as possible opportunities to assist an organized citizens group in crime prevention are: to work with the neighborhood association and refer people to one another, to make their services more known through a neighborhood association, and to use individual members of the neighborhood association as resource people.

The Neighborhood Improvement
Association: The Police
Role

Ideal role. The neighborhood improvement association personnel are in total agreement that the ideal role of the police in assisting citizens groups in crime prevention should be one of working with them, especially in juvenile matters, by becoming involved in school programs, recreational programs, and community activities. They should assist by involving a citizens patrol or auxiliary police walking a neighborhood beat, working with neighborhood associations in matters of crime reporting and obtaining witnesses, attending neighborhood association meetings, and using neighborhood association personnel as contacts in particular problems.

Actual role. The neighborhood improvement association personnel believe that the police department actually is assisting citizens groups in crime prevention, especially in their juvenile bureau and in their police-community relations teams. They believe that the police response time is very good except in a few minor situations. One citizen had no opinion on this matter.

Alternatives suggested by the neighborhood improvement association personnel as to what they think the police personnel see as possible opportunities to assist an organized citizens group in crime prevention

are: working with problem youths, working with the association in problem areas, developing mutual respect, working in school programs and drug programs, working with pre-delinquent young people, and developing a rapport with the neighborhood associations.

The Neighborhood Improvement
Association: The Prosecu-
tor's Office Role

Ideal role. The neighborhood improvement association personnel believe that the ideal role of the prosecutor's office in assisting citizens groups in crime prevention should be one of informing the neighborhood about a particular problem, and allowing the neighborhood improvement association to inform the prosecutor's office on the atmosphere of a local neighborhood. The prosecutor's office should be equal in its treatment of all people. They could come to neighborhood meetings to explain their role and dialog with the people. They could use citizens groups in their investigations of particular crimes. Approximately twenty-seven percent of residents interviewed expressed no opinion in relationship to the prosecutor's office.

Actual role. The majority of the citizens interviewed did not express an opinion as to the prosecutor's actual involvement in assisting citizens groups in crime

prevention. Approximately twenty percent of the residents interviewed felt that the prosecutor's office was actually doing nothing to assist citizens groups in crime prevention. One resident felt that there was contact between a neighborhood association and the prosecutor's office.

Alternatives suggested by the neighborhood improvement association personnel as to what they think the prosecutor's office sees as possible opportunities to assist an organized citizens group in crime prevention are: communicating on particular crimes and sharing information after a trial.

The Neighborhood Improvement
Association: The Public
Defender's Role

Ideal role. The neighborhood improvement association personnel believe the ideal role of the public defender in assisting citizens groups in crime prevention is to use neighborhood improvement associations for character references on particular neighborhood individuals. They should also be aware of public opinion and community feelings and should obtain character witnesses from the neighborhood improvement association. They should come out to talk to the neighborhood improvement association to obtain information about their client in order to give proper representation and not misrepresentation.

They should come to the neighborhood improvement association meetings and inform the groups about the public defender's role. One member of the community expressed no opinion on the public defender's role.

Actual role. The majority of neighborhood improvement association personnel expressed no opinion on what the public defender is actually doing to assist citizens groups in crime prevention. Twenty-seven percent stated that the public defender was doing nothing to assist the citizens groups in crime prevention. Twenty percent of the neighborhood association personnel believed that the public defender actually was working with citizens groups in crime prevention areas.

Alternatives suggested by the neighborhood improvement association personnel as to what they think the public defender sees as possible opportunities to assist an organized citizens group in crime prevention are: taking the initiative from the neighborhood groups to work with them and obtaining character references from the neighborhood association personnel.

The Neighborhood Improvement Association: The Correctional Institution Role

Ideal role. The neighborhood improvement association personnel believe that the ideal role of the

correctional institution in assisting citizens groups in crime prevention should be one of using the neighborhood improvement association personnel for recreational programs and rehabilitation programs within the institution, and working with families outside the institution who have members in the institution. The correctional institution could get involved in community programs to help gain the support of the community for their institution. They could work with the neighborhood programs in developing job opportunities so that when an individual comes out of the institution he has a skill and a place of employment. The correctional institution could also allow neighborhood associations to bring groups out to visit the institution. Correctional institution personnel could also inform the community people of the place of a correctional institution in the criminal justice system.

Actual role. The majority of the citizens interviewed believed the correctional institution is assisting citizens groups in crime prevention through communication about their program in the paper and various meetings throughout the community. Approximately twenty-seven percent of the community residents felt that nothing is being done to inform them or involve them in the correctional facilities program. One resident expressed no opinion on this matter.

Alternatives suggested by the neighborhood improvement association personnel as to what they think the correctional institution sees as possible opportunities to assist an organized citizens group in crime prevention are: developing training programs for future personnel in the institution; providing job opportunities for citizens in the community; offering a role for the community to play in the correctional institution; having meetings to involve various people in the institution's policy; and allowing certain groups of young people to visit the institution as a form of preventive technique.

THE PRESENT OFFENDER: A PROFILE

Ideal organized citizens role. The present offenders interviewed believed that there is a definite place for an organized citizens group in working with the criminal justice system to prevent crime. They saw such a group as providing activities for the neighborhood, job opportunities, youth programs, assisting the uneducated in living problems, stopping the buying and selling of stolen goods, closing down trouble spots, curbing drug traffic and improving the physical appearance of a neighborhood.

Actual organized citizens role. Sixty percent of the present offenders state that the organized groups

are working in the drug programs, community centers, Y.M.C.A. programs, Community Action Against Poverty and other programs.

Forty percent of the present offenders expressed no opinion on this subject.

Alternatives suggested by the present offender for citizens to control and prevent crime are: seeking employment for young people, making programs available to occupy young peoples' time, and watching each others' homes.

Alternatives suggested by the present offender as to what they think an organized citizens group considers as possible opportunities to assist in preventing crime are: having young people understand the consequences of their behavior, giving young people opportunities to create their own entertainment, and counteracting negative peer influence.

The Present Offender: The
Adult Court Role

Ideal role. The present offender believes that the ideal role of the adult court in assisting citizens groups in crime prevention should provide a means of communication between the court and the people and good representation in the courtroom of various community minorities. The neighborhood associations could attend

a given trial to make sure that the individual is given a fair and just verdict. The neighborhood association could work with the adult court to help them understand and know the people involved better so that a proper sentence or disposition can be given. They could also work with the probation officer and help the probationer. The adult court should listen to the neighborhood improvement association representative about a particular person in trouble and his standing in the neighborhood. The jury should have black representatives, especially when a black person is on trial. The probation officer can also use the neighborhood improvement association personnel for his pre-sentence investigation. The adult court should also involve the neighborhood improvement association in work with certain individuals such as alcoholics or neighborhood problem families. The adult court could also assist citizens groups in crime prevention by opening up employment possibilities for people on probation. They should also have adult court personnel available to talk to citizens groups.

Actual role. Sixty percent of the present offenders interviewed felt that the adult court was not actually doing anything to assist citizens groups in crime prevention. Forty percent expressed no opinion in this matter. One present offender felt that the

court process was run by the judge like a dictator. He claimed he was unaware of the court process and its ramifications. He felt it was a railroading situation. His bond was posted by a neighborhood community center.

Alternatives suggested by the present offender as to what he thinks the adult court sees as possible opportunities to assist an organized citizens group in crime prevention are: to have adult court personnel discuss the needs of individuals on probation with the neighborhood improvement association personnel.

The Present Offender: The
County Jail Role

Ideal role. The present offenders believe that the ideal role of the county jail in assisting citizens groups in crime prevention should be one of involving these citizens in rehabilitation programs to help the offender. The county jail should contact the neighborhood associations to assist the inmates so that they can keep in touch with their families and have their needs met. The county jail should also allow the citizens group to help with the release programs. Citizens could be allowed to come in to visit and conduct sewing classes and adult education classes for the women in prison. They could also bring in library supplies.

Actual role. Sixty percent of the present offenders interviewed felt that the county jail was actually doing nothing to assist citizens groups in crime prevention. They expressed the opinion that the guards were running the show and that they did not think the security staff would allow any real citizen involvement. Forty percent of the inmates said that there was some actual contact between the county jail personnel and the citizen groups. This took place in the drug therapy programs, the educational programs and the church services.

Alternatives suggested by the present offenders as to what they think the county jail personnel see as possible opportunities to assist an organized citizens group in crime prevention are: developing job opportunities, assisting in the work release program and the drug rehabilitation program, being aware of the racial tension, helping overcome the language barrier (Spanish speaking people) and helping develop educational and vocational training.

The Present Offender: The
Department of Social
Services Role

Ideal role. The present offender believes that the ideal role of the Department of Social Services in assisting citizens groups in crime prevention should be

one of making programs available to young people in trouble and using neighborhood associations as a resource. They should help maintain a program once it has been started. They should work with problem families and help the unemployed gain jobs. They should help the families having problems financing their budget.

Actual role. The present offender believes that the Department of Social Services is actually assisting citizens groups in crime prevention by working with problem families. One of the present offenders had no opinion on this matter.

Alternatives suggested by the present offender as to what they think the Department of Social Services sees as possible opportunities to assist an organized citizens group (N.I.A.) in crime prevention are: working with the neighborhood associations with problem young people, and assisting the unemployed in gaining employment.

The Present Offender: The
Former Offender Role

Ideal role. The present offender is in total agreement that the ideal role of the former offender in assisting citizens groups in crime prevention is to work with groups and use the former experience as a deterrent to crime. Certain goals could be set and programs

developed. Former offenders could encourage the young people to stay in school and help them gain employment. In return, the neighborhood association could help the former offender overcome his stigma, help him find a home and allow him to help other former offenders.

Actual role. The present offender believes that the former offender actually is assisting citizens groups in crime prevention by working at the drug center and the Urban League and other neighborhood programs. He believes that some former offenders are not ready to listen to any of this type of discussion. One of the present offenders did not express an opinion on this matter.

Alternatives suggested by the present offenders as to what they think the former offender sees as possible opportunities to assist an organized citizens group (N.I.A.) in crime prevention are: working with groups and using former experience as a deterrent to crime, encouraging drop-outs to return to school, working with young people, working at the drug center and similar programs, and working with other former offenders.

The Present Offender: The
Juvenile Court Role

Ideal role. The present offender believes that the ideal role of the juvenile court in assisting

citizens groups in crime prevention should be one of working with the neighborhood associations to help develop programs for young people to prevent crime and working with the families of young people who are getting into trouble.. The juvenile court should work with the neighborhood to help organize clubs to keep young people occupied.

Actual role. The present offender believes that the juvenile court is not doing anything to assist citizens groups in crime prevention.

Alternatives suggested by the present offender as to what they think the juvenile court personnel see as possible opportunities to assist citizens groups (N.I.A.) in crime prevention are: helping to develop jobs for young people, organizing programs for young people and working with families in trouble.

The Present Offender:
Legal Aid Role

Ideal role. The present offender believes that the ideal role of Legal Aid in assisting citizens groups in crime prevention should be one of helping people obtain proper legal advice and assistance in their claims.

Actual role. The present offender believes that Legal Aid is not assisting citizens groups in crime

prevention because they are not that well known in the community.

Alternatives suggested by the present offender as to what they think the Legal Aid personnel see as possible opportunities to assist citizens groups (N.I.A.) in crime prevention are: informing the people about the availability of legal services.

The Present Offender: The Police Role

Ideal role. The present offender is in total agreement that the ideal role of the police in assisting citizens groups in crime prevention should be one of communicating to each other the needs and feelings of a given neighborhood. They should work with neighborhood associations to help create a better atmosphere in a given neighborhood and they could use citizens patrols in problem areas. The police should talk to responsible citizens in a given neighborhood before any drastic action has to be taken. The neighborhood should understand the police needs and the police should understand the neighborhood needs.

Actual role. The present offender believes that the police actually are doing very little to assist citizens groups in crime prevention. They state that the police are down on long-haired students and minority

people. They are often looking for trouble where there may not be any problem. They state that the police are often bitter and start out with a very poor attitude as if they are looking for someone to pick on; however, this depends on the individual police officer. The overall opinion of the present offenders is that the police are not too open to communication. One of the present offenders expressed no opinion on the police.

Alternatives suggested by the present offender as to what they think the police personnel see as possible opportunities to assist citizens groups in crime prevention are: coming to talk to the neighborhood groups, explaining the present laws of the city, and receiving support from responsible citizens.

The Present Offender: The
Prosecutor's Office Role

Ideal role. The present offender is in total agreement that the ideal role of the prosecutor's office in assisting citizens groups in crime prevention should be one of listening to the citizens groups regarding specific cases and insuring justice and fair treatment in each case. They should visit the community group to find out what type of cases are important to them.

Actual role. The present offender believes that the prosecutor's office is not actually doing anything to

assist citizens groups in crime prevention. They believe that often the prosecutor's office is politically motivated or else they go through a normal impersonal routine on any given case.

Alternatives suggested by the present offender as to what they think the prosecutor's office sees as possible opportunities to assist citizens groups in crime prevention are: working more thoroughly on the investigation of certain complaints.

The Present Offender: The
Public Defender's Role

Ideal role. The present offender is in total agreement that the ideal role of the public defender in assisting citizens groups in crime prevention should be one of making contact with the neighborhood groups and learning about a particular person, his background, reason for his arrest and possible plan for the future. He should advise the person of his rights, and make sure the person gets a fair trial, a proper defense, and if he is found guilty, an individual plan be developed that will have rehabilitative aspects.

Actual role. The present offender is in total agreement that the public defender actually is doing nothing to assist citizens groups in crime prevention. They complain that often the public defender has a very

poor attitude and they try to encourage the individual to plead guilty on all counts. They complain that the lawyer is soon gone after the hearing and that there is very little time for discussion after the case.

Alternatives suggested by the present offender as to what they think the public defender sees as possible opportunities to assist citizens groups (N.I.A.) in crime prevention are: working with neighborhood associations to obtain information as to what is best for a particular client from the community's point of view.

The Present Offender: The
Correctional Institution's
Role

Ideal role. The present offenders are in total agreement that the ideal role of the correctional institution in assisting citizens groups in crime prevention should be one of working with them from the beginning to develop programs for inmates and training for personnel in the rehabilitation program. Citizens should know what kind of programs the institution is planning so that they can be included in helping in the prison in whatever capacity they can. The correctional institution should work with the neighborhood associations to keep contact between the neighborhood and the inmates.

Actual role. The present offenders do not understand exactly the role of the new institution in Muskegon, but from their experience in the past, there has been very little done by the institutions with community groups. They state that younger people should be kept out of secure prisons like Jackson and that the majority of people in prison are very poor people, economically speaking.

Alternatives suggested by the present offenders as to what they think the correctional institution personnel see as possible opportunities to assist citizens groups (N.I.A.) in crime prevention are: they stated that they did not know the intentions of the correctional institution but that they hoped there was a place for neighborhood association groups to work in the institution with the inmates.

THE PROSECUTOR'S OFFICE: A PROFILE

Self Concept

Ideal role. The prosecutor's office personnel believe their ideal role in crime prevention is to prevent recidivism through their contact with clients, identifying community problems and manpower needs, using the community resources for pre-trial diversion, being available for people's needs and participating in community projects.

Actual role. The prosecutor's office personnel believe that they are accomplishing their ideal role but to a limited degree because they are handicapped by their small number of staff, the large number of cases they have to handle, and the relatively short time they have been in office.

Ideal organized citizens role. The prosecutor's office believes that there is a place for organized citizens groups in working with the criminal justice system to prevent crime. This is particularly true in the use of citizens as volunteer probation officers and in working with particular problems in the community, especially with young people.

Actual organized citizens role. The prosecutor's office does not see much effort being made by any citizens groups in the area of crime prevention.

Alternatives suggested by the prosecutor's office for citizens to control and prevent crime are: using selected families to help other families with problems, assisting in educational and recreational programs and having speakers come to their meetings to talk on various criminal justice functions.

Alternatives suggested by the prosecutor's office as to what they think an organized citizens group considers as possible opportunities to assist in

preventing crime are: bringing minority people in the mainstream of society and more community involvement with juvenile problems, especially the young person who is developing a definite pattern of delinquency.

The Prosecutor's Office:
The Adult Court Role

Ideal role. The prosecutor's office is in total agreement that the ideal role of the adult court personnel in assisting citizens groups in crime prevention should be one of using voluntary probation officers from the community to talk to the judge about certain citizens, plan for their future and divert many of the minor violators from the court process itself. They stated that a court watcher from the community might be a conceivable idea but it is very difficult for the average citizen to know the terminology of the courtroom.

Actual role. The prosecutor's office was in total agreement that the adult court is not carrying out its role in working with citizens groups in crime prevention. They state that the court is understaffed and that the community is not that involved.

Alternatives suggested by the prosecutor's office as to what they think the adult court personnel see as possible opportunities to assist citizens groups (N.I.A.) in crime prevention are: using probation and

citizen sponsors rather than placing a person in jail, working with each individual for his own particular plan, and trying to open up the system to involve the citizen more.

The Prosecutor's Office:
The County Jail Role

Ideal role. The prosecutor's office is in agreement that the ideal role of the county jail personnel in assisting citizens groups in crime prevention should be one of involving them in their rehabilitation program and working with the individual citizens who are staying in the county jail. Former offenders can be involved in neighborhood association programs.

Actual role. The prosecutor's office stated that they did not know what the county jail was actually doing to assist citizens groups in crime prevention.

Alternatives suggested by the prosecutor's office as to what they think the county jail personnel see as possible opportunities to assist citizens groups (N.I.A.) in crime prevention are: using them in the Skills Training Center, educational programs, vocational rehabilitation, work release programs, and other areas where the association people could be effective in a jail program.

The Prosecutor's Office:
The Department of Social
Services Role

Ideal role. The prosecutor's office is in total agreement that the ideal role of the Department of Social Services in assisting citizens groups in crime prevention should be one of working with protective services in the neighborhood associations with neglected and delinquent children. They should avoid the life cycle that brings persons from juvenile offenses to adult offenses. They should use the neighborhood association as a resource and direct problem people into neighborhood associations.

Actual role. The prosecutor's office believes that the Department of Social Services personnel are working to some extent to assist citizens groups in crime prevention on an individual basis.

Alternatives suggested by the prosecutor's office as to what they think the Department of Social Services sees as possible opportunities to assist citizens groups (N.I.A.) in crime prevention are: working with problem families before they have deteriorated so far that it is difficult for them to help themselves, working with juveniles to help them from falling into negative patterns, and giving help in educational areas for problem families.

The Prosecutor's Office:
The Former Offender Role

Ideal role. The prosecutor's office is in total agreement that the ideal role of the former offender in assisting citizens groups in crime prevention should be one of talking and influencing others to avoid their same mistakes, working with people who have drug problems and, in the process, helping themselves.

Actual role. The prosecutor's office is in agreement that the former offender actually is assisting citizens groups in crime prevention, especially in the drug center, seminars for parents, in speaking about their prison life, and in working on educational programs.

Alternatives suggested by the prosecutor's personnel as to what they think the former offender sees as possible opportunities to assist citizens groups (N.I.A.) in crime prevention are: trying to increase his chances for employment, trying to keep himself out of trouble, and trying to have a better image of himself.

The Prosecutor's Office:
The Juvenile Court Role

Ideal role. The prosecutor's office is in total agreement that the ideal role of the juvenile court in assisting citizens groups in crime prevention is to use the neighborhood association as a resource both in the

area of Big Brothers and Big Sisters, and the volunteer probation officer role. They should also be involved in athletic programs and other recreational programs.

Actual role. The prosecutor's office states that it does not know whether the juvenile court is actually assisting citizens groups in the area of crime prevention.

Alternatives suggested by the prosecutor's office as to what they think the juvenile court personnel see as possible opportunities to assist citizens groups (N.I.A.) in crime prevention are: using neighborhood associations as a resource, both for information and voluntary probation officer roles, and using neighborhood association people to work in community-based residential facilities.

The Prosecutor's Office:
The Legal Aid Role

Ideal role. The prosecutor's office is in total agreement that the ideal role of Legal Aid in assisting citizens groups in crime prevention should be one of representing the indigent, using the neighborhood association personnel as a resource in processing complaints of residents and informing people of their rights.

Actual role. The prosecutor's office feels that Legal Aid is not always assisting citizens groups in crime prevention. They often lose sight of their goals and become involved in issues and causes.

Alternatives suggested by the prosecutor's office as to what they think Legal Aid sees as possible opportunities to assist citizens groups (N.I.A.) in crime prevention are: going out to talk to groups about their rights and assembling information about Legal Aid which could be made available to neighborhood associations.

The Prosecutor's Office:
The Police Role

Ideal role. The prosecutor's office is in total agreement that the ideal role of the police department in assisting citizens groups in crime prevention should be one of working with the citizen groups in the areas of juvenile offenders, the silent observer program, and chemically dependent individuals. Most nonviolent clients could be handled on the neighborhood level through cooperation between the police and the neighborhood associations. They do not believe that the citizens patrol would be accepted by the police.

Actual role. The prosecutor's office believes that the police are doing something to assist the citizens

groups in crime prevention by making use of the silent observer program, and keeping in contact with the schools.

Alternatives suggested by the prosecutor's office as to what they think the police department sees as possible opportunities to assist citizens groups (N.I.A.) in crime prevention are: hoping to change the attitude of noninvolvement of the citizen, working with the neighborhood association in helping problem people, especially chemically dependent individuals, and trying to resolve most of the nonviolent crimes on a neighborhood level.

The Prosecutor's Office:
The Public Defender's
Role

Ideal role. The prosecutor's office believes that the ideal role of the public defender in assisting citizens groups in crime prevention is one of explaining his role to the community, and explaining their rights as individuals.

Actual role. The prosecutor's office is in agreement that the public defender is not actually doing anything to assist citizens groups in crime prevention. They believe that the public defender is reacting to the problem more than acting on a problem. They believe

that their limited time and high caseloads, along with the court process itself, limit them in any community involvement.

Alternatives suggested by the prosecutor's office as to what they think the public defender sees as possible opportunities to assist citizens groups (N.I.A.) in crime prevention are: talking to groups and explaining their rights, and explaining the role of the public defender to the community. They should also try to encourage citizens to come forward to speak on an individual's behalf.

The Prosecutor's Office:
The Correctional Institution Role

Ideal role. The prosecutor's office is in agreement that the ideal role of the correctional institution in assisting citizens groups in crime prevention should be one of having the citizens involved in the rehabilitation program and having the citizens help them develop creative activities for inmates in and out of the institution. There should be more citizen involvement in group activities.

Actual role. The prosecutor's office believes that the correctional institution actually has not expressed what type of program they are planning, and

therefore their use of citizens groups in crime prevention is still open for question.

Alternatives suggested by the prosecutor's office as to what they think the correctional institution sees as possible opportunities to assist citizens groups (N.I.A.) in crime prevention are: developing a better public relations outlook, using local people for rehabilitation programs, using people on a one-to-one counseling basis, looking up lecture possibilities for prison staff and inmates, and perhaps using an adoptive family approach.

THE PUBLIC DEFENDER: A PROFILE

Self Concept

Ideal role. The public defender personnel believe that their ideal role in crime prevention centers around each individual public defender and his knowledge and experience. The personal influence of the public defender and his knowledge of social and environmental conditions are an important influence on a client and his potential to offend in the future.

Actual role. Two-thirds of the public defenders interviewed stated that they use personal influence, rehabilitation programs, employment opportunities, and counseling in dealing with their clients. One-third of

the public defenders stated that the actual resources for crime prevention are very limited.

Ideal organized citizens role. The public defender personnel were in agreement that there is a place for organized citizen groups in working with the criminal justice system to prevent crime. They stated that there is a need for community leadership and that the public defender can use the organized citizens group as a resource to obtain information about his client and determine a suitable plan for him.

Actual organized citizens role. Two-thirds of the public defenders interviewed stated that citizens groups in Muskegon are active in preventing crime by counseling individuals, helping them find employment, and coming forward to assist the offender when his counsel is a public defender. One-third of the public defenders interviewed stated that they were not aware of any real citizen group work in the field of crime prevention.

Alternatives suggested by the public defender personnel for citizens to control and prevent crime are: developing more recreational programs for juveniles, encouraging educational programs, and job training in the community.

Alternatives suggested by the public defender personnel as to what they think an organized citizens

group considers as possible opportunities to assist in preventing crime are: developing a safe atmosphere in the neighborhood, working on a positive attitude toward integration among neighbors, educating residents to neighborhood needs and working with the hard-core families.

The Public Defender: The
Adult Court Role

Ideal role. The public defenders are in total agreement that the ideal role of the adult court in assisting citizens groups in crime prevention should be one of educating them to the role of a jury member, developing better public relations, going to high schools to inform them of the adult court's role, allowing the neighborhood associations to find jobs for convicted felons, using a court watcher concept as long as he is not disruptive to the case, and giving neighborhood people training for volunteer probation officers.

Actual role. The public defenders felt that the adult court was assisting citizens groups in crime prevention through the volunteer probation officer concept.

Alternatives suggested by the public defenders as to what they think the adult court personnel see as possible opportunities to assist citizens groups (N.I.A.) in crime prevention are: the judges should make their

duties more visible to the public, especially to the high school age people, and the adult court should work with the neighborhood groups on a selective basis.

The Public Defender: The
County Jail Role

Ideal role. The public defenders believe that the ideal role of the county jail in assisting citizens groups in crime prevention is to involve them in the rehabilitative aspects of their program, and to work with individuals and their families.

Actual role. The public defenders are in agreement that the county jail personnel actually are assisting citizen groups in crime prevention through their rehabilitation program and the involvement of the citizen.

Alternatives suggested by the public defenders as to what they think the county jail personnel see as possible opportunities to assist citizens groups (N.I.A.) in crime prevention are: developing employment possibilities and helping to develop other resources for individual inmates.

The Public Defender: The
Department of Social
Services Role

Ideal role. The public defender believes that the role of the Department of Social Services personnel

in assisting citizen groups in crime prevention should be that of working together with problem families and developing neighborhood centers.

Actual role. The public defender believes that the Department of Social Services is doing some things to assist the citizens group in crime prevention but it is on a case-by-case basis, not an organized effort. They also believe that the turnover in the Department of Social Services is too high to gain any consistency in knowing a particular neighborhood.

Alternatives suggested by the county jail personnel as to what they think the Department of Social Services sees as possible opportunities to assist citizen groups (N.I.A.) in crime prevention are: hoping to train particular individuals to work with problem families.

The Public Defender: The
Former Offender Role

Ideal role. The public defenders are in total agreement that the ideal role of the former offender in assisting citizens groups in crime prevention should be one of educating others to his experience and trying to get them to avoid following the same path he took in his past.

Actual role. The public defenders are in total agreement that the former offender is assisting citizens

groups in crime prevention, especially through drug education programs.

Alternatives suggested by the public defenders as to what they think the former offender sees as possible opportunities to assist citizens groups (N.I.A.) in crime prevention are: working with other former offenders, helping former offenders find employment, and working in neighborhood association programs.

The Public Defender: The
Juvenile Court Role

Ideal role. The public defender feels that the ideal role of the juvenile court in assisting citizens groups in crime prevention is one of working with young people before they get into serious trouble and involving them in neighborhood association programs.

Actual role. The public defender believes the juvenile court is doing something to assist citizens groups in crime prevention but this is mostly in the use of volunteer probation officers and church groups. The juvenile court, the public defender states, is understaffed and this limits its activities.

Alternatives suggested by the public defenders as to what they think the juvenile court personnel see as possible opportunities to assist citizens groups (N.I.A.) in crime prevention are: educating the parents

to the juvenile process and how they can assist in the avoiding of young people going through juvenile court in the first place.

The Public Defender: The
Legal Aid Role

Ideal role. The public defenders are in total agreement that the ideal role of the Legal Aid personnel in assisting citizens groups in crime prevention should be one of making themselves available, counseling families and giving them legal advice.

Actual role. The public defender believes that Legal Aid personnel are doing some things to assist citizens groups in crime prevention but most of their work is in civil cases.

Alternatives suggested by the public defenders as to what they think the Legal Aid personnel see as possible opportunities to assist citizens groups (N.I.A.) in crime prevention are: working to develop better leadership in the community.

The Public Defender: The
Police Role

Ideal role. The public defenders are in total agreement that the ideal role of the police department in assisting citizens groups in crime prevention is to

develop better public relations, put a patrolman on the beat again, work with youth groups, develop a citizens patrol and a neighborhood ombudsman.

Actual role. The public defenders believe that the police department is assisting citizens groups in crime prevention, especially in the juvenile division, by visiting the schools and working with the neighborhood groups and their recreational programs. One of the public defenders stated that nothing actually is being done by the police in assisting citizens groups in crime prevention.

Alternatives suggested by the public defenders as to what they think the police see as possible opportunities to assist citizens groups in crime prevention are: working with N.I.A. to educate families, uplifting their role as peace officers in the community; talking to youth and creating good police-community relations.

The Public Defender: The
Prosecutor's Office Role

Ideal role. The public defender believes that the ideal role of the prosecutor's office in assisting citizens groups in crime prevention should be one of communicating to the public the role of the prosecutor and the problems that he faces. The prosecutor should

also attend neighborhood meetings and find out the thinking of the people in the community.

Actual role. The public defenders state that they actually do not know what the prosecutor's office is doing to assist citizens groups in crime prevention. They state that there is a need for a vehicle of information without jeopardizing certain cases.

Alternatives suggested by the public defenders as to what they think the prosecutor's office sees as possible opportunities to assist citizens groups in crime prevention are: helping prevent crime through a process of education, helping with job placement, and allowing a member of the prosecutor's office to attend community meetings and communicate ideas.

The Public Defender: The
Correctional Institution
Role

Ideal role. The public defenders are in total agreement that the ideal role of a correctional institution in assisting citizens groups in crime prevention is to help the individual keep in touch with his family, help him gain skills for employment, and make use of citizens groups in the philosophy and nature of the institution.

Actual role. The public defenders state that as of yet the correctional institution has not done anything to show that they will be working with citizens groups in crime prevention. The only indication is that there may be some employment for community residents.

Alternatives suggested by the public defenders as to what they think the correctional institution personnel see as possible opportunities to assist citizens groups (N.I.A.) in crime prevention are: making use of the news media to communicate the nature of their institutions to the public and involving citizens in a number of their programs.

THE CORRECTIONAL INSTITUTION: A PROFILE

Self Concept

Ideal role. The correctional institution believes that its role in crime prevention is to develop programs that will help prevent a person from returning to the institution.

Actual role. Many programs are being used in correctional institutions to help prevent recidivism. These include treatment services, academic programs, use of leisure time, and vocational training (job training, auto mechanics, data processing, machine operation, printing).

Ideal organized citizens role. The correctional institution believes that there is a definite place for an organized citizens group in working with the criminal justice system to prevent crime. This includes serving in many volunteer capacities such as group counseling, working with inmates' families, bridging the gap between the institution and the community, and assisting in recreational and educational programs. It is limited only in how much the community wants to volunteer.

Actual organized citizens role. The institution is scheduled to open January 1, 1974, and citizens groups are counted on to provide general support for various helping services and to assist other agencies in identifying volunteers that have particular skills needed for a correctional institution.

Alternatives suggested by the correctional institution personnel for citizens to control and prevent crime are: developing a variety of programs to meet particular community needs, attacking poor social conditions, and working to help the total person.

Alternatives suggested by the correctional institution personnel as to what they think an organized citizens group considers as possible opportunities to assist in preventing crime are: more reciprocal cooperation with law enforcement agencies, public education

services, private and public agencies and their services, local government and legislation, housing and employment opportunities.

The Correctional Institution: The Adult Court
Role

Ideal role. The correctional institution believes that the ideal role of the adult court in assisting citizens groups in crime prevention is one of offering the citizens ways of involvement to assist in a meaningful direction to the rehabilitation of the inmates; for example, voluntary probation officer. There should be development of public relations with the citizens to explain the community-based corrections facility and prison as a last alternative.

Actual role. The correctional institution states that the adult court is assisting citizens groups in crime prevention through public relations and community-based programs, volunteer programs and the use of community colleges to train volunteer probation officers.

Alternatives suggested by the correctional institution as to what they think the adult court sees as possible opportunities to assist citizens groups (N.I.A.) in crime prevention are: allowing new ideas to evolve through interaction, using business and industry in

developing employment opportunities, and working on housing problems.

The Correctional Institution: The County Jail Role

Ideal role. The correctional institution believes that the ideal role of the county jail in assisting citizens groups in crime prevention is to interpret to the community the problem of crime and delinquency and offer to the community opportunities to become involved in volunteer work. They should share with the community the problems of providing adequate law enforcement to the community and they should solicit support from the community for law enforcement.

Actual role. The correctional institution believes that the county jail actually is assisting citizens groups in crime prevention by making use of volunteer counseling programs.

Alternatives suggested by the correctional institution as to what they think the county jail sees as possible opportunities to assist citizens groups (N.I.A.) in crime prevention are: heavy involvement of volunteers, and training and educating people to work in vocational rehabilitation programs.

The Correctional Institution: The Department of Social Services Role

Ideal role. The correctional institution believes that the ideal role of the Department of Social Services in assisting citizens groups in crime prevention is one of promoting special programs such as Big Brothers and Big Sisters, and providing employment for offenders and their families and pointing out the needs for particular services in individual cases.

Actual role. The correctional institution believes that the Department of Social Services is assisting citizens groups in crime prevention through their work with families, especially with juveniles.

Alternatives suggested by the correctional institution as to what they think the Department of Social Services sees as possible opportunities to assist citizens groups (N.I.A.) in crime prevention are: working closely with problem families and allowing more volunteer work from community people.

The Correctional Institution: The Former Offender Role

Ideal role. The correctional institution believes that the ideal role of the former offender in assisting citizens groups in crime prevention depends on each

offender's assessment of what he feels he can do to prevent someone from going through what he went through. Related to this is his own stability and life style.

Actual role. The correctional institution believes that the former offender is actually assisting citizens groups in crime prevention by working in public and private agencies doing volunteer work and talking to young people.

Alternatives suggested by the correctional institution as to what they think the former offender sees as possible opportunities to assist citizens groups (N.I.A.) in crime prevention are: helping to solve conditions that caused or led him to a life of crime; moving back into the community and becoming an average good citizen.

The Correctional Institution: The Juvenile Court Role

Ideal role. The correctional institution believes that the ideal role of the juvenile court in assisting citizens groups in crime prevention is one of interpreting the function of the court to the community and bringing about support of these functions to implement meaningful programs.

Actual role. The correctional institution believes that the juvenile court is assisting citizens groups in crime prevention by developing halfway houses, foster care and residence care programs, and working with private and public agencies such as schools and churches.

Alternatives suggested by the correctional institution as to what they think the juvenile court personnel see as possible opportunities to assist citizens groups (N.I.A.) in crime prevention are: developing meaningful interaction and dialogue between citizens, business, and public and private agencies; developing halfway houses and other types of community-based programs.

The Correctional Institution: Legal Aid Role

Ideal role. The correctional institution believes that the ideal role of Legal Aid in assisting citizens groups in crime prevention is one of interpreting legal rights of everyone, especially the offender, so that due process is achieved.

Actual role. The correctional institution is not aware of what Legal Aid is doing to assist citizens groups in crime prevention.

Alternatives suggested by the correctional institution as to what they think Legal Aid sees as possible

opportunities to assist citizens groups (N.I.A.) in crime prevention are: developing support to provide services to the offender population, and interpreting rights for citizens.

The Correctional Institution: The Police Role

Ideal role. The correctional institution believes that the ideal role of the police in assisting citizens groups in crime prevention is one of explaining the function of law enforcement, explaining the ways citizens can become involved and helpful to the law enforcement officer, and also developing organized community-police relations projects.

Actual role. The correctional institution believes that the police are assisting citizens groups in crime prevention by developing traffic safety schools and working on drug problems.

Alternatives suggested by the correctional institution as to what they think the police see as possible opportunities to assist citizens groups (N.I.A.) in crime prevention are: working with schools, eliciting support for general community functions, and impressing upon the community that good law enforcement demands full cooperation from all the citizens of the community.

The Correctional Institution:
The Prosecutor's
Office Role

Ideal role. The correctional institution believes that the ideal role of the prosecutor's office in assisting citizens groups in crime prevention involves interpreting the functions and processes of the criminal justice system to the community and emphasizing that incarceration is not necessarily the answer to crime and delinquency. They should also try to generate support for youth programs.

Actual role. The correctional institution believes the prosecutor's office is assisting citizens groups in crime prevention by working with community groups, but most of the prosecutor's staff is tied down by the number of cases and court appearances it has.

Alternatives suggested by the correctional institution as to what they think the prosecutor sees as possible opportunities to assist citizens groups (N.I.A.) in crime prevention are: interpreting the function and process of the criminal justice system to the community, and finding alternatives for the offenders.

The Correctional Institution:
The Public Defender's Role

Ideal role. The correctional institution believes that the ideal role of the public defender in assisting citizens groups in crime prevention should be one of interpreting legal rights to the community and assuring that due process is carried out in each case.

Actual role. Correctional institution personnel are not aware of what the public defender's office is doing to assist citizens groups in crime prevention.

Alternatives suggested by the correctional institution personnel as to what they think the public defender sees as possible opportunities for assisting citizens groups (N.I.A.) in crime prevention are: interpreting the legal rights of the citizen to the community, and developing support and financial assistance to provide services to the offender population.

SUMMARY

This chapter is a composite of the interviews conducted with the participating groups and agencies in Muskegon, Michigan. It presents a profile of each agency condensed from the interviews. The self concept of each agency and its ideal and actual role in crime prevention is presented. The ideal and actual role of an organized

citizens group, such as a neighborhood improvement association, is also described. Each agency or group lists alternatives which it suggests in order for citizens to help control and prevent crime. Suggestions are made as to what the agency or group would consider an organized citizens group could recommend to assist the criminal justice system in the prevention of crime.

After these opinions are expressed the personnel being interviewed examine each of the other eleven agencies or groups in the areas of their ideal and actual role in assisting citizens groups in crime prevention. They also give alternatives as to what each of the other agencies or groups perceive as viable steps to assist an organized citizens group in crime prevention.

Chapter 6 compares these profiles and from this conclusions regarding the data are made.

Chapter 6

CONCLUSIONS AND RECOMMENDATIONS

CONCLUSIONS

This study has dealt with two sets of social systems; formal agencies and natural social organizations (community groups). It has pointed out and analyzed the reciprocal behavior expectations of self and others among the agencies or groups and the neighborhood improvement association. Chart D graphically illustrates the linkages between the two social systems and areas of consensus and dissensus. Only a select number of agencies are represented in the chart. These were chosen because their linkages to the neighborhood improvement association are the most critical in cooperative problem solving. The remainder of the chapter, however, describes and discusses all twelve of the agencies and groups.

There is a remarkable amount of consensus among the agencies and groups and the neighborhood improvement association. Formal agencies realize that there has to be reciprocal cooperation among themselves and community residents if crime is to be effectively reduced.

In analyzing the data from Chapter 5 it can be concluded that there is unanimous agreement among all the

Chart D
Diagram of the Matrix Method of Identifying Areas of Consensus and Dissensus
Of N.I.A.'s Role in Crime Prevention

Perceptions held by	Perceptions held about					
	N.I.A.	Adult court	County jail	Dept. of Soc. Serv.	Juvenile court	Police
N.I.A.	<u>Self-concept</u> 1. Recreation 2. Involvement in decision making 3. Integrated neighborhoods 4. Working with offenders 5. Citizens patrol 6. Certified housing program	1. Equality in processing 2. Employment programs	1. Work with young adults 2. Involve neighborhood citizens 3. More rehabilitation	1. Employment programs 2. Use neighborhood people as resources	1. Work with neighborhood residents 2. Use volunteers	1. Work with pre-delinquents 2. Foster mutual respect 3. Interaction with citizens
Adult court	1. Citizen cooperation with courts 2. Citizen volunteers	<u>Self-concept</u> 1. Drug programs 2. Volunteer programs 3. Court watcher 4. Ombudsman 5. Citizen involvement	1. Use of volunteers 2. Effective communication 3. Employment programs	1. Work with problem families 2. Use welfare families as a resource	1. Use volunteers 2. Rotate judgeship	1. Rumor clinic 2. School programs 3. Citizen patrols
County jail	1. Citizen volunteers 2. Citizen cooperation with agencies	1. Use volunteers 2. Employment programs 3. Pre-trial diversion programs	<u>Self-concept</u> 1. Effective communication 2. Public speakers 3. Use of volunteers 4. Employment programs 5. Recreation programs	1. Store front offices 2. Use of volunteers 3. Employment programs	1. Programs for families 2. School programs	1. School programs 2. Communication
Dept. of Social Services	1. Involve citizens in decision making 2. Employment programs 3. Youth programs	1. Use of volunteers 2. Employment programs	1. Security programs 2. Drug programs	<u>Self-concept</u> 1. Day care programs 2. Drug education 3. Employment programs 4. Recreation programs 5. Working with offenders	1. Use of referrals 2. More personnel 3. Use of volunteers	1. Case follow-up 2. Involvement in recreation 3. Cooperation with other agencies
Juvenile Court	1. Youth programs 2. Attitude change	1. Court watcher 2. Diversion programs 3. Use of volunteers	1. Youth programs 2. Citizen committees 3. Follow-up	1. Citizen input 2. Halfway houses 3. Work with problem families	<u>Self-concept</u> 1. Youth programs 2. Citizen committees 3. Educational programs 4. Use of volunteers 5. Use of church and school	1. Cooperation with agencies 2. Police-community relations teams 3. Use of volunteers
Police	1. Build up trust 2. Work with youth 3. Employment programs	1. Streamline court process 2. Use of volunteers 3. Equality in processing	1. Rehabilitation programs 2. Inform citizens of the law	1. Effective communication 2. Employment for persons on welfare 3. Prevent welfare fraud	1. Use of volunteers 2. Diversion programs 3. Work with pre-delinquents	<u>Self-concept</u> 1. Expand N.I.A. 2. Inform citizens of the law 3. Citizens watch for crime 4. Court watchers 5. School programs

agencies and groups that there is a place for an organized citizens group, like a neighborhood improvement association, in working with the criminal justice system to prevent crime. However, the more important question for this study is: How can the neighborhood improvement association concept be made operational to insure success and cooperation among the various members of the criminal justice system?

In this study, as in any scientific endeavor, the question or problem to be researched must be identified. The emphasis here is to determine how a complex maze of agencies can cooperate with citizens to produce effective crime prevention programs. Prior to the initiation of crime prevention programs, areas of agreement and disagreement between the various criminal justice components, including the community residents, have to be identified. Chapter 5 has covered in detail the areas of agreement and disagreement and alternatives within an agency. This chapter will focus on each specific agency: (1) how those interviewed agree or disagree between their actual and ideal role in the area of crime prevention (self-concept); (2) what the other eleven agencies and groups consider the role and actual behavior of the particular agency or groups to be; (3) whether there is agreement or disagreement between their self-concept and what others consider to be their actual performance; (4) the major

emphasis of the alternatives suggested by the agencies for problem solving in the area of crime prevention. Areas of agreement between the various members of the criminal justice system are to be stressed while areas of disagreement are to be identified so problem areas can be known and, if necessary, compromises delineated.

Following these conclusions, recommendations will be offered on the neighborhood improvement association and how it can interact with the members of the criminal justice system in crime prevention.

The Adult Court

Ideal and actual role. The adult court personnel agree that their actual role in crime prevention is congruent with their ideal role in crime prevention. However, there is not congruence among the other eleven agencies regarding the adult court and its actual performance in the area of crime prevention relative to citizens groups. Three agencies believe that the adult court is fulfilling their function in crime prevention: Legal Aid, the public defender and the correctional institution. Three components have mixed reactions: the county jail, the Department of Social Services and the citizens from the Nelson Neighborhood Improvement Association. Five agencies or groups stated that they did not think the adult court was effective in performing its

role in crime prevention. They are the former offender, the juvenile court, the police department, the prosecutor's office and the present offender.

Alternatives. There is general congruence between the alternatives suggested by the adult court and the alternatives perceived about the adult court by the other agencies and groups involved. These are: volunteers are useful, employment programs are necessary, quality in processing is essential, and that the court watcher program insures performance. An area of disagreement between the adult court and other agencies was that the adult court personnel felt the silent observer technique was a viable alternative to assist in crime prevention. However, it was not mentioned by any of the other eleven agencies or groups. Five of the eleven agencies or groups felt that citizens should be actively involved in court processes, and specifically in the pre-sentence investigation.

In summary, there is agreement in most areas between the adult court personnel and the other agencies and groups involved concerning crime prevention and the role of the organized citizen group. However, in suggesting alternatives the two areas of disagreement were: the presence of the silent observer and the involvement of citizens in the pre-sentence investigation. The

differences have been identified and thus opponents of each can justify their reasons for suggesting these alternatives and possibly after their justification, can convince one another that they do have a place in crime prevention. If the opponents do not agree that they do have a place, there can be compromise, an emphasis on the areas of agreement, and a deemphasis on the areas of disagreement. In the final analysis there are many more areas of agreement than disagreement. The two areas of disagreement relative to the adult court would not hinder problem solving.

The County Jail

Ideal and actual role. The county jail personnel believe that with their new rehabilitation program they are actually beginning to fulfill their ideal expectations in assisting organized citizens groups in crime prevention. The majority of the agencies and groups interviewed (six) felt that the county jail actually is assisting citizens groups in crime prevention. Two agencies do not feel that the county jail is assisting citizens groups in crime prevention (Nelson Neighborhood Improvement Association and present offenders). One agency had no opinion on this matter (prosecutor's office). It is significant to note that the neighborhood improvement association

did not feel that the county jail was involving citizens in their jail rehabilitation program.

Alternatives. There is almost total congruence between what the county jail personnel see as alternatives to assist citizens groups in crime prevention and what the other agencies and groups expressed as important alternatives for the county jail personnel. For example, communication between the jail and citizens, employment for inmates, good recreation programs, use of volunteers, and effective treatment in rehabilitation programs were all listed as important alternatives by both groups. There were areas of disagreement for two alternatives. The Department of Social Services stated that the county jail custodial personnel were too security oriented. The county jail personnel did not perceive this as a problem. Another was that the neighborhood improvement association people thought that there should be more citizen involvement in the jail program, whereas jail personnel laid no stress on this.

Department of Social
Services

Ideal and actual role. The Department of Social Services is in agreement that it is fulfilling its actual and ideal role in assisting citizens groups in crime prevention. In regard to how it is perceived by the

other agencies and groups, five agreed that it is assisting citizens groups in crime prevention, four agencies or groups had mixed opinions, one had a negative perception, and one had no opinion. The mixed groups are the juvenile court, Legal Aid, Nelson Neighborhood Improvement Association, and the public defender. The former offenders feel that the Department of Social Services is actually assisting citizens groups in crime prevention while the correctional institution had no opinion.

Alternatives. In regard to alternatives, the Department of Social Services and the eleven other agencies and groups are in agreement with the types of alternatives that seem feasible and workable in assisting citizens groups in the areas of crime prevention. These are: recreational programs, school programs, employment opportunities, helping to integrate the offender into the community, and working with problem families. The only difference between the Department of Social Services' alternatives and the alternatives of other agencies and groups is that the other groups and agencies feel that the welfare recipient can be used more as a resource to aid other families on welfare through peer group encouragement.

The Former Offender

Ideal and actual role. The former offender believes that his ideal role in assisting citizens groups

in crime prevention is yet to be realized. It depends on the individual former offender and whether he is ready to work constructively for the community. It also depends on whether the community is ready to accept him and use him as a resource. A majority of the agencies and groups (eight) believe that the former offender is assisting citizens groups in crime prevention. Two agencies were mixed in their opinion (the adult court and the county jail), and one had no opinion (Legal Aid).

Alternatives. The agencies and groups are in agreement with the former offender as to alternatives for his assisting citizens groups in the area of crime prevention. All emphasized using the former offender more in many areas to assist citizens groups in crime prevention. The most prevalent suggestions were to use the former offender to work with problem youth, present offenders and other former offenders. It was also recommended that the former offender talk to citizens groups about their responsibilities in the criminal justice system.

Juvenile Court

Ideal and actual role. The juvenile court personnel unanimously agree they are not assisting citizens groups in the area of crime prevention. The majority of

the agencies and groups (six) have a congruent opinion that the juvenile court is not assisting citizens groups in the area of crime prevention. Four agencies stated that the juvenile court is working with citizens groups to some degree and these are the Department of Social Services, the Nelson Neighborhood Improvement Association, the public defender's office and the correctional institution. One agency had no opinion (the prosecutor's office).

Alternatives. The agencies and groups agreed on the alternatives suggested by the juvenile court as to how they could do more to work with the neighborhood association in the area of crime prevention. However, the agencies and groups had many more alternatives and suggestions for the juvenile court. The juvenile court suggestions were rather limited while the other agencies suggested innovative and creative programs. For example, the juvenile court recommended citizens advisory committees, more recreational and educational programs for youth and more church and school involvement. The other agencies and groups suggested more volunteers in juvenile court work, group counseling programs, parent education programs, rotation of the judgeship and paid neighborhood workers.

Legal Aid

Ideal and actual role. The personnel from Legal Aid believe that they are assisting citizens groups in the area of crime prevention and are fulfilling their ideal role in this area. There is agreement among the majority of the agencies and groups (seven) that Legal Aid is assisting citizens groups in the area of crime prevention. Three agencies or groups feel that Legal Aid services are not assisting citizens groups in the area of crime prevention: the former offender, the present offender, and the correctional institution. There is one agency (juvenile court) that has a mixed opinion in this area.

Alternatives. The alternatives suggested by Legal Aid and the other agencies are in agreement. However, there is a heavy emphasis from other agencies and groups that Legal Aid should interpret their role to the community and make their services more available to the neighborhoods.

The Police Department

Ideal and actual role. The police department is in agreement that they are assisting citizens groups in the area of crime prevention, especially in the juvenile bureau. The majority of the agencies and groups (six)

also believe that the police are actually assisting citizens groups in the area of crime prevention. Three agencies or groups feel that the police are not assisting citizens groups in the area of crime prevention: the former offender, the juvenile court and the present offender. Two agencies are mixed in their opinion (the county jail and Legal Aid).

Alternatives. The alternatives suggested by the police department and the agencies and groups are in agreement, especially in the area of working with the schools and explaining the role of the police officer to the community.

The Nelson Neighborhood
Improvement Association

Ideal and actual role. The Nelson Neighborhood Improvement Association believe that they are working toward preventing crime through their existing programs. The majority of the groups and agencies interviewed (seven) feel that the neighborhood improvement associations in Muskegon are working towards crime prevention. Two agencies feel that the neighborhood improvement associations and the citizens of Muskegon are not working toward crime prevention to any great extent: the juvenile court and the prosecutor's office. One group was

mixed in its opinion (the former offender). There was no opinion expressed by the correctional institution.

Alternatives. The alternatives suggested by the neighborhood improvement association were similar to those suggested by the other groups and agencies in the area of crime prevention. For example, there was emphasis on a need for recreation for young people, employment for citizens, involvement of the citizen in decision making and heavy emphasis on finding alternatives to occupy the young people's time. There was considerable stress by the agencies and groups on the use of minority personnel in the decision-making process in neighborhood programs and city related matters.

The Present Offender

Ideal and actual role. (This does not apply.)

Alternatives. Alternatives were not requested of other groups but the alternatives suggested by the present offender for citizens to control and prevent crime are: seeking employment for young people, making programs available to occupy young people's time, and having the citizens watch each others' homes in the neighborhoods.

The Prosecutor's Office

Ideal and actual role. The prosecutor's office believes that it is fulfilling its role in assisting citizens groups in the area of crime prevention, but it is a limited role because of its small staff. A majority of the other agencies and groups disagreed with the prosecutor's opinion. Seven believe the prosecutor's office is not assisting citizens groups in the area of crime prevention as it should. One group (the former offender) feels the prosecutor's office is accomplishing this role. There are three agencies or groups that are mixed in their opinion: the Department of Social Services, Legal Aid and the public defender.

Alternatives. There is agreement between the prosecutor's office and the other agencies and groups as to the alternatives suggested in assisting citizens groups in the area of crime prevention. They suggest, for example, better services to families in the neighborhood improvement association neighborhoods, encouragement for education and recreational programs for residents and assistance in the development of employment opportunities. The groups feel, however, that the prosecutor should do more communicating with other members of the criminal justice system, and interpret his role to the community and to other agencies.

The Public Defender

Ideal and actual role. The public defenders believe that they are assisting citizens groups in crime prevention but their work is somewhat limited by their small number of personnel and their high caseload. The other agencies and groups have a varied role to the actual role of the public defender in assisting citizens groups in crime prevention. Five agencies and groups expressed the opinion that the public defender's office is not assisting citizens groups in the area of crime prevention. There were three agencies that had mixed opinions (county jail, Department of Social Services, and the juvenile court). Two agencies said that the public defender's office actually is assisting citizens groups in the area of crime prevention (adult court and the police department). There was one group that had no opinion in this matter (the correctional institution).

Alternatives. The alternatives suggested by the public defender's office and the agencies and groups were fundamentally the same; namely, supporting recreational areas for the young, job training and educational development. However, the agencies felt that the public defender should explain his role and function more adequately to the community.

The Correctional Institution

Ideal and actual role. The correctional institution believes that it is accomplishing some of its goals in the area of involving citizens groups in crime prevention. However, the agencies and groups have mixed reactions to the correctional institution's involvement of citizens groups in crime prevention. There are four who are mixed in their opinion: the former offender, Legal Aid, the police department and the prosecutor's office. There are four agencies and groups that believe the correctional institution is not assisting citizens groups in the area of crime prevention: the Department of Social Services, the juvenile court, the present offender, and the public defender. There are three agencies and groups who believe that the correctional institution is assisting citizens groups in the area of crime prevention: the adult court, the county jail, and the Nelson Neighborhood Improvement Association.

Alternatives. The alternatives suggested by the correctional institution and the other groups and agencies are in almost total agreement. There is a great emphasis on programs that help to rehabilitate and reintegrate the offender back into the community.

SUMMARY

In regard to the actual performance of the agencies and groups in the role that they feel would be ideal to assist citizens groups in crime prevention, nine agencies listed that their ideal and actual roles are congruent. There is consensus that their actual performance and ideal roles are the same. One agency, the juvenile court, does not feel that they are meeting their ideal standards to involve citizens groups in the area of crime prevention. The former offenders believe that their actual role is still not delineated and therefore it cannot be compared to an ideal role at the present time. The information regarding the present offender in this matter does not apply.

The perceptions of these agencies or groups regarding one another's actual performance is mixed. Some of the agencies and groups who feel that their actual behavior involving citizens in crime prevention is living up to their ideal standards, are not perceived as such by the other agencies and groups. Those agencies where there is a discrepancy between their own self-concept and what is perceived of them by others are the following: the adult court, the prosecutor's office, the public defender, the Department of Social Services and the correctional institution. These agencies received

such a varied response on what their role is, that it cannot be definitely stated that their self-concept was totally congruent with how other agencies perceived them. It should also be noted that the county jail, the former offender, Legal Aid, the police department and the Nelson Neighborhood Improvement Association had consensus between their self-concept and how they were perceived by others. They all felt they were performing well in the area of crime prevention and the involvement of citizens groups, and were perceived as doing an adequate job by the other agencies. There was consensus between the juvenile court's self-concept and that of the outside agencies. However, the consensus was in the negative context. Both the juvenile court and the outside agencies and groups feel that the juvenile court is not doing an adequate job in the area of involving citizens groups in crime prevention. The present offender's role did not apply in this area.

RECOMMENDATIONS

The Normative Sponsorship Theory

The Normative Sponsorship Theory originated and developed by Dr. Christopher Sower, Professor of Sociology at Michigan State University, was employed as the methodology for this study. This theory proposes that a

community program will be sponsored only if it is normative (within the limits of established standards) to all persons and interested groups involved. In implementing the Normative Sponsorship Theory the most important aspect is to identify areas of agreement and disagreement. To begin this process, as has already been pointed out (see Chapter 4), the ideal role of all the concerned agencies and groups has to be identified and then a comparison made with their actual behavior. This has been done in the above analysis and, in most cases, the way the particular organization perceived itself was in agreement with how they were perceived by outside agencies. The differences were also mentioned, and those agencies where there was a discrepancy between how they felt they were actually performing, and how others perceived them to be performing were mentioned. On this basis, areas of agreement and disagreement can be identified and actively developed. Where the self-concept and outside perception are the same, there is an opportunity to build upon these areas of agreement. Where the self-concept and outside perception are not the same the disagreement provides an opportunity to examine why the discrepancy exists and to give those agencies an opportunity to "present their side of the story." In many instances, after reasons for the discrepancy are given, insight is provided into why there is disagreement. If

areas of disagreement continue to exist, these agencies can work more closely with one another on their discrepancies and compromises can be facilitated. An example of this was given after the adult court conclusions were examined. The matrix chart is used to compare alternatives stated by all the agencies and groups to see how much agreement and disagreement exists in this area. As was ascertained previously, there is not a great deal of disagreement relative to the types of alternatives that should be used among the agencies studied. Where there was disagreement this was pointed out. It was not only mentioned, but the agencies where the disagreement exists were identified.

The neighborhood improvement associations in Muskegon have demonstrated a great deal of initiative, positive motivation, and desire to make their community a better place to live. However, at this point in time, more could probably have been done in the crime prevention area. The Normative Sponsorship Theory should be implemented early in the interaction between the neighborhood associations and the criminal justice agencies and it should be regularly updated. For example, if the agencies had been aware that in some cases they were not actually fulfilling their ideal role or, in some cases, were perceived as not accomplishing what they thought they were doing, appropriate measures could have been

taken to rectify the situation. In addition, by identifying alternatives that each agency sees as viable, the twelve agencies and groups could have seen for themselves where the areas of agreement and disagreement existed. Once these areas of agreement and disagreement were identified they could have pinpointed the disagreement areas, looking for reasons for the disagreement and then working out compromise solutions. These last comments have been made by the writer in retrospect, and should not be interpreted to mean that the motivation of the neighborhood improvement associations and the other agencies in Muskegon should be questioned. However, it can be assumed that if the Normative Sponsorship Theory had been instituted earlier, many of the problems encountered by the neighborhood improvement association and other agencies, relative to crime prevention, could have been reduced or eliminated.

It is hoped that this research will help the neighborhood improvement associations in Muskegon as well as the other agencies to continue on the path of positive community involvement in crime prevention. In addition, this research has a more general application to other communities forming neighborhood improvement associations. They can also benefit from the principles discussed and ideas implemented through the Normative Sponsorship Theory.

The Formation of a Neighborhood Improvement Association

Four important areas should be considered when citizens are forming a neighborhood association. The first consideration is that they should look for key citizens, who are known and respected by the members of the neighborhood, to be leaders. These key citizens can be identified by asking a sample of the neighborhood who they would recommend as a person who has an interest in the neighborhood and is actually doing something to help improve the neighborhood. These key citizens are not necessarily the most vocal persons in the neighborhood nor do they necessarily attend a lot of meetings (for example, the parent-teacher association meetings).

The second consideration that should be implemented by the neighborhood association is the use of technical assistance in any area in which they are trying to resolve a problem. For example, if they have a police problem in their neighborhood they should have their neighborhood association representatives talk to the police personnel and share ideas on better policing for the citizen and better citizen cooperation with the police.

The third recommendation for the formation of the neighborhood association is to see problems as challenges,

not as areas of conflict. Once the leaders have been brought together, the Normative Sponsorship Theory could be put into practice. In other words, there would be an identification of areas of agreement and disagreement. After these have been identified, programs that the neighborhood wants to implement can be developed and, with the incorporation of the areas of agreement and disagreement, programs can be accepted by the parties involved. There may not be agreement in every area, but there will usually be enough common grounds to predict cooperation and sponsorship.

The next consideration with any program of this nature is that it needs constant quality control, and continuous program development and updating. There should be feedback from all parties involved, testing of new theories and reciprocal involvement. Program evaluation should be conducted as well as individual and system introspection.

In Muskegon, the Muskegon Area Development Council (the Chamber of Commerce) is the initiator of the neighborhood improvement associations. Chapter 4 describes the case history of their development. In the past, formal agencies have been the catalyst to meet the needs or problems of community development. People have depended on the "outsider" to attempt to organize a community. Today it is apparent that "outside" experts

external to the community cannot solve the problems and needs of the city. Therefore, indigenous community residents are now becoming involved in these efforts. They can originate from many different sources ranging from retired citizens to young people. The "outsider" still serves as a technical assistant and is called upon only when the citizens groups want his help.

A valuable source of input is coming from the student who attends the local community college and sees the neighborhood as his laboratory. Once a group of citizens becomes involved in neighborhood improvement their success is contagious. They prefer to do it themselves and are proud of their work.

The Neighborhood Association and Crime Prevention

Mechanical prevention and positive programs. The neighborhood association and its work in crime prevention can take either of two approaches. The first is mechanical prevention. It is recommended that a neighborhood association unite and implement certain safety features for the neighborhood. A program such as Operation Identification can be implemented where all valuables are marked with the owner's driver license number or social security number. Electrical marking pens can usually be obtained through the police department or through certain insurance

companies. The neighborhood should have checks on each home to see that there are proper locks for the doors and windows. They can watch each others' homes, especially when one party is not home. Individuals should leave a light and radio on and stop mail and paper delivery when they are leaving for any extended period of time.

It should be a neighborhood policy to report any unusual observances; for example, abandoned vehicles or strange persons in the area. It should be part of neighborhood policy to have proper street lighting and trash and garbage pick-up. Neighborhoods could also report to the city when an abandoned building becomes a problem to the community, when it is unsafe or a hangout for undesirables.

The second approach that the neighborhood associations should try to initiate is positive programs to combat crime. Some of these are: youth centers, use of school facilities after school hours, use of church facilities for programs and neighborhood events, athletic programs for people of all ages, special programs involving the senior citizens, day-care programs for mothers with small children and babysitting programs for working mothers, a type of employment referral center, a certified housing program, and a program which provides contacts with the various private and public agencies servicing the community. The neighborhood should know

their landlords and encourage them to keep their buildings up to code. Citizens can also attend city government meetings in order to assure representation.

Cooperation within other agencies. In the criminal justice system the neighborhood association personnel should be trying to develop some of the following concepts in working with other agencies. In the adult court area, the community could establish a court watcher, a neighborhood ombudsman, sponsors for probationers and contacts for pre-sentence investigation reports. In addition, the adult court could assist in the development of employment resources, and provide assistance in developing community-based correctional residences. The neighborhood association should also work with the adult court in developing other alternatives to corrections, such as a pre-trial diversion project which alleviates the number of people going through the formal criminal justice system.

In the county jail facility the neighborhood association should be developing contacts to work in the rehabilitation program with county jail personnel, to work with the work release programs, and to keep contact between the families of the inmates and the inmate himself. They also should work as sponsors for particular individuals in the county jail.

The neighborhood associations should be working with the Department of Social Services to develop contacts between problem families and families in the association who could be assisting these families. They can work with families who have young people in trouble with the law, and be resources for families who have house-keeping or budgetary problems.

The former offenders can be used as resources by the neighborhood improvement associations to work with young people, and other former offenders, and by serving as sponsors in the volunteer probation officer program. They can also work with offenders on their way out of county jails and other institutions. The neighborhood association can also help the former offender to find employment and training opportunities.

The neighborhood association can work with the juvenile court by assisting with pre-hearing reports, finding individuals to work as volunteer probation officers, becoming a neighborhood sponsor for a particular young person, cooperating to develop work and employment opportunities, and using young people in school groups to lead discussions involving young people in trouble (Positive Peer Programs).

The neighborhood improvement associations can work with the Legal Aid personnel by communicating to the neighborhood the nature of Legal Aid services, and

finding opportunities for Legal Aid lawyers to work in the neighborhood and developing neighborhood law centers.

The police and the neighborhood improvement association can work together by initiating a type of citizen patrol under certain circumstances, developing police-community relations teams, developing school-liaison programs and promoting kaffee-klatches in the various neighborhoods on a regular basis. These will enable the police to find out the feelings of the community about crime prevention in their neighborhood, and to find out the types of crimes being committed but not reported in a given community. This also allows the police to express their feelings to the community in a positive vein. The police department can have crime prevention units contact the community to show them the basic procedures for keeping their businesses and homes safe. The police can help the neighborhoods in developing youth programs. They also can explore the neighborhood beat officer concept where the individual police officer can get to know the community. The neighborhood association should have a community representative who can talk to the police, one who is known and respected by the police.

The prosecutor's office and the neighborhood association can work together through individuals who are respected by both the neighborhood and the prosecutor's office. They can also have the prosecutor or one of his

deputies talk to the various citizens groups to explain the policies of the prosecutor's office and the role of the prosecutor.

The public defender and the neighborhood associations can work together to develop the proper information on a particular individual who is charged with an offense and to develop with him a plan for his future. They can also cooperate by developing employment possibilities for people in trouble with the law.

The correctional institution and the neighborhood association can work together if the correctional institution can use neighborhood improvement association volunteers in their rehabilitation programs. They can use the neighborhood improvement personnel to help inmates and their families keep in touch. They can also cooperate in preparing the community to receive the individual to be released, by developing halfway houses, work release programs, and similar community-based alternatives.

Limitations of the Study

The main limitation was that the author tried to incorporate the involvement of too many of the agencies in the criminal justice system in this study. The writer feels that perhaps Legal Aid could have been deleted because their personnel did not handle many criminal

cases. The prosecutor's office could also have been deleted because, in this instance, many new personnel were employed, and because of their limited time in their positions they really did not have a thorough knowledge of the community and its resources. The correctional institution could also have been eliminated because it was not completed at the time of the study and therefore the input it provided and the information about it were limited.

Problems developed because of the delay in initiating the project, because of funding difficulties and also because of the distance between the writer and the study population (Lansing to Muskegon).

A third limitation of the study is the subjective nature of the interviews. It made objective condensation of the material difficult and the development of the profiles a lengthy process.

Summary

The concept of a neighborhood improvement association can be a vital tool to combat some of the problems of the cities in America today. It is true particularly in the area of crime prevention. This study points out that there are organized citizens groups existing, functioning, and achieving this goal. Every neighborhood has a select few concerned citizens who, if organized,

can create a healthy atmosphere in the community. Alone the citizen is limited, united he has power and resources. The study also indicates that the formal agencies of the criminal justice system have a need for, and are ready to accept the constructive organized neighborhood group as an ally in combating crime. This study has presented many ideas on what the neighborhood can do in assisting the other components of the criminal justice system and what these agencies can do for the organized neighborhood.

The involvement of a neighborhood improvement association in the criminal justice system is limited only by the energy of both the agencies and the citizens. It is one answer to crime prevention.

APPENDICES

APPENDIX A

LETTER OF INTRODUCTION

FOR THE PROJECT

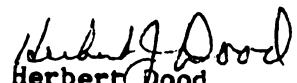
December 11, 1972

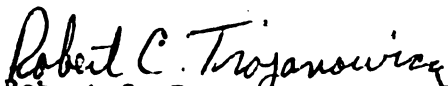
Dear Sir:

We are asking for your cooperation in a federally funded project that is being conducted in Muskegon, Michigan. Mr. Thomas Christian from Michigan State University is interviewing a selected number of people in Muskegon concerning their ideas toward citizen cooperation with the Criminal Justice System. You have been chosen as a participant in this study. All that is required of you is a personal interview at your convenience lasting approximately one hour. Any assistance you can give to Mr. Christian will be greatly appreciated.

Thank you for your time and consideration.

Sincerely,


Herbert J. Dood
Chief of Police
Muskegon, Michigan


Robert C. Trojanowicz, Ph.D.
School of Criminal Justice
Michigan State University

APPENDIX B

A MAP OF THE CITY OF
MUSKEGON, MICHIGAN



APPENDIX C

MATERIAL FROM NEIGHBORHOOD ASSOCIATION'S
FILE IN MUSKEGON, MICHIGAN

APPENDIX C

MATERIAL FROM NEIGHBORHOOD ASSOCIATION'S FILE IN MUSKEGON, MICHIGAN

THE NELSON NEIGHBORHOOD IMPROVEMENT ASSOCIATION 1969 Summary Report

The Nelson Neighborhood Improvement Association has been operating this past year with acting co-chairmen instead of elected officers. This was agreed upon by those who participated in the various activities promoted by the Association during the year of 1969.

The organization has now approved a constitution to govern its direction of purpose and a set of by-laws to guide the officers and the organization in its further efforts of neighborhood development. A copy of the constitution will be available to community members at any regular meeting of this Association.

The Association will hold regular meetings on the second Monday of each month, starting January, 1970. The meetings will be held in the Nelson Jr. High Band Room starting promptly at 7:30 p.m. and will adjourn at 9:00 p.m.

Business of the meeting shall be as follows:

1. Committee reports shall be made to keep members informed of committee's work progress.
2. Board of Directors reports shall be made for membership approval or disapproval.
3. New business will be received and assigned to the appropriate committee for whatever action necessary.

A Board of Directors meeting will be held at least once between regular meetings to keep the business of the Association operating in an orderly manner.

The basic committees of the Association are:

1. Social Concerns Committee
2. Neighborhood Improvement
3. Recreation

The basic neighborhood action unit will be the Block Club. The block club will be responsible for developing block improvement programs based on the interest of the residents of each block club area.

One of the real needs of the Association at present are persons who are willing to act as block captains until block elections can be held.

Block captains will be the liaison between "Block Clubs" and the Board of Directors of the Association. The block captain will be the chairman of the block committee that conducts the Association's work and program in that block.

The Association, in 1969, attempted to accomplish several items of importance to our community and the efforts were contributed to by a small dedicated group of citizens. Our meetings were regularly attended by 63 members of the community.

The Neighborhood Improvement Committee, chaired by Attorney Thomas O'Toole and Mrs. Mamie Brock, established liaison with our city manager and had issued to our neighborhood a form sheet that indicated which city department was responsible for what. This sheet listed each city department chief and phone number. The committee was able to make some progress in having condemned edifices torn down and forced one to be rehabilitated rather than be torn down.

The Recreation Committee Chairman, Mr. Ted Hawkins, met with city recreation directors in order to ascertain what kind of city operated program would be available this winter and spring of 1970 for the Nelson area residents.

The Association met with the City Planner, Mr. Robert Lighton, in regard to plans to create off street parking in areas of our community where this presents a real problem.

The Association met with Joseph Knowles, Muskegon Urban Renewal Director, and had the "Neighborhood Development Program" explained fully. The Association later approved the NDP for the Nelson area and sent representatives to the City Hall to participate in the formation of an NDP Council. The Nelson Association designated Attorney O'Toole, Mrs. Brock, Mrs. Earline Perkins, Edward Wojcik, Stanley Perredko and Alfred Williams, Jr. as the Association's representatives.

A petition drive to support the creation of an NDP for the City of Muskegon was created by NDP District Council and each NIA took care of their own neighborhood. Mrs. Earline Perkins, chairman of Social Concerns was in charge of the Nelson NIA's responsibility. With the help of a very fine committee (see attached list), Mrs. Perkins netted 700 signatures in support of the NDP.

Mrs. Perkins later traveled to Washington, D.C. as one of the six representatives sent to meet with Mr. Cox, the Administrative

Assistant to Mr. Romney of Housing and Urban Development Office and presented him with the petitions from all over our city supporting the NDP program.

A special bulletin will be sent to our members each month keeping the members informed of the movements of their NIA.

The house we purchase for our family to live in represents the single greatest purchase we will make in our lives and the humans living in the house are the most precious of all our possessions because they are our families.

What happens to these two parts of our lives is dependent on many things but one of the greatest contributors to the happiness or unhappiness of our lives is the neighborhood we live in and the schools our children attend.

The complex problems confronting neighborhoods today are often difficult to solve as a single individual and yet most problems can be solved only as each individual contributes to the solving. So the Neighborhood Association becomes the best kind of group available to work out solutions to the many problems we have to face.

The Association gives us the strength of united efforts and gives each individual an opportunity to express and be heard and offers the vehicle for the individual to work jointly with others without losing their own individual identity.

On behalf of our officers and committee chairmen, I wish for you joyful and happy holidays and a New Year that will have prosperity and happiness.

If you are interested in your neighborhood, your property or the welfare of your children, please attend the January 12, 1970 meeting of the Association.

If you are willing to give some of your time to such a worthy cause, please call 722-3753, ask for Miss Dandridge.

Sincerely,

NELSON NEIGHBORHOOD IMPROVEMENT ASSOCIATION

Alfred Williams, Jr., President

Attachment

Committee for NDP Petition Drive

Mrs. Earline Perkins, Chairman
Mrs. Mamie Brock
Mrs. Mary Gaskill
Mrs. Stella Singleton
Mrs. Marie Theus
Mrs. Willie Cunningham
Mrs. Laura Redmon
Mrs. Velma DeFouw
Mr. Ben Martin
Mr. Arthur Niva
Mr. Nick Johnson
Mr. Alfred Rogers
Mr. & Mrs. Alfred Williams, Jr.
Rev. Russell Johnson

PRESIDENT'S REPORT

This past year of 1971 was a year of progress for the Nelson N.I.A. The membership has expanded to now include members of the Jefferson Street area.

The City of Muskegon has recognized the Association as a capable non-profit corporation and has entered into a partnership arrangement to operate the Certified Neighborhood program for the Nelson area. This program is funded by federal funds. This is the first program in the country to be operated at the neighborhood level. The program presently for the Nelson area is 16 grants for a total of \$48,000 and 44 loans for a total of \$266,000. The City of Muskegon has contributed from the Julia Hackley Fund \$5,000 to the Association to be used as payroll funds for personnel to aid in the processing of loan and grant applications.

The Association received support from the Muskegon Federal Savings & Loan Association, Muskegon Bank & Trust Company, and Lumberman's Bank and Trust each granted 10 loans of \$500 each for a total of \$15,000 to be controlled by the Association to help our working families do minor repair and painting of their homes.

The local churches in and around the immediate Nelson area have started a series of meetings to create ways of contributing to the community development efforts of the Nelson Association both financial aid and individual volunteer support. To date, \$900 has been contributed and over \$1,000 more pledged. The Lutheran Churches at this time have contributed the greatest share of the church contributions.

The Association has had support pledged from eleven of our public agencies to work under the coordination of the Nelson NIA on a jointly sponsored project between the Association and the Human Development Division of MADC. The project is designed to work very deliberately in a comprehensive manner with our problem families of the Nelson neighborhood.

This years substantial progress in the growth of the Association and its program development could never have been possible without the dedicated commitment of the Board of Directors and many of our members. There is always a risk taken by the president in singling out individuals from among the team members but I feel that extra effort should be recognized.

Among the church efforts, Samuel Lutheran has been a pillar of support and is an excellent example of meaningful church involvement in the life of the neighborhood which the church building sets in.

Among our very fine people working for the proper development of our neighborhood, I wish to point out the very fine efforts of Stanley Checinski as the Membership chairman, Mrs. Mamie Brock as the Ways & Means chairman, Rev. Russell Johnson as coordinator of church involvement, Mrs. Stella Singleton for consistent activity in all association efforts.

I wish also to express my deep regret of the loss of the services of Mr. Alfred Rogers who resigned late this year as vice president due to the pressing responsibilities of a new job at Brunswick Corporation.

An extra "thank you" to Marshall Graves, President of Muskegon Federal Savings and Loan Association and a member of Nelson Association for spearheading the effort that resulted in 30 bank loans controlled by our association.

To the Board of Directors, to many of our unnamed members who worked in kitchens, sold tickets, gathered memberships, attended city hall meetings, supervised car washes, you are special also, and even with the extra efforts of some, our organization could not function without you. So, thank you for all of us who want to live in a healthy and pleasant neighborhood.

I wish to acknowledge our new block captains who are pledged to help in a substantial manner the work of our association in 1972. They are: Mr. Ben Martin, Mr. Adam Richmond, Mrs. Mary Penn, Mrs. Marie Theus, Mr. Joe Drew, Mr. Robert Ellis, Mrs. Bobbie Harper, and Mr. Marion Olejarczyk.

It has been a pleasure to work with all of you. I urge our neighbors to join. I urge our members to become more active for the Nelson NIA has just begun, and I look to even greater progress for the Association and real success in the fulfillment of our goal--A GOOD NEIGHBORHOOD TO LIVE IN; A GREAT NEIGHBORHOOD TO RAISE OUR CHILDREN IN.

Alfred Williams, Jr.

the "NELSON NEIGHBORHOOD IMPROVEMENT ASSOCIATION"

presents this Certificate of Achievement to

in recognition of Good Sportsmanship and Teamwork as a
member of the Nelson 5th Grade Basketball Team and

C H A M P I O N S

Muskegon Parks and Recreation 1972 Basketball Tournament

Coach

Co-Chairman: Youth Program Committee

President

February 5, 1970

Dear Parent:

The Nelson Neighborhood Improvement Association has made arrangements with Dr. Dale Williams, M. D. to hold once a month in our community, a "Well-Baby Clinic". This Clinic will be available to families of limited income who may experience financial difficulty in providing correct preventive medical care for their children. The Clinic will be held on March 10, 1970 at the Samuel Lutheran Church located at Eighth and Houston.

The parents who return this questionnaire accompanying this letter will be contacted by a member of the Social Concerns Committee of the Nelson Association.

Mrs. Earline Perkins
Mrs. Earline Perkins, Chairman

Alfred Williams, Jr.
Alfred Williams, Jr., President

JOINT NIA MEETING
APRIL 28, 1971
DOWNTOWNER MOTOR INN
7:30 p.m.

Gene Sheldon, Chairman of the clean-up campaign of the Resource Council stated that the city-wide clean-up campaign would begin May 1 with Froebel, Angell and McLaughlin area number of trucks needed in the neighborhoods will be provided. Blow-up maps of area with truck routes, brochures, and UAW Continental men to work with trucks will be available. Second weekend will be Angell, Marquette, Third weekend will be Moon-Nims and Nelson, Fourth weekend will be Glenside area--The Associations are asked to provide sandwiches and beverage for workers.

Mr. David Hartly, Director of Child Protective Service of Department of Social Services, explained the purposes of his department. He stated that a 48 hour period is allowed for investigation after complaint is filed--some cases, however, require immediate investigation. Protective Services can remove children if there is no heat, light, etc. in home, if child does not have proper care, such as being fed and clothes, medical reasons physically abused, minor child constantly being left unattended, not attending school, etc. Protective Service and Prosecutors' office have an agreement as to who will investigate. Criminal abuse (statutory rape, molesting) is investigated by police department. This department can also make recommendations as to whether a child can be placed back in his home, in Foster home, in an institution or put up for adoption. Caseworker is available 24 hour daily by calling 722-1621.

Robert Hollis reported that the Reeths-Puffer NIA gas project is finally becoming a reality. Some eleven family were needed to sign up to complete the project. Also he stated that \$7,000 has been given to the Association for the Buel Street playground.

Neil Chesebro reported on the Blue Lake Cooperative--The 72 units are to be completely occupied within the next 30 days. Mr. Chesebro remarked there is a problem of getting the township board to condemn existing substandard dwellings. Comments from members of other NIA indicate a full report and history of this development (the cooperative) should be made.

Marquette NIA reported that they are doing general work of the NIA's.

Mrs. Kelly reported the Jackson Hill Young Adults were working very hard to develop programs to keep youth from being idled.

Mr. Williams, Nelson NIA, reported that Nelson was in the midst of its membership drive. Also a \$5,000 grant for 10 \$500 loans has been granted the Neighborhood Association for families who cannot get loans normally. These loans are to make repairs and paint up homes.

Angell Sharon Kies reported that their Association has been working very hard with the Steele problems also that their area will be the pilot area for street lighting.

Muskegon Heights NIA, Mr. Graham reported that Muskegon Heights has presented its Parental Responsibility Ordinance to the city and it has been adopted and passed. They are now working on a membership campaign.

It was suggested that a Joint Fund raising event be sponsored. Each NIA is to send a representative to make plans. Nelson will have Social Concerns and Ways and Means Chairman. The other NIA will designate someone at their next regular meeting. Some suggestions were: Martin Luther King movie, Gospel Choir and Raffles.

Other items on the agenda were meetings with United Appeal Board and Muskegon County Board of Commissioners. One week before the scheduled meeting, the NIA would like to study the Annual Reports.

Discussion on the Parental Responsible Ordinance:

Several recommendations were made.

Monday, October 16, 1972

Nelson N.I.A. Board Meeting

Present Were: Stella Singleton
 Laura Redmon
 Billy Sheperd
 Tom Christian
 Charles Alexander
 Joe Hall
 Marylin Knowles
 Stan Checinski
 Gloria Dandridge
 Alfred Williams
 Edrye Eastman

The meeting was called to order by the president at 7:40. Tom Christian, Charles Alexander, and Joe Hall were introduced to the board. Mr. Williams explained the basic outline of the Nelson N.I.A. to Tom Christian, and mentioned the casualness of the Board structure.

Mr. Williams reported on the conversation he had with Mr. Washington (a land owner on Houston) in regard to the letter he (Mr. Washington) received from the Nelson N.I.A.

The card sent to Nelson N.I.A. from Mr. and Mrs. Schanhals thanking the N.I.A. for interest in their yard was read to the Board. Our work in the Nelson school district was commended also in the card.

Mr. Williams brought up that City Hall said Nelsons Certified Program has done three times as much as the Jackson Hill Urban Renewal for the neighborhoods. Board members are to write down the names and addresses of eyesores in the neighborhood and turn them in to Mrs. Knowles or Mr. Sheperd.

Mrs. Redmon reported on the idea of breathing tests for the elderly, thinking the test would be better than chest X-ray. She would also be able to supply the transportation if necessary.

Mrs. Singleton stated she has clothing for the family at 472 W. Grand. She is to contact the First Congregational Church about getting aid for the family from the church.

It was brought up that Samuel Lutheran Church is thinking of buying the land adjoining their property. This land would serve as an enlarged parking lot, once the existing houses were removed.

At the next meeting, the housing program will be discussed. Also the possibility of buying the YWCA on Clay, should they decide to sell, with a community center in mind.

In the Social Concerns department, the idea of a house for young ladies too young to live alone, yet who wish to leave home was brought up. The ladies would have to be from the Nelson neighborhood. The same type of set-up was also thought of for the young men in our community. Mr. Sheperd, Mrs. Knowles, Mrs. Singleton, and Mr. Checinski will visit the Half-Way House and the Harbor House to see if the idea is desirable. Mrs. Singleton will contact Paul Hendrickson about an expanded Half-Way House. (There is talk about buying an old convent for this purpose.)

Also, Mrs. Singleton should be prepared to give us a complete report on the Christmas Caroling program by Nov. 6. Mrs. Singleton will call on Mr. Walters on caroling publicity.

Membership files for Nelson N.I.A. were brought up. Applications presently on file have no date, just the year, and members are wanting a specific date on their applications. Presently, we are on a March to March system. From now on there will be a cross section file, one by alphabetical order, the other by chronological order of the applications.

Mrs. Knowles said Aunt Jemimah might sponsor our Pancake Supper. This idea will be looked into. Also, all people working on the Supper should have Health Cards for reasons of publicity (and also cleanliness). Tickets will be ready Wednesday, October 19, for the Supper.

Mr. Williams will be on the 4-H Council. Mrs. Sheperd will work at organizing youth groups in 4-H and Nelson's N.I.A. Mrs. Price will help Nelson's N.I.A. in achieving interracial groups.

Mr. Williams set up a joint meeting with the Moon PTA after talking with the President. The meeting should be held Oct. 31.

Mrs. Singleton and Mrs. Redmon are to visit Al Rogers to find out why he is trying to sell his house.

Mrs. Jenkins will report on the Problem Family Program at the next Board Meeting.

The idea of raffling items to raise money was brought up. Items thought of were cars, refrigerators, or a weekend at the Ramada Inn.

Members should be prepared to appear before the City Commission or the Julia Hackely Fund Committee in regard to Certified funds. Also be prepared for a short notice meeting.

Mr. Williams and Mr. Sheperd will scout the neighborhood.

Meeting adjourned at 9:50.

This survey is sponsored by the Nelson Neighborhood Improvement Association. Your cooperation is appreciated. Please answer briefly the questions listed below.

1. Do you feel we have adequate police protection in our immediate community?

Yes _____ No _____

2. Do you think the laws governing juvenile are too lenient?

Yes _____ No _____

3. Do you have a juvenile problem in your immediate neighborhood?

Yes _____ No _____

4. What do you think should be done about the juvenile delinquency problem?

5. Would you be willing to volunteer some of your spare time to help solve this problem in your neighborhood?

Yes _____ No _____

If yes: Name _____

Address _____

Phone _____

Days and time you are free for service _____

A. NEIGHBORHOOD IMPROVEMENT

1. To promote community clean up and beautification projects.
2. To inform members of all other resources that can be co-ordinated in improving the physical aspects of the neighborhood.
3. To promote means of safety and protection on public streets for men, women, and children.
4. To promote workshops on home (construction) building and home improvement.

B. SOCIAL CONCERN

1. To identify through surveys and all other means of neighborhood needs in education, employment, retraining, vocational rehabilitation, home management, health, and welfare services.
2. To promote and design programs that will meet the total needs of the family in the neighborhood.
3. To promote clinics and workshop discussion and meetings concerning the individual's family social and economical improvement.
4. To identify all available community resources to the association such as home improvement (Renewal Dept.), medical services, employment services (recreation for senior citizens, housing for senior citizens, and legal aid services in order that the association may make them available to the neighborhood).

C. RECREATION

1. To promote the development of programs for the neighborhood that will meet the recreational needs of all age groups of the neighborhood.
2. To define recreational programs and needs.

D. WAYS AND MEANS

1. Shall be responsible for the raising of the necessary funds to finance the various improvement projects sponsored by the committees of the association as they are needed.

ARTICLE OF ASSOCIATION

I. PURPOSE AND OBJECTIVE:

To eliminate public apathy and indifference toward crime and law enforcement and injustice, by encouraging and assisting task force teams of private citizens and law enforcement officers of Muskegon, in developing practical programs to cope with local problems affecting Police-Community Relations and the administration.

II. PROGRAM GOAL:

- 1) To eliminate public apathy in the areas of -
 - a) unwillingness to act as a witness
 - b) to perform jury duty
 - c) to report crime
 - d) to respect lawfulness, law-enforcement agencies, and fellowman
- 2) To correct law-enforcement agencies in the areas of -
 - a) bureaucratic indifferences and inefficiencies
 - b) neglect of duty
 - c) misuse of authority

III. NAME:

The name of this association shall be the Muskegon Police-Community Relations Team.

IV. MEMBERSHIP:

The team membership shall be -

- a) 3-Law enforcement officers
- b) 5-Community - from various groups
- c) 2-Educational representatives
- d) 2-Youth

Also resource individuals to be contacted for specific information.

January 11, 1972

Michigan Legislature
Joint Capitol Outlay Committee
Lansing, Michigan

Gentlemen:

The Angell Neighborhood Association, Inc. would like to take this opportunity to express our support for the proposed location of a medium-security prison in the Industrial Park of the City of Muskegon.

It is our sincere belief that locating the prison on this site poses no danger, real or anticipated, to the residents of the City of Muskegon.

Furthermore, we feel the increased activity in the construction and related fields will be a much needed "shot in the arm" for the city's lagging economy.

In addition to the employing of contractors, we feel the related increase in sales of materials will provide additional employment opportunities.

Installation of public utilities in the Industrial Park may well be the needed impetus for securing new and additional manufacturing facilities in the Muskegon area.

Further delay on the part of supposedly well-intentioned persons can only serve to postpone or prevent implementation of this desperately needed facility in our city.

Sincerely,

A handwritten signature in cursive script that reads "Randall L. Kies".

Randall L. Kies, Vice President

The Nelson Neighborhood Improvement Association in cooperation with the Community Education Department of the Muskegon Public Schools and the City of Muskegon Department of Parks and Recreation is planning a fun summer for the youth of the Nelson neighborhood. If you are interested in being in the program, fill out the attached form and turn it in to your home room teacher. You will be notified of the time and place for you to register.

Please fill out your form completely. When you show your choice of activities, show: first choice as 1
second choice as 2
third choice as 3
Etc.

NELSON NEIGHBORHOOD IMPROVEMENT ASSOCIATION, INC.
Youth Summer Program
Registration Form

☐ Male ☐ Female Age _____ Grade _____
NAME _____ Phone _____
ADDRESS _____
Parents _____

<input type="checkbox"/> Softball	<input type="checkbox"/> Volleyball	<input type="checkbox"/> Horseshoes
<input type="checkbox"/> Tennis	<input type="checkbox"/> Golf	<input type="checkbox"/> Badminton
<input type="checkbox"/> Track	<input type="checkbox"/> Archery	
<input type="checkbox"/> Rock Hounds	<input type="checkbox"/> Crafts	<input type="checkbox"/> Cooking
	<input type="checkbox"/> Fishing	<input type="checkbox"/> Charm

Any other interest not listed please write in.

NIA PROGRAM PROJECTIONS
1972

Nelson

1. Stabilize neighborhood
2. Administer Certified Area Program (City of Muskegon & HUD)
3. Juvenile Crime Prevention

Angell

1. Administer Certified Area Program
2. Street Crossing (Safe street crossing for Angell Students)
3. Juvenile Crime Prevention

Blue Lake-Dalton

1. Community Center
2. Strengthen Co-Op organization

Russell Road (Reeths-Puffer)

1. Natural gas service completion by Spring of 1972
2. Community Center

Marquette

1. Maintain neighborhood through cooperation with Richard Johnson in selection of recipients of 236 Housing

Heights

1. Develop leadership

Because of comradeship among the associations, Muskegon Heights NIA would not indicate their program emphasis at the Nelson NIA dinner held January 15, 1972. They indicated that the press would be carrying the news very shortly and that the rest of the Associations would know that the Heights is in there pitching.

THE BLUE LAKE - DALTON NEIGHBORHOOD ASSOCIATION, INC.
PRESENTS . . .

To our Friends and Neighbors of Blue Lake and Dalton Township . . .

A NEW IDEA

in home ownership, how to get the most from your housing dollar. Be a cooperator, and enjoy a brand new FHA insured home at far less cost than you thought possible.

The Model House, a 3 bedroom, will be previewed for your inspection, May 31. There will be 72 new homes, some 2 bedroom, some 3 bedroom, some 4 bedroom. When you buy a share in this cooperative, you get a new home of the size your family needs.

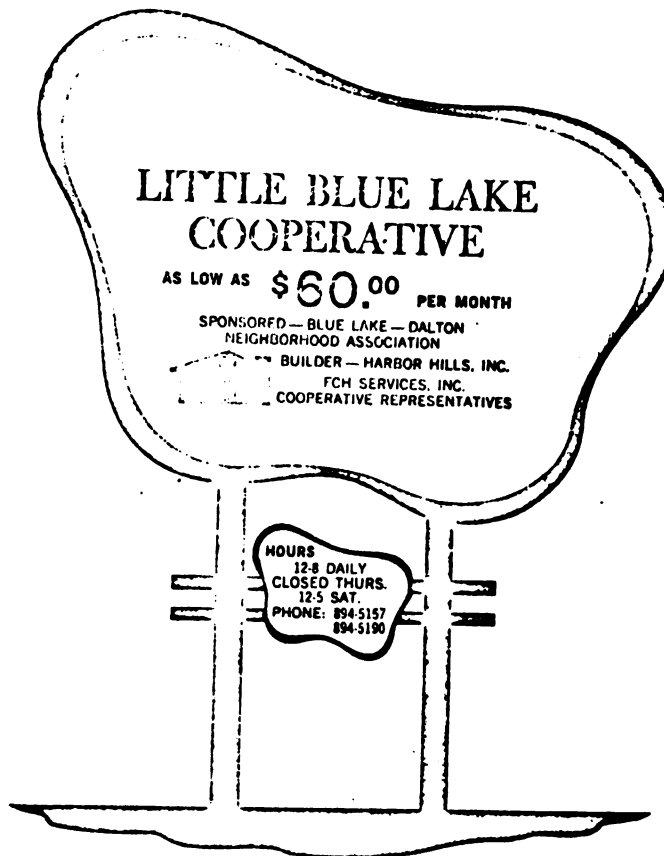
The monthly charge may be as low as \$60.00, depending on income, includes insurance, water, heating, most maintenance, garbage and trash pick-up. All houses will be furnished with refrigerator, range, ceramic tile bath alcove with shower over tub, gas furnace, screens and storm windows.

A Community Civic Center and playground will be adjacent to housing area. These homes are intended for the people of our two townships who need and want better homes. You have first chance to apply. If you do not have the small down payment, apply anyway! The Blue Lake - Dalton Neighborhood Association may be able to assist you. Plan now to inspect the model when it opens May 31 and make your application to the cooperative representative at the model. After June 15 the houses will be offered to the general public.

The Model House is located on Progress Drive, which runs West off Putnam Road about 1000 feet North from White Lake Drive.

COME and SEE I I I

HOURS: 12:00 to 8:00 p.m. Daily - Closed Thursdays - 12:00 to 5:00 p.m. Saturdays
PHONE: 894-5157 or 894-5190



APPENDIX D

THE INTERVIEW FORMAT

No. # _____

Date _____

Place _____

DO NOT WRITE IN
THIS SPACE
 Deck _____ (1) _____
 Phase _____ (2) _____
 Subject _____ (3) _____
 Card number _____ (4) _____

INFORMATION SHEET

1. Name _____ 2. Race _____
3. Age: Under 25 _____ 25-29 _____ 30-34 _____ 35-39 _____ 40-44 _____ (5) _____
 45-49 _____ 50-54 _____ 55-59 _____ 60 and over _____
4. Marital Status: Single _____ Married _____ Separated _____ (6) _____
 Divorced _____ Widowed _____
5. Number of Children (including stepchildren): (7) _____
 Sons _____
 Daughters _____
6. Father's occupation and place of work: (8) _____
 (If deceased, list his major occupation during his working
 years)

7. Mother's occupation and place of work: (9) _____
 (If deceased, list her major occupation during her working
 years)

8. How much formal education have you had? (10-11) _____
 Highschool 1 2 3 4 _____
 Equivalency certificate _____
 College (undergraduate) 1 2 3 4 _____
 College graduate 1 2 3 4 5 6 7 8 or over _____
9. Major field in college _____ (12) _____
10. What degree(s) held _____ (13) _____
11. Total years of experience in your present type of work: (14) _____
 Less than 1 _____ 1-3 _____ 4-6 _____ 7-10 _____ 11-15 _____
 16-20 _____ 21-25 _____ 26 or more _____
12. How many years have you lived in Muskegon, Michigan? _____ (15) _____
13. Since 1966, have you ever lived in the Nelson neighborhood? (16) _____
 If yes, how many years? _____ (17) _____
14. Are you familiar with any N.I.A. in Muskegon? Yes _____ No _____ (18) _____

No. 3 _____

13. When was your last contact with a M.I.A.? (19) _____

16. What was the nature of the contact? (20) _____

17. How much contact in the past year(1972) have you had with a M.I.A.? (21) _____

18. Area of involvement: (22-24) _____

1. Adult court _____
2. County jail _____
3. Dept. of social services _____
4. Former offender _____
5. Juvenile court _____
6. Legal aid _____
7. Muskegon police _____
8. Nelson M.I.A. _____
9. Present offender _____
10. Prosecutor's office _____
11. Public defender _____
12. Security institution _____

19. Present position: (25-26) _____

1. Judge
 - circuit _____
 - district _____
2. Lawyer _____
3. Nelson citizen (only) _____
4. Police officer _____
5. Probation office
 - adult _____
 - juvenile _____
6. Sheriff's department _____
7. Social services _____
8. Other _____

20. Do you consider your position staff-administration or line field? (27) _____

No. # _____

Questions for _____ self concept

ROLE

Ideal 1. What is the role of _____ in crime prevention?

2. What place is there for organized citizen's groups like N.I.A. in working with the C.J.S. to prevent crime?

Actual 3. What is your organization actually doing to prevent crime?

4. What are the citizens in Houston and especially in N.I.A. doing to prevent crime?

Alternatives 5. What do you think are viable alternatives for citizens controlling and preventing crime?

6. What do you think citizen's groups (N.I.A.) see as viable alternatives for preventing crime?

No. # _____

Questions for _____

Ideal 1. What should the role of _____ be in assisting citizen's groups (N.I.A.) in crime prevention?

Actual 2. What is _____ actually doing to assist citizen's groups (N.I.A.) in crime prevention?

Alternatives 3. What do you think _____ sees as viable alternatives for assisting citizen groups (N.I.A.) in crime prevention?

APPENDIX E

MEMBERSHIP LIST OF
NATIONAL NEIGHBORS

APPENDIX E

MEMBERSHIP LIST OF NATIONAL NEIGHBORS

National Neighbors

5 Longford Street

Philadelphia, Penn. 19136

BELMONT-HILLSBORO NEIGHBORS

BLUE HILLS CIVIC ASSOCIATION

BROADMOOR IMPROVEMENT ASSOCIATION

BRYN GWELED HOMESTEADS

BUTLER-TARKINGTON NEIGHBORHOOD ASSN.

CAROL CITY COMMUNITY COUNCIL

CHINQUAPIN PARK IMPROVEMENT ASSOC.

CIVIC ASSOCIATION OF HOLLIN HILLS

COALITION OF NEIGHBORHOODS INC.

COLONIAL PLACE-RIVERVIEW CIVIC LEAGUE

CRENSHAW NEIGHBORS, INC.

CRESCENT PARK COMMUNITY COUNCIL

FIELD NEIGHBORHOOD GROUP

DAYTON VIEW NEIGHBORHOOD COUNCIL

FAIRMONT NEIGHBORHOOD ASSOC., INC.

GLENWOOD LAKE ASSN.

GREATER NORTHWOOD COMMUNITY COUNCIL

GREATER PARK HILL COMMUNITY, INC.

HILLEN ROAD IMPROVEMENT ASSOC.

HILLSIDE TERRACE NEIGHBORHOOD ASSOC.

HYDE PARK-KENWOOD COMMUNITY CONFERENCE

INGLEWOOD NEIGHBORS

INLAND NEIGHBORS ASSOCIATION

IRVINGTON COMMUNITY ASSOCIATION

KENNEDY HEIGHTS COMMUNITY COUNCIL

LIBERTY PEOPLE

1900 Blair Blvd., Nashville, Tenn. 37212

145 Palm St., Hartford, Conn. 06112

4222 South Broad St., New Orleans, La. 70125

1125 Woods Rd., Southampton, Pa. 19866

5307 Illinois, Indianapolis, Ind. 46208

Box 521, Carol City, Fla. 33054

715 Evesham Ave., Baltimore, Md. 21212

1600 Paul Spring Rd., Alexandria, Va. 22307

3928 Reading Rd., Cincinnati, Ohio 45229

615 Virginia Ave., Norfolk, Va. 23508

4034 Buckingham Rd., #214, Los Angeles, Calif. 90008

3841 Fleming Ave., Richmond, Calif. 94804

4901 Park Ave. So., Minneapolis, Minn. 55407

P.O. Box 13, Dayton View Sta., Dayton, O. 45406

1425 No. Vale, Wichita, Kan. 67208

28 Watkins Place, New Rochelle, N.Y. 10801

5820 Hillen Rd., Baltimore, Md. 21239

2823 Fairfax, Denver, Colo. 80207

1607 Lochwood Rd., Baltimore, Md. 21218

1407 Putnam Ave., Plainfield, N.J. 07060

1400 E. 53rd St., Chicago, Ill. 60615

P.O. Box 2245, Inglewood, Calif. 90305

2447 W. Victoria Ave., San Bernardino, Calif. 92410

P.O. Box 12354, Portland, Ore. 97212

3636 Congreve Ave., Cincinnati, Ohio 45213

3502 Milford Mill Rd., Baltimore, Md. 21207

THE LOMOND ASSOCIATION
 THE LUDLOW COMMUNITY ASSOCIATION
 MERIDIAN-KESSLER NEIGHBORHOOD IMPROVEMENT
 ASSN., INC.
 MOUNT WASHINGTON IMPROVEMENT ASSN., INC.
 NEIGHBORS, INC.
 NEIGHBORS OF HOUSTON
 NEIGHBORS UNLIMITED
 NEW NORTHWOOD IMPROVEMENT ASSOC.
 19TH WARD COMMUNITY ASSOCIATION
 NORTH AVONDALE NEIGHBORHOOD ASSOC.
 NORTH END NEIGHBORS
 NORTH WASHINGTON NEIGHBORS, INC.
 NORTHEAST COMMUNITY ORGANIZATION (NECO)
 NORTHEAST HEIGHTS RESIDENTS ASSOC.
 NORTHWEST AREA COUNCIL FOR HUMAN RELATIONS
 NORTHWEST COMMUNITY HOUSING ASSOC., INC.
 NORTHWEST COMMUNITY ORGANIZATION
 NORTHWEST NEIGHBORS ASSN.
 OKLAHOMANS FOR NEIGHBOR EQUALITY (ONE)
 OAK PARK AND RIVER FOREST CITIZENS
 COMMITTEE FOR HUMAN RIGHTS
 OLD WEST END ASSOCIATION
 PADDOCK HILLS ASSEMBLY, INC.
 PAMONA PARK RESIDENTS ASSN.
 PRATT AREA COMMUNITY COUNCIL
 PROSPECT-LEFFERTS GARDENS NEIGHBORHOOD
 ASSOCIATION
 THE SHERMAN PARK COMMUNITY ASSOCIATION
 SOUTH DE KALB NEIGHBORS
 SOUTHEAST NEIGHBORS, INC.
 SOUTHEAST ORGANIZATION OF KANSAS
 CITY, INC.

18700 Scottsdale Blvd., Shaker Hgts, O. 44120
 Box 20022, Shaker Square Station, Cleveland, O. 44120
 526 E. 52nd St., Indianapolis, Ind. 46205
 1807 South Rd., Baltimore, Md. 21209
 4869 Colorado Ave., N.W., Washington, D.C. 20011
 9502 Bob White Dr., Houston, Tex. 77035
 453 S. LaCienega Blvd., No. 201, Los Angeles,
 Calif. 90048
 1226 Sheridan Ave., Baltimore, Md. 21212
 P.O. Box 8513, Thurston Rd., Stn., Rochester, N.Y.
 14619
 3932 Reading Rd., Cincinnati, O. 45229
 332 Sherry Lane, Chicago Hts., Ill. 60411
 7705 Georgia Ave., N.W., Washington, D.C. 20012
 4333 York Rd., Baltimore, Md. 21212
 4707 Looman, Wichita, Kan. 67220
 P.O. Box 5551, Columbus, Ohio 43221
 820 E. Vernon Rd., Philadelphia, Pa. 19119
 14526 Fenkell, Detroit, Mich. 48227
 1101 Durham St., Philadelphia, Pa. 19150
 38 N.E. 64th, Oklahoma City, Okla. 73115
 P.O. Box 856, Oak Park, Ill. 60303
 2256 Robinwood, Toledo, Ohio 43620
 1280 Paddock Hills Ave., Cincinnati, Ohio 45229
 1772 Timothy Dr. S.W., Atlanta, Ga. 30311
 Box 83, Brooklyn, N.Y. 11205
 145 Maple St., Brooklyn, N.Y. 11225
 2963 N. 49th St., Milwaukee, Wisc. 53210
 P.O. Box 32095, Decatur, Ga. 30032
 c/o St. Timothy's Church, 3601 Alabama Ave. S.E.,
 Washington, D.C. 20020
 4941 Prospect, Kansas City, Mo. 64130

SOUTH SHORE COMMISSION
 SOUTHWEST ATLANTANS FOR PROGRESS
 THIRTY FAMILIES
 UNIVERSITY CITY RESIDENTIAL SERVICE
 VOLLINTINE-EVERGREEN COMMUNITY ACTION
 ASSOCIATION
 WEST MT. AIRY NEIGHBORS, INC.
 WEST SIDE COALITION
 WEST SIDE NEIGHBORS, INC.
 WILDEWOOD HILLS-HEIGHTS NEIGHBORS
 WINDSOR HILLS NEIGHBORS
 WINSHIP COMMUNITY COUNCIL

7134 S. Jeffrey, Chicago, Ill. 60649
 1443 Pollard Dr., S.W., Atlanta, Ga. 30311
 5800 Stonewall Dr., Oklahoma City, Okla. 73111
 7515 Melrose, University City, Mo. 63130
 893 Oakmont, Memphis, Tenn. 38107
 S.E. Corner Greene & Westview, Phila., Pa. 19119
 910 Galapago St., Denver, Colo. 80204
 Box 8091, Akron, Ohio 44320
 6205 Post Oak, Oklahoma City, Okla. 73105
 2616 Talbot Rd., Baltimore, Md. 21216
 18605 Prest, Detroit, Mich. 48235

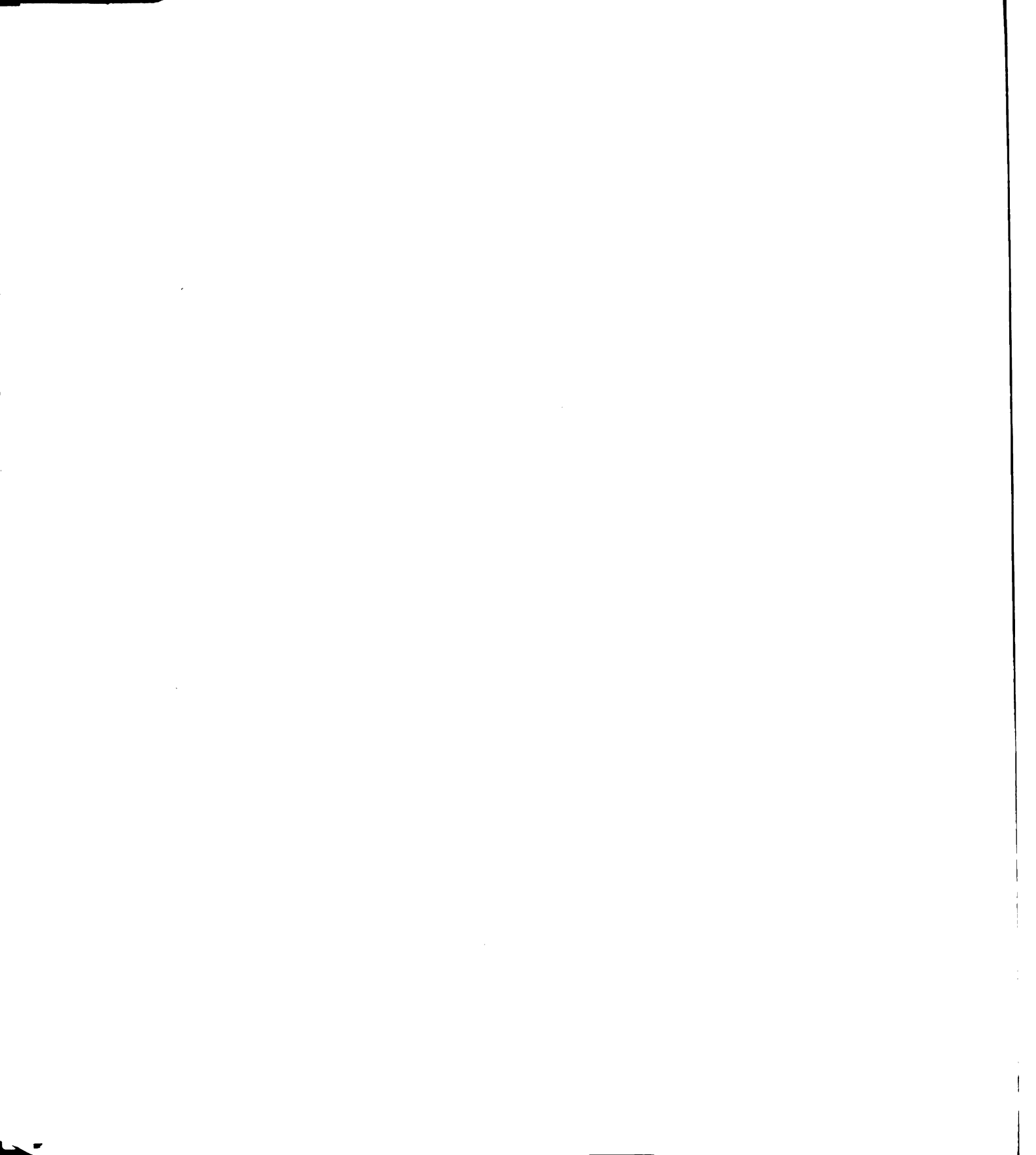
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