THE PERCEPTION OF SOCIAL AGENCY PERSONNEL

TOWARD THE POLICE: A STUDY CONDUCTED

IN MUSKEGON, MICHIGAN

By

Thomas Frank Christian

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ABSTRACT

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Purpose

The perception of the individuals within one component
of the Criminal Justice System toward the role or function
of another group is necessary to understand the effective-
ness of the entire system. This study centers around the
perception of social agency personnel towards the police.

The community itself is the original background from
which the Criminal Justice System begins to develop. The
community has certain needs which are the bases for estab-
lishing agents to fulfill these needs. These agents work
for and serve the community. The Criminal Justice System
in actuality is the community meeting the demands for
social control. Police are "the gatekeepers" or those
responsible for the beginning of the process in which an
individual may have to leave the community and deal with
the formal members of the Criminal Justice System. The
social agencies serve the community in the area of criminal
justice by functioning as referral agents which give

supportive help to the individual (treatment) or serve
as controlling agents (restrictions and/or custody). Per-
ceptions of social agency personnel toward the police were
sought in this study in order to help understand the con-
nections between the police function and the social agency
function in the Criminal Justice System.

In this study three basic concepts were explored by
means of a series of questions which were asked of the
personnel in eleven social agencies in Muskegon, Michigan.
The first concept dealt with the perception of social
agency personnel toward the social awareness of the police.
Do the police in this city have a good view of the total
needs of the entire citizenry or would the police officer
be better classified as being a person who has a strict
law enforcement approach to his job?

The second concept involved the perception of the
social agency personnels' acceptance and awareness of the
utilization of the available community resources by the
police. Does the police officer know the resources and
does he use them properly?

The third concept centered around the perception of
the social agency personnel toward the tasks (special
service, minor law enforcement and major law enforcement)
for which they perceive the police being responsible and
the extent to which the police officers should spend their

time dealing with these tasks. (Relative importance of police performance.)

Methodology

Preliminary interviews were conducted in five Muskegon social agencies. With this information, a review of the pertinent available literature and the author's personal experience working with and for social agencies, a questionnaire was developed and distributed to eleven Muskegon social agencies. One-hundred and eighteen social agency personnel responded to the questionnaire.

Results

The eleven agencies were divided into five groups because of the small staff of certain agencies. The first group was called private agencies (Catholic Social Service, Muskegon Rescue Mission, Salvation Army and the West Shore Mental Health Clinic). This group consisted of seventeen members. The second classification was public agencies (fifty-four members of the Department of Social Services). The third division was the juvenile and adult court (fourteen personnel). The fourth section was called minority centered agencies (Community Action Against Poverty, Legal Aid, and the Urban League). This group had fourteen participants. The fifth group were nineteen school counselors representing the school system.

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Three hypotheses were developed. It was hypothesized that there would be a consensus in the perception of the social agencies in regard to the policeman's social awareness. This hypothesis was rejected.

It was hypothesized that there would be consensus among social agencies' personnel regarding their acceptance and awareness of the policeman's utilization of the available community resources. This hypothesis was also rejected.

It was hypothesized that there would be a consensus among social agency personnel and their perception of those tasks for which policemen should be responsible. This hypothesis was accepted.

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DEDICATION

To my Mother and Father

Ruth and Edward Christian

for sharing their perceptions

of people and life.

ACKNOWLEDGMENTS

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CHAPTER I

THE PERCEPTION OF SOCIAL AGENCY PERSONNEL
TOWARD THE POLICE

In an ideal community the family should be able to handle most of the problems that they encounter in every-day life. When they are not capable of resolving a given conflict they may call upon neighbors, friends or relatives. Because of the seriousness of a particular problem, families, relatives and neighbors often must call on an agency set up to serve the community, such as the police. The police, in turn, often refer a given family to another agency more suited for the situation, e.g. family counseling. The Criminal Justice System starts with the individual citizen and it may then expand to include family, neighbors, community, police, social agencies, court and institutions. It ultimately can return to the community, neighbors, family and the individual. Actual interagency conflict can arise from an agent who perceives his own role in a disproportionate relationship to the other members of the Criminal Justice System. This may cause disconnection among the parts of the system and may have an adverse effect on the entire

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system. For example, people in the community become de-
pendent on someone outside of their immediate social circle
and almost prefer to call in an agency to serve their needs.
The police, therefore, are able to function almost ex-
clusively as the law enforcing agent. This enables them
to become more independent and possess the power and
authority to regulate the controls necessary for a partic-
ular individual, neighborhood or city. Social agencies
have also been given total domain in their particular areas
of interest.

Because people have been told to leave "policing" to
the police and "social work" to the social worker, "pro-
fessional problems" to the professionals, they have often
done just that. This has given the police and social
agencies (e.g. social services, courts, institutions) al-
most absolute power to determine their own philosophies,
policies and methods of social control. Because each de-
partment is independent it does not have to answer to
another, much less to the people it is set up to serve.

This development has created an extreme situation.
When a person or an agency goes to an extreme there is
usually a reaction from the people who are affected the
most. The poor, the minorities and the deprived often
call upon the police and social agencies for help because

of the lack of other resources. When the police and social
agencies do not meet the needs of the deprived, a steady
uneasiness develops. A sense of mistrust arises. These
rumblings eventually echo to all parts of society. Each
community reacts in many ways depending on how much its
members have been involved with the police or a given
agency. If they have little contact with the police, they
often resent those who have had numerous contacts and they
cannot understand the nature of the complaints. There is
also an element of the community which sympathizes with
the poor and the deprived.

Because the police and social agencies have been
left to develop their own philosophies, policies and
methods of action, they have not had to work together with
each other and with the community on the problems of the
total city. Thus the police have emphasized law enforce-
ment and in their own minds have left rehabilitation and
treatment to the social agencies. Conflict results when
the philosophy, policies and methods of action between the
police and the social agencies differ. Because they are
both in the continuum of the Criminal Justice System they
are forced to deal with each other's mistakes. Conditions
no longer allow both these components of the Criminal
Justice System to act independently. They both contribute
to, and hold the solution for, each others problems.

However, the community has permitted this dilemma to develop and exist. Thus, the total community, not just selected components of the Criminal Justice System, must work together for a solution.

It is the purpose of this paper to look into the social agencies and their perception of the police. Perhaps by studying some of the results of this research, better programs for interagency communication, cooperation and overall unity in the Criminal Justice System can be developed.

This study is a part of a project that was done in three steps. First, a study was made of certain community characteristics in relation to community attitudes of the police in the city of Muskegon, Michigan. (Moore, 1970)[1] Secondly, a study was conducted examining behavior and perceptions of law enforcement, probation and social agency personnel. This was an evaluation of an in-service training program for the police conducted by the Center on Police and Community Relations at Michigan State University. (K. Johnson, 1971)[2] Thirdly, this study was conducted in

[1]Merlyn D. Moore, "A Study of Certain Community Characteristics in Relation to Community Attitudes of the Police in the City of Muskegon, Michigan" (Unpublished Master's Thesis, Michigan State University, 1970).

[2]Knowlton Johnson, "Examining behavior and perceptions of law enforcement, probation and social agency personnel: An evaluation of an in-service training program, Muskegon, Michigan," May 31, 1971, Center on Police and Community Relations. Michigan State University.

the major social agencies in Muskegon to determine the
perceptions of the social agency personnel towards the
Muskegon police.

Briefly, the entire study was conducted to see what
the community felt the police should be doing, what the
social agency personnel thought the function of the police
should be, and what role the police themselves thought
they should be fulfilling. (K. Johnson, 1971)[3]

Definition of Terms

The term Criminal Justice System in this study will
include the individual citizen, the family, neighborhood,
community (city), the police, social agencies, and the
institutions. In short, it will involve everyone. To
limit it to the police, the courts, jails and corrections
may be one of the reasons why society has a law and order
problem today.

The term social agency in the Criminal Justice System
will include any organized body that deals with people
who have problems with the law. The police department
will be considered a separate body from the other social
agencies.

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[3]Knowlton Johnson, "Police Interaction and Referral
Activity with Personnel of Supportive Agencies: A
Multivariant Analysis" (unpublished dissertation, Michigan
State University, 1971).

This study looks at the perception of the other social agencies toward the police. Because the police are called the "gatekeepers" to the formal Criminal Justice System they are considered key agents in beginning the process of sending a person through the entire criminal justice process. It is assumed that if the social agencies work together more with the police as potential sources of referral, other alternatives could be developed than incarceration.

Perception in this study is defined as the act, process or product by which social agency personnel understand the role, tasks, and function of the police in the Criminal Justice System. (Based on Funk and Wagnalls 1965).[4]

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[4]Funk and Wagnalls, Standard Dictionary, International Edition, (New York: Funk and Wagnalls Company, 1965), p. 396.

CHAPTER II

REVIEW OF THE LITERATURE

Perception and its possible role in interagency con-
flict is the focal point on which the review of the litera-
ture is based. Much has been written on interorganiza-
tional conflict but "surprisingly the agencies specifically
charged with social control functions, such as public and
private police forces, prosecutors and defenders, civil and
criminal courts and the correctional and treatment agencies,
have received the least systematic study. The major ex-
ceptions are the adult and juvenile correctional services
and the mental hospital system which have been subjected
to a series of organizational studies over the last fifteen
years. The most neglected agencies have been the police
and the courts."[5]

Those who believe that the study of organizations is
a valuable part of social inquiry need to extend their
research perspectives so as to understand influence in
interorganizational activity and comprehend the determinants

[5]Lloyd E. Ohlin, "A Situational Approach to Delin-
quency Prevention," U.S. Department of Health, Education
and Welfare Social and Rehabilitation Service, 1970, p. 6,
(Pamphlet).

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of policy and practice among loosely joined organizations.[6]

It is possible to see today's urban community in terms
of conflicting interest groups rather than in terms of
extensive citizen participation in a primary community.[7]

The chief focus in the study of organizations has been
on patterns within, rather than between, organizations.
Studies of interrelationships have largely been confined to
units within the same organizational structure or between
a pair of complementary organizations. March and Simon
suggest that interorganizational conflict is very similar
to intergroup conflict within organizations.[8] Thus, adminis-
trators may present one philosophy while people in the field
may hold another. Blau has commented on the general prob-
lems involved in studying multiple organizations. In the
Criminal Justice System there are many organizations deal-
ing with various phases of social control. In the social
agency area alone, there are multiple departments that often
work independently of each other. The Criminal Justice

[6]Burton R. Clark, "Interorganization Patterns in
Education," Administration Science Quarterly, Sept. 1965,
pp. 224-237.

[7]Pranab Chatterjee and Raymond A. Koleski, "The Con-
cepts of Community and Community Organization: A Review,"
Social Work, July 1970, pp. 82-92.

[8]Peter M. Blau, "Formal Organization: Dimensions of
Analysis," American Journal of Sociology, 63 (1957), p. 58.

System is faced with the problem of not only uniting its various parts, but also of organizing those same parts within themselves.[9]

In pointing up the need to study the organization in relation to its environment, Etzioni specifies the area of interorganizational relationships as one meriting further intensive empirical study.

Need for Exchange of Services

Etzioni quotes Levine and White who explain the element of exchange between organizations as a conceptual framework for the study of interorganizational relationships. They define organizational exchange as any voluntary activity between two organizations which has consequences, actual or anticipated, for the realization of their respective goals or objectives.[10] A police officer may make a referral to a social agency if he knows the function of that agency. Social agency personnel see this action as a part of a process rather than "a passing of the buck." Both organizations need each other and

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[9]James G. March and H. A. Simon, *Organizations*, (New York: Wiley, 1958).

[10]Amitai Etzioni, "New Directions in the Study of Organizations and Society," *Social Research*, 27 (1960), pp. 223-228.

actually exist for the same reason. They do not have to
be in conflict. In fact, it defeats both of their objec-
tives.

Need for Coordination of Services

The low level of coordination among social welfare
agencies has long been considered a major problem for
community organization. Reid states that the determinants
of coordination are shared goals, complementary resources
and efficient mechanisms for controlling whatever exchanges
are involved. Two organizations may nominally share a
broad, formal goal of reducing juvenile delinquency; one
organization, a police department, may view this goal
primarily in terms of vigorous law enforcement. The other
organization, a family agency, may interpret it as alleviat-
ing psychological problems of disturbed youngsters. The
operational goals of the organization may then be quite
divergent and may offer little basis for coordination. The
more limited agency goals become, the less chance there is
for sharing of goals to occur. Shared goals become a neces-
sity. For this to happen, however, the police and the
social agency must provide each other with resources needed
to achieve their goals. Reid calls this complementary re-
sources. If both agencies have goals uniquely shaped to
their resources, they may become insularly self-sufficient.

An agency ready to coordinate is perhaps one whose goals
exceed its resources.[11]

Often policies run counter to the goals of whatever
coordinated efforts are being attempted. Such problems
may be compounded when the agencies are large and heavily
bureaucratic. Here coordination control must deal not only
with an imposing agency array of department heads and
specialists but also with the agency's own internal organi-
zational problems.

Litwak and Hylton speak of coordination on an inter-
organizational level as centering around interdependence,
awareness, standardization of organizational activities and
number of organizations involved. Interdependence means
that two or more organizations must take each other into
account if they are to accomplish their goals. More scien-
tific research is needed to show police and social agencies
that they must work together in order to solve each others
problems and fulfill their purpose of serving the community.
Being aware of their roles, defined mutually in a standard-
ized way, each organization can avoid conflict of roles and
duplication of services.[12]

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[11]William Reid, "Interagency Coordination in Delin-
quency Prevention and Control," Social Service Review,
1964, pp. 355-367.

[12]Eugene Litwak and Lydia F. Hylton, "Interorganiza-
tional Analysis: A Hypothesis on Coordinating Agencies,"
Administrative Science Quarterly, VI, 4, (March, 1962)
pp. 395-420.

Philosophical Differences

A major conflict between the police and social agen-
cies and their perception of each other comes in the area
of philosophy.[13] The social worker tries to conquer the
immediate need of his client. Here the factor of speed is
important. The necessity of accepting and being willing to
bear the consequences of possible errors, even of helping
somebody who may not seem to deserve help, must be taken
by the social worker. It is analogous with the concept
of love for mankind which has the principle that it is
better to miss condemning several guilty persons than to
condemn one innocent one. Another aspect of the social
worker's philosophy is self-abrogation, the self-conquest
of social help, as far as possible, by guiding the person
into independence. He tries to give the client the feel-
ing of being necessary.[14] A sense of dignity and personal
worth are cultivated. Emphasis is put on establishing

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[13]See for example: John M. Pfiffner, The Function of
the Police in a Democratic Society, Civic Center Campus,
Center for Training and Career Development, University of
Southern California, April 1967, p. 4; Robert C. Trojanowicz,
"Factors That Affect the Functioning of Delinquency Preven-
tion Programs," Police Chief, February, 1971, p. 44; Albert
C. Holloway, "Social Work Corrections," 444 course offered
at Michigan State University, Spring 1971.

[14]Paul Tillich, "The Philosophy of Social Work," The
Practice of Social Work, (Belmont, California: Wadsworth
Publishing Co., Inc., 1970), pp. 15-20.

communication, a sense of equality and economic opportunity.[15]
The mission of the social worker is to assist the individual
and society to achieve their potential. It is to maximize
that potential and to propose programs to fill the gaps in
a given community. Holloway quotes Helen Pearlman and Fran
Hollis emphasizing the importance of the relationship be-
tween the client and the worker. There should be individ-
ualization, a recognition of the unique qualities of the
person, a purposeful expression of feelings, controlled
emotional involvement, acceptance, a non-judgmental atti-
tude, a sense of the clients self determination and a pro-
fessional approach to the matter of confidentiality.[16]

The philosophy of a police department is not as
delicately spelled out. The absence of carefully developed
policies to guide police officers in handling the wide
variety of situations which they confront is in sharp con-
trast to the efforts taken to provide detailed guidance
for other aspects of police operations.[17] The police
administrator has greater control over management questions
than he does over the criminal justice process. The fact

[15]Mary J. McCormick, "Human Values and the Poor," The
Practice of Social Work, (Belmont, California: Wadsworth
Publishing Co., Inc., 1970), pp. 20-35.

[16]Holloway, op. cit.

[17]Task Force Report: The Police, The President's
Commission on Law Enforcement and Administration of Justice
(U.S. Printing Office, Washington: 1967), pp. 16-17.

that the courts in particular have assumed increasing
responsibility for control in this area has resulted in a
prevalent attitude by police administrators that criminal
justice policy decisions are not their concern. As a con-
sequence, neither police training nor research has been
directed toward these basic policy questions.[18]

The statement is often made that the role of the police
officer should be defined and that his duties in service
to the community should be divided so that he knows his
function and is able to act accordingly.[19]

Edward M. Davis, the chief of police for the city of
Los Angeles, in writing on professional police principles,
quotes Sir Robert Peel and his nine principles developed in
1822:

(1) The basic mission of the police is the prevention
     of crime.

(2) The second principle is that the police must
     have the full respect of the citizenry.

(3) A citizen's respect for law develops his respect
     for the police.

(4) Cooperation of the public decreases as the use
     of force increases.

(5) Police must render impartial enforcement of the
     law.

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[18]Ibid., pp. 16-17.

[19]The Challenge of Crime in a Free Society, (U.S.
Government Printing Office, Washington, D.C., February
1967), pp. 97-98.

(6) Physical force is used only as a last resort.

(7) The police are the public and the public are the police.

(8) Police represent the law.

(9) The absence of crime and disorder is the test of police efficiency.

Chief Davis points out in principle five that "the police-man's boss is not his sergeant or the chief. The police-man does not work for the white people or the black people; he doesn't represent the 'establishment.' The policeman is a servant of the law."[20] This type of philosophy would conflict in certain ways with the social worker who works for the individual and society. The law may be interpreted differently by him than by a policeman.

The question arises should the police officer be a controlling agent or a supportive agent?[21] This is still the old argument of whether to punish an offender or rehabilitate him. Dr. Menninger proposes that police emphasis should be on prevention rather than upon detec-tive action. Quoting August Vollmer's <u>Policeman as Social</u>

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[20] Edward M. Davis, "Professional Police Principles," <u>Federal Probation</u>, March 1971, pp. 29-34.

[21] Elaine Cumming, Ian M. Cumming and Laura Edell, "Policeman as Philosopher, Guide and Friend," <u>Social Problems</u>, Winter 1965, p. 277.

Workers (1919), and a recent report by a mental health re-

search unit, he accepts uncritically the statement that

problems of health, safety or interpersonal relationships

represent about half of the calls received by a metropolitan

police department.[22] The fact that from thirty-five to

ninety percent of the time of the police is spent on non-

criminal activities is regarded as one of the reasons why

American police are so ineffectual in detecting and appre-

hending criminals. Both Vollmer and his successor, O. W.

Wilson, were pioneers many years ago in advocating that

policemen should be social workers and lead in the pre-

vention of crime. Both these points of view have been dis-

credited in favor of referral and cooperation with other

community agencies better qualified for such work.[23]

The question still remains, however, why if police

and social agencies are supposed to work together, they

come into so much conflict? Perhaps they cannot truly work

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[22]Karl Menninger, The Crime of Punishment, (New York:
Viking Press, 1969), p. 270: See also; Howard B. Gill,
"Shock Theraphy for Criminal Justice," Federal Probation,
June 1969, pp. 56-58; Frank J. Remington, "The Role of
Police in a Democratic Society," Police Science, Vol. 56,
1965, pp. 361-365, Pfiffner, op. cit., pp. 1-14; William
Dienstein, "Conflict of Beliefs About Causes of Delinquency,"
Crime and Delinquency, VI, No. 3 (July 1960) pp. 287-293;
Leonard Savitz, Dilemmas in Criminology, (New York:
McGraw-Hill, 1967), pp. 66-79.

[23]Gill, op. cit., p. 58.

together if their philosophical differences are not com-
promised. Cumming, Cumming and Edell report that the police
have little knowledge of, and liaison with, social or even
medical agencies, and seem to feel that these agencies'
activities are irrelevant to the problems they, themselves,
face.[24]

Menninger states that few professional urban police
agencies would accept a social work thesis as their func-
tional responsibility. He would see the police as defensive
and resentful if asked to be more social work oriented.
Nevertheless, he sees a new spirit and social philosophy
in the police profession and quotes L. Mlecyko's, "A
Humane Cop (Don Stevens) Urges Change by and for Police."
(Police Times, 5:5, 1968).[25]

James Q. Wilson sees the patrolman's role as being
defined more by his responsibility for maintaining order
than by his responsibility for enforcing the law. In his
book, Varieties of Police Behavior, he sees police depart-
ments adopting a watchman's style, a legalistic style or
a service style.[26]

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[24]Cumming, Cumming, Edell, op. cit., pp. 276-277.

[25]Menninger, op. cit., p. 270.

[26]James Q. Wilson, Varieties of Police Behavior,
(Cambridge, Massachusetts: Harvard University Press, 1969),
pp. 140-225.

Moore, in his study of community attitudes in Muskegon, found that whites and married respondents tended to prefer a legalistic style of police behavior, while non-whites were more likely to prefer either the watchman or service styles. In socio-political philosophy conservatives preferred the legalistic style and liberals preferred the watchman and service styles.[27]

Walter Miller states that operating philosophies that differ become non-functional for the purpose of reducing juvenile crime and that a consequence of differences in institutional philosophies is that a significant proportion of energy potentially directable to delinquency reduction is instead expended in conflict between institutions.[28] A police officer goes through a lot of work to develop a case against a citizen and watches helplessly as he is released from jail the day he is arrested and later he is placed on probation and returned to the community to once again give the police officer headaches. On the other hand, the probation counselor who writes up the recommendation in

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[27]Moore, op. cit., p. 125.

[28]Walter B. Miller, "Inter-Institutional Conflict as a Major Impediment to Delinquency Prevention," Human Organization. XVII, 3 (1958), pp. 20-23.

the presentence investigation resents the cold punitive
approach he thinks he detects in the policeman's attitude.
Although they claim to be working for the same goal, namely,
a change in the behavior of the offender, and a safer com-
munity, they cannot agree on basic philosophy. They may
even argue whether it is more important to put the needs
of the individual offender first or the needs of the com-
munity first.

Need for Cooperation

If the court decision fails to reflect the legitimate
needs of the enforcement agency, police often react by
asserting that courts ought to get out of the law enforce-
ment business. This is highly unrealistic. Courts have
historically assumed and no doubt will continue to assume
responsibility for insuring that governmental power is not
abused to the detriment of the individual rights of citizens.
The question ought not be whether courts or police will have
exclusive domain. Rather the need is to develop methods
for constructive cooperation between courts and police in
the discharge of their common objective, a system of
criminal justice administration which is both fair and effec-
tive.[29]

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[29]Remington, op. cit., pp. 361-365.

Police tend to adhere to the classical school of thought in looking at an offender. It states that the offender possesses reason and free will and that the major reason for his acting out in a negative manner is because he willed to commit the crime. A remedy to this would be punishment (incarceration) so that he can contemplate his behavior and "unwill" to commit future crimes.[30]

The social worker often tends to follow the positive school of thought. He feels that the offender is sick and needs social and personal rehabilitation. Many social agencies would vary somewhere along the continuum between the classical and positive schools of criminology.[31]

William Dienstein investigated conflict in beliefs among police, probation and school personnel, about the causes of delinquency and concluded that "while each agency is dealing with delinquency and each may handle the same violator, their approaches to the same problem tend to take polar aspects -- control and punishment on the one hand, and treatment on the other -- and they find no route to mutual understanding, communication, and cooperation.

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[30]Trojanowicz, op. cit., pp. 45-47.

[31]Ibid., pp. 45-47.

Working at cross purposes, they cannot hope to succeed."[32]

E. K. Nelson, Jr. states that organizational disparity
in definitions of deviance and uses of authority are key
factors in the lack of unity in the Criminal Justice System.[33]

Pfiffner points out that the police officer cannot be
labelled punitive and forgotten. The bare statistics reveal
that the great preponderance of juveniles contacted, for
example, are counseled and released. The juvenile officer
does a great deal of referring to social agencies, mediating
family situations and making arrangements for children in
trouble. They regard this work as within the normal police
job spectrum. They are acting as policemen and not as
social workers, and they believe that their status as police-
men lends strength to any activities they may perform which
have helping rather than punitive goals. They reject the
view that police contacts in this connection are necessarily
traumatic and therefore harmful. The orthodox police view-
point sees this contact with society's outward symbol of
authority as wholesome and conducive of character building.[34]

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[32]Dienstein, op. cit., p. 293.

[33]E. K. Nelson, Jr., "Organizational Disparity in
Definitions of Deviance and Uses of Authority," Police,
Probation and the Schools, (Unpublished paper).

[34]Pfiffner, op. cit., p. 43.

John Clark demonstrates that a significant portion
of the police and other agency personnel manage to curtail
indicated interaction in official matters, and therefore,
mutually isolate each other within the social control system.
This phenomenon is particularly noticeable between police
and public social workers, which may reflect the presence
of conflicting operating ideologies, lack of professional
respect, and ignorance of the other's operations.[35] This
sense of isolation is a critical problem for police de-
partments. Their isolation extends not only to other units
within the complex of city government, but also to other
police departments. Opportunity for exchange of ideas
and experiences among police departments is still negligi-
ble.[36]

Haurek and Clark develop the hypothesis that one
agency will want to contact personnel of its own agency
or personnel of another agency if (1) they will be able
to aid him in resolving the situation, or (2) they will
take responsibility for the situation and satisfactorily

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[35]John Clark, "Isolation of the Police: A comparison
of the British and American Situations," The Journal of
Criminal Law and Police Science, Vol. 56, 1965.

[36]Patrick V. Murphy, "Reflections on Changing Law
Enforcement Problems," Federal Probation, September, 1969,
pp. 10-13.

resolve it. The decision of whether to initiate inter-
action or not will depend on whether the actor regards the
other personnel as competent to effect (1) or (2). If the
actor's evaluation of the personnel and their role per-
formance is negative, he will be less motivated to initiate
interaction and more consciously avoid it.[37]

Clark points out that the more voluntary organizational
interaction becomes within the system, the greater the
potential for dissonant influences which may conflict with
the accomplishment of social control tasks with which the
whole system is charged.[38] For example, a police officer
and a social worker by not working together for social
control can actually contribute to the inefficient function-
ing of the Criminal Justice System. Limiting one's interest
to the development of good law enforcement, court reviews
and corrections per se does not assure the public of good
social control, unless these good services are integrated
in a manner which contributes to the accomplishment of the
overall goal. Those agencies with similar operating
philosophies are more likely to choose each other as

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[37]Edward W. Haurek and John P. Clark, "Variants of
Integration of Social Control Agencies," Social Problems,
Summer 1967, Vol. 15, No. 1, pp. 46-60.

[38]John P. Clark and Dorothy Broom Darroch, "Inter-
Organizational Imagery and Relations Among Social Control
Agencies in Japan," (unpublished paper, August 1968), pp.
307-319.

professionally close and easiest to work with on problems.

In another study Haurek and Clark found that inter-
action depended to a great extent upon the esteem held by
those in one organization for those of another. The over-
all working hypothesis is that agencies with mutually favor-
able images will interact with greater frequency and inti-
macy than agencies with unfavorable images of each other.
Extensive interaction will tend to promote a favorable
image.[39]

McNamara sees the lack of sharing of authority within
agencies as being detrimental to the individual the system
is attempting to serve.[40] For example, a parolee who
does not have a parole agent who is working with the
police and making use of the other resources of the com-
munity is increasing the parolee's likelihood of revocation.

Pfiffner divides people engaged vocationally in deal-
ing with violators of the law into two opposing belief
systems: in the first category are the police and the
custody-minded prison personnel; in the second those en-
gaged in rehabilitation such as probation and parole, social

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[39]Haurek and Clark, op. cit., pp. 46-60.

[40]John H. McNamara, "The Utilization of Community
Resources by One District Parole Office," (unpublished
paper), 1967, pp. 1-30.

and therapy-oriented workers in general. He labels these
as "rehabs." The police and rehab stereotypes are con-
stantly in a state of latent conflict which occasionally
breaks out into open hostilities.[41] He goes on to point
out that "in a democratic society the police are agents of
the people and should, therefore, be responsive to popular
opinion and control, not only in the formal legal sense,
but also in tune with trends of opinion and belief in the
larger culture. The dominant trend in American culture
in the last half century has been the gradual development
of a social ethos, first manifested in the Progressivism
of Teddy Roosevelt, La Follette and Woodrow Wilson, fol-
lowed by the New Deal; and Eisenhower was much more centrist
than rightist. The Protestant Ethic of the laissez-faire
Nineteenth Century has been replaced by a social ethic
which permeates all levels of our culture including the
business community. This social ethic is concerned with
solving the problems of juvenile delinquency, unemployment,
urban congestion, ethnic discrimination and uneven distri-
bution of income. This social ethic is not a radical,
doctrinaire and dogmatic political movement, but is rather
an unarticulated desire to bring to all of the American
people the blessings of freedom and bounty."[42]

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[41]Pfiffner, op. cit., p. 4.

[42]Ibid., p. 6.

Pfiffner describes the policeman as having a tendency to see things in terms of black or white. He detects a mutual suspicion and antagonism between the police and social scientists. The social worker is an applied social scientist. At the same time Pfiffner cautions one to use constraint in postulating a conservative anti-rehabilitation stereotype to the police in general. He predicts that in spite of his distaste for therapeutic concepts, the policeman will become a member of a therapeutic team to assist in dealing with community pathology.

Pfiffner reports that police often complain that there is a lack of social agencies to which they can refer problem cases. Existing agencies are overloaded. When a case is accepted, aggressive follow-through is suggested on both the part of the police officer and social worker.[43]

Many people today believe that society had an effective law and order approach in the past. That belief is not well-founded.[44] It is true that the Criminal Justice System is not efficient. Not enough offenders are arrested, convicted or rehabilitated. "But it is not true that this country ever enjoyed a Criminal Justice System that was

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[43]Ibid., pp. 60-61.

[44]Murphy, op. cit., p. 11.

effective and where the individual parts -- police,
prosecution, courts and corrections -- worked together
as a system."[45]

Sydney Harris suggests that police administrators
today are fighting modern problems with outmoded methods.
Police must realize that they need the help of neighborhood
groups, trained social scientists, urban planners, educa-
tors, doctors, ministers and professionals in allied fields
more than they need more policemen and more hardware.[46]

The literature reveals definite problems in communica-
tion, exchange, coordination, isolation, philosophy,
cooperation, unity, and modes of operation between the
police and the perceptions of social agency personnel.
The next chapter will go into actual interviews with a
select number of social agencies (five) in Muskegon, Michi-
gan. The purpose of the interviews was to collect opinions
and formulate questions, in order to develop a question-
naire to be distributed to eleven social agencies and their
personnel in the city of Muskegon. Based on the literature
reviewed and these interviews it was felt that a relevant
questionnaire could be developed.

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[45]Ibid., p. 11.

[46]Sydney Harris, "Police Too Much Like Old Generals,"
(Publishers-Hall Syndicate, 1971), Lansing State Journal,
July 16, 1971.

CHAPTER III

INTERVIEWS, FORMULATION OF THE HYPOTHESIS
AND DEVELOPMENT OF THE QUESTIONNAIRE

Setting

Muskegon is the largest city on the east bank of Lake Michigan. It has a population of 53,000. 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 from eight to ten percent Black and Mexican-American population. In the summer approximately fifteen-hundred migrant workers live and work in the area.

The Muskegon County United Appeal has put out a directory of Health and Welfare resources from which the agencies used for this study were selected. (See Appendix A). The choice of agency was made by comparing its function with that of other agencies in the Criminal Justice System and choosing those with the most interaction with the police. The chief of police was interviewed and he sent along a letter of introduction to help facilitate interviews and distribution of the questionnaire. With the assistance of the police (see Appendix B) the resource

directory, the literature and past experience, the following social agencies were chosen to participate in this project: Catholic Social Service, Community Action Against Poverty, Department of Social Service, Juvenile Court, Legal Aid, Muskegon Rescue Mission, Salvation Army, the Muskegon School System, the Urban League, the West Shore Mental Health Clinic and Adult Court.

Initial interviews were conducted with five of the eleven agencies. The interviews lasted from one to two hours. The purpose of the interviews was to obtain a general perception of that agency and its relationship with the Muskegon Police and develop a relevant questionnaire which could be filled out at a later date by the agencies' personnel. Those agencies which were not interviewed were contacted in person or by phone and the project was explained to them. Full cooperation was experienced at all times. Persons interviewed were individuals considered to be experienced and in a responsible position to give a thorough overview of the agency.

The Interviews

The School System. Services: The school counselor serves the student by giving him assistance in school related matters, individual problems and family difficulties.

Interviewees: School counselors were chosen to participate on behalf of the schools in this study. The

author attended the regular meeting of the Muskegon school
district counselors and presented the study in detail.
Besides the interaction with the nineteen school counselors
at this meeting from which general information was gathered,
two counselors, a woman and a man, were chosen to be inter-
viewed in depth.

Results: There is good cooperation between police and
schools in Muskegon, in general. It was pointed out that
the average policeman has little interaction within the
school. There is not much contact between the police and
the school except in crisis situations. They feel it is
important that the students get to know certain officers
by name rather than seeing the police as one armed force to
oppress them or as "the fuzz" or "the cops" or "the pigs."
The officers presently chosen to work with the schools
are men to whom the young people can relate.

The counselors think that a policeman should be hand
picked and receive special training before he begins to
work with a school. They also feel that more in-service
training would be beneficial between the police, the
court and the schools. Another point is that more in-
formal contact could be established e.g. Head Start or a
police officer invited into the classroom and his role and
the laws explained. This could be done at all grade levels.

More referrals could be made by the police to the
school counselor. By calling the school, the police could

contact a particular student's counselor and an information flow and a team approach could be started.

The school counselors feel that the police generally are doing a good job and that the potential for better interaction and less conflict depends on the effort put forth both by the counselors and the police.

Legal Aid. Services: Legal Aid provides free legal service to the indigent based on established eligibility requirements. Educational programs, panels, conferences and workshops are also offered. It is federally funded with in-kind contributions by the legal profession.

Interviewee: A lawyer presently working for Legal Aid.

Results: Legal Aid experiences a fairly good level of cooperation from the Muskegon police in regards to the matter of trials. Certain problems are present in individual policemen's attitudes. Legal Aid feels that the police do not have enough information on the purpose of their agency and some feel that Legal Aid is in an adverse position to the police. Because of this, the police are not referring many people to this agency. Legal Aid was dealing with six cases of alleged police brutality on complaints from citizens at the time of this study.

The Juvenile Court. Services: Jurisdiction over delinquent, neglected and dependent children. Also probation, adoption and foster care services.

Interviewee: A member of the administration of Juvenile Court.

Results: The interviewed party from Juvenile Court has had considerable experience in juvenile court work. His general view is that the juvenile court has no significant quarrel with the police. The police have a difficult job to perform and they are doing their best. The juvenile police officer comes into the juvenile court offices everyday, and their contact with him is excellent. Contact with other police officers, however, is very limited.

Comments were made on the negative aspects of police officers having second jobs and also the opinion was expressed that perhaps the police should go back to walking a beat in order to have better interaction with the community. It was also expressed that there is a general sympathy with the police in the difficulties of dealing with todays racial problems.

It was pointed out that court personnel feel that the police do not know the extent of juvenile problems and that they should be educated to see the whole picture.

To send a juvenile to court does not solve the policeman's problems. Police, they feel, should know the resources, however limited, that the court has access to, both in and out of the community. The police should have instruction on the court process as part of their training. There should be police-court conferences. Police should know the limitations of the court. Legally the court can only detain a juvenile for (1) serious crimes to protect himself and the community, (2) if he or she is a runaway or (3) if it is a case of neglect and more study and observation is necessary. A police officer might not get as upset when the court releases a juvenile if he had more information on the lack of available alternatives. The police should refer more juveniles to other agencies rather than using the court as their main resource.

It was pointed out that the turnover on the court staff is a problem at times and prevents the development of better relationships with the police. The court staff here had not had a turnover for two years. It was also pointed out that seven out of ten of the court staff have college degrees and this fact, it was felt, had a positive influence in their dealings with the police. The staff is open to communication and would like more police recommendations and police comments. Better cooperation

in the whole Criminal Justice System, they thought, should
be developed. Teamwork was stressed and a combination of
school theory and field experience was emphasized.

Department of Social Service (D.S.S.). Services:
D.S.S. provides financial assistance and casework services
to individuals found eligible for any of the various wel-
fare programs. It also provides direct relief and hospi-
talization of needy adults; supervision and counseling for
state wards and children in need of protection.

Interviewee: A member of the administration of D.S.S.

Results: The D.S.S. staff deal with the police in
different ways depending on the area in social service in
which they work. Some, like protective services, work
often with the police, others have little or no contact
with them.

Cooperation is good with the police administration.
It could be better, however, between the police officer
and the D.S.S. counselor. Here personalities and varying
attitudes promote or discourage good communication and
effective working relationships. There is a lack of
knowledge of each other's role.

The D.S.S. worker often feels that the police do not
know how to use the power of their badge (authority). To
them the policeman has lost some of the personal approach

and as a result he threatens people rather than warns them and there is a mutual lack of respect. They also feel that the police officer has to be educated to the limitations of the poor. The uniform stands as a symbol of oppression to the poor and the policeman is often seen as a "hood with a badge." The D.S.S. worker senses a lot of misconceptions about the police from his client.

The family structure has changed and the police must use other resources such as social services. Both agencies should develop more confidence in each other and make more of an effort to work together by handling individual situations and learning from each other. The forming of the youth bureau was much appreciated by D.S.S. The police dispatcher, it was noted, should have better awareness of the resources available. For example, D.S.S. has a twenty-four-hour service. Police can call the agency or refer others to call the agency day and night. Police in Muskegon do refer people to D.S.S. but more referrals should be made when the police officer initially runs into what looks like a recurring problem. Often last resort problems are given to D.S.S., when only emergency measures can be taken. D.S.S. feel police are involved in social work. This does not mean casework but it does mean a community outlook and when the problem merits it a referral

to an agency rather than making an attempt to suppress the difficulty. The police have many resources to utilize before an arrest has to be made. Police have an obligation to find out the alternatives to arrest.

The D.S.S. office admits to a lack of a formal communications system. They are eager for more opportunities to work together. They feel the program which sends the policeman to the agency and the social worker to ride with the police is a two-way education. The educator must be educated. Policemen should come in and speak to D.S.S. staff meetings and staff members should go to talk to policemen (in-service).

If policemen feel they have their hands tied by present law requirements they should be creative and use other means, maybe better means, to accomplish their goals. Simply to complain about Supreme Court decisions does not solve the problems of the community.* If certain officers or social workers have a poor attitude they should be sent into each others agency to be educated.

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*Use of "The Officer and the Law" police training videotapes developed by Michigan State University and available to police departments in Michigan from Michigan Law Enforcement Officer's Training Council are an excellent method of keeping officers informed on recent Supreme Court decisions.

Community Action Against Poverty (C.A.A.P.). Services:
The purpose of this organization is to attack the causes
of poverty, to work to eliminate poverty in Muskegon and
Oceana Counties and to provide equal opportunity so that
all who are willing may become self sufficient. C.A.A.P.
operates community centers in areas of high concentration
of poverty, which serve as places where residents of the
neighborhood can go to learn of services of agencies in
the community to meet their needs.

Interviewees: The interview with C.A.A.P. personnel
was held at their main office. They invited the staff
from their community centers for a joint discussion.

Results: An open discussion followed in which many
opinions were expressed without any hesitation. Most of
the group were Black and they often expressed the fact that
the Muskegon police, and police in general, are unfair to
minority groups. Their main complaints are that the police
stop cars driven by minorities for any reason. There is
indiscriminate following of vehicles, harrassing of young-
sters and an overall racist attitude. The police definitely
give the image that they are better than the minority
person and that they need someone under them in order to
maintain this superior feeling. They want the police to
be more fair in their use of authority, and also to develop

a better screening process for recruits, especially along attitudinal lines. They feel there should be a police governing board picked by the community and also that the police department should take more responsibility for the conduct of their men. Repeatedly the points of simple courtesy, and fairer attitude on the part of the police were raised. They ask that the same procedures be enforced for everyone. They gave as an example a squad car following a Black man driving late at night in a white neighborhood, and asked that the same procedures be reversed in the opposite situation, that is, he should also follow a car driven by a Caucasian late at night in a Black neighborhood. They feel that there is no just process of complaints of this nature.

Ideas for police training center around hiring Blacks for police departments in proportion to the population. They also feel that application procedures now required to join the police department should be revised, and the people in the community should have a say in the type of test given, and what goes into the training and preparation a rookie receives. They also feel that they should play more of a role with the in-service training for veterans. They expressed the opinions that there should be a set time for training before a policeman goes out on the street, and that rookies should not carry weapons because a weapon only

shows power and force and does not encourage the new recruit
to use his imagination and interaction abilities.

They feel the police officer should be a peace offi-
cer rather than an enforcement officer. They feel they
are harassed by the police by not being allowed to travel
freely in certain areas of the city. Another idea they
expressed is that a black officer should be assigned to
an all-white neighborhood and also that assignments should
be shifted often enough to prevent political influence but
not too often to prevent the community from getting to
know their officers.

Despite the fact that C.A.A.P. personnel were critical
in a negative way, they emphasized the fact that the Muskegon
police were better on the whole than other law enforcement
agencies located in the greater Muskegon area.

Other Agencies Involved in this Study

Catholic Social Service. Services: The purpose of
Catholic Social Service is to strengthen family life in
the community; to encourage personal and family self-
reliance and to provide substitute care for children.

This agency was chosen because it was recommended by
the police, the court and the Department of Social Services
as serving the community especially in the area of marriage
and family counseling.

Muskegon Rescue Mission. Services: This provides lodging and food for transient men, women and families and provides emergency food, clothing, etc. for families. It offers counseling to individuals and families on spiritual, family and alcoholic problems and assistance in securing employment.

Salvation Army. Services: The purposes of the Salvation Army are to preach the Gospel, disseminate Christian truths, provide personal counseling and undertake the spiritual, moral and physical rehabilitation of all persons in need who come within its sphere of influence, regardless of race or creed. It has established a widely diversified program of religious and social welfare services which are designed to meet the needs of children, youth and adults in all age groups. It provides emergency family and transient relief.

Both the Muskegon Rescue Mission and the Salvation Army were chosen because they provided the Criminal Justice System with a necessary resource. Both worked with the unemployed, the transient, the alcoholic and people with other family problems.

The Urban League. Services: Dedicated to making equality of opportunity a reality for every citizen in the

community, it offers services in areas of economic develop-
ment and employment, housing, education and youth incen-
tives, and health and welfare.

This agency also represented the minorities opinion
of the Criminal Justice System.

West Shore Mental Health Clinic. Services: This pro-
vides services commonly rendered by a Community Mental
Health Out-patient Clinic through the traditional team
approach -- psychiatrist, psychologist, psychiatric social
worker. It provides examination, diagnosis, evaluation
interpretation and recommendation, therapeutic counseling
and consultative educational and collaborative services to
the community and its public service facilities -- schools,
courts and social agencies, group therapy, etc.

This agency was chosen because it represented a re-
ferral agency for the police in the area of mental illness.

Adult Court. Services: Adult Court provides probation
and counseling services for adult offenders.

The Adult Court was selected because it deals with
adult offenders.

Development of the Hypotheses on the Questionnaire

The literature, the interviews and the direction of
this study helped to formulate the following hypotheses:

Hypothesis I. There will be a consensus in the perception of the social agencies in regard to the policeman's social awareness.

Rationale: The social worker often sees the police officer as a person who is more concerned with the law being upheld than the welfare of the entire community. A series of twenty questions (see Questionnaire, pages 1-2, Appendix C) was developed from the literature, the interviews and the experience of the author. They were designed to answer the question of consensus in the social agencies' perception of the policeman's social awareness.

Hypothesis II. There will be consensus among the social agencies' personnel regarding their acceptance and awareness of the policeman's utilization of the available community resources.

Rationale: A major problem pointed out in the Criminal Justice System is that policemen do not make proper use of the available services. Sixteen questions (see Questionnaire, pages 3-6, Appendix C) were developed (by the author and Knowlton Johnson) to be given to the social agency personnel and the Muskegon police. This hypothesis states that the social agency personnel will agree on what they expect the police officer to do in using available resources.

<u>Hypothesis III</u>. There will be a consensus among social agency personnel and their perception of those tasks for which policemen should be responsible.

Rationale: Policemen spend a majority of their time on tasks that could be referred or handled by someone else. This hypothesis states that social workers will be in agreement as to how important it is to them for the police to be responsible for these various tasks. Twenty-five tasks were developed (see Questionnaire pages 7-8, Appendix C).

Four other measurements were included in the questionnaire to help in the formulation of recommendations and conclusions for this study. Four questions (see Questionnaire page 9) were used to give an indication of the social agency personnel's perception of the policeman's status.

Thirteen questions were developed to gather informational items such as question four (page 12 of the Questionnaire) which asks the question, "Social Agencies and the Police Department need the most work in the area of:"
(a) communication
(b) public relations
(c) cooperation
(d) role definition
(e) other (please indicate)

Three questions (see Questionnaire page 14, Appendix C) related to the extent social agency personnel avoided interaction with the police. The eight questions following that section asked for an evaluation of the Muskegon police.

In conclusion, the Questionnaire asked for any comments from the social agency personnel.

Grouping of Agencies

Certain agencies had a small staff and other agencies had a large number of personnel. For this reason it was decided to make five groupings out of the eleven agencies. These were:

Group I. Private Agencies. (Catholic Social Service, Muskegon Rescue Mission, Salvation Army and the West Shore Mental Health Clinic).

Group II. Public Agencies. (Department of Social Services).

Group III. The Courts. (Juvenile and Adult).

Group IV. Agencies representing the Black opinion. (Community Action Against Poverty, Legal Aid and the Urban League).

Group V. The Schools. (School counselors).

CHAPTER IV

SAMPLING

In January 1970 the questionnaires were distributed
and one week later collected from the participating agen-
cies. One hundred and eighteen social agency personnel
responded from the eleven agencies surveyed. This repre-
sented 82% of the total personnel, or 118 out of 145 pos-
sible participants. (See Table 1, Pages 46-47 for com-
plete figures.) Those personnel who did not respond from
a given agency were either out of town, did not receive
a questionnaire, or sent back an incomplete questionnaire.
Overall, the cooperation of the agencies was very good.

Each of the five groups representing the various
agencies consisted of fourteen to nineteen participants,
with the exception of the public agency which numbered
fifty-four.

Age. The age of the social agency personnel was
balanced with the exception of the group under twenty-
five years of age which represented 24% of the total.
(See Table 2, page 48, for complete figures.) This fact
could influence the results of this study. A younger
person may be more idealistic in his or her thinking and

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Table 1

AGENCIES AND PERSONNEL PARTICIPATING IN STUDY

Groups	Participants	Total Possible	Percentage of Response
Group I - Private Agencies			
Catholic Social Service	3	3	100%
Muskegon Rescue Mission	3	3	100%
Salvation Army	3	3	100%
West Shore Mental Health Clinic	8	8	100%
Total	17	17	100%
Group II - Public Agencies			
Department of Social Services	54	65	83%
Total	54	65	83%
Group III - Courts			
Adult Court	4	5	80%
Juvenile Court	10	10	100%
Total	14	15	93%

Table 1 (cont.)

Groups	Participants	Total Possible	Percentage of Response
Group IV – Minority Centered Agencies			
Community Action Against Poverty	6	9	67%
Legal Aid	4	5	80%
Urban League	4	4	100%
Total	14	18	78%
Group V – Schools			
School Counselors	19	30	63%
Total	19	30	63%
Complete Totals	118	145	82%

Table 2

DESCRIPTION OF PARTICIPATING AGENCY
PERSONNEL ACCORDING TO AGE

Age	Number of Personnel	Percentage of the Total
Under 25	28	24
25-29	17	15
30-34	10	8
35-39	13	11
40-44	8	7
45-49	16	14
50-54	14	12
55-59	6	5
60 and over	3	2
No Response	3	2
Total	118	100

tend to expect too much from the police. A person of this age group may identify more with the client than with the law. However, conversely, a young person might have a tendency to be more demanding of his client and also be less patient with his limitations. In this instance he might perceive the policeman as only doing his duty when called to handle a situation. The author feels that these two points of view would tend to counteract each other and thus balance the two approaches. It is interesting to note that 47% of the participants are thirty-four or under. This may also influence the results of this study.

The educational level of the social agency personnel is very high. (See Table 3, page 50). 38% of the total group have a college degree and 36% have graduate work beyond college. This totals 74% of the group which have a college degree or better and should be considered significant in looking at the results of this study.

The present position of the social agency personnel centers mainly around the role of the case worker (62%). (See Table 4, page 51). This points up the fact that many of the perceptions brought out in this study are from people who are actually working in the field and interacting with the citizen on the street. Combined with the school counselor this group makes up 75% of the total.

Table 3

DESCRIPTION OF PARTICIPATING AGENCY PERSONNEL
ACCORDING TO EDUCATIONAL LEVEL

Educational Level	Number of Personnel	Percentage of the Total
Graduation from High School	10	8
One year of College	2	2
Two years of College	10	8
Three years of College	3	3
Four years of College	45	38
Graduate work beyond College	42	36
No Response	6	5
Total	118	100

Table 4

DESCRIPTION OF PARTICIPATING SOCIAL AGENCY PERSONNEL
ACCORDING TO PRESENT POSITION

Position	Number of Personnel	Percentage of the Total
Case Worker	73	62
Supervisor	6	5
Administrator	10	8
School Case Worker (Counselor)	15	13
Lawyer	2	2
Psychologist	4	3
Non-Professional Assistant (Community Aide, Secretary, etc.)	8	7
Total	118	100

The years of experience completed by participating

social agency personnel is also a significant variable.

(See Table 5, page 53). 24% have less than one year's

experience. This means that their perception of the

police relates more to their former contacts than to their

actual experience as a social worker. It is more of a

personal perception than a professional perception. 53%

have three or less years of experience. Considering the

high turnover rate expressed by certain administrators in

the interviews this fact may be something that has to be

accepted in the field of social work. One could speculate

that the "do-gooder" becomes frustrated and goes on to

another field. Or, on the other hand, the really creative

person may think that his potential is not being realized

in this structured environment and he may move into a

less bureaucratic system. This could mean that the remain-

ing people in the social work professions are either highly

dedicated individuals or persons who are afraid to leave

the security of their present positions. Their perception

of the police would depend on how much of a risk taker they

happen to be or how seldom they actually become involved

in the community's problems. A creative risk taker is not

necessarily a radical individual, but he is a person who

is willing to learn from the police as well as try to

Table 5

DESCRIPTION OF SOCIAL AGENCY PERSONNEL
ACCORDING TO YEARS OF EXPERIENCE
IN SOCIAL AGENCY WORK

Years of Experience	Number of Personnel	Percentage of the Total
Less than 1 year	28	24
1-3 years	34	29
4-6 years	14	12
7-10 years	13	11
11-15 years	10	8
16-20 years	7	6
21-25 years	5	4
26 or more years	3	3
No Response	4	3
Total	118	100

affect   police behavior.   Too often the social worker puts
in his   time but does not change the situation for the
better.   There might be a tendency for a person who has been
in social work for a long period of time to become hardened
to people's problems because it is easier for him and in
his opinion the quickest way out.

In the following chapter some of these descriptive
characteristics will be developed further.

CHAPTER V

ANALYSIS

The data from the questionnaire were compiled, coded
and key punched on I.B.M. cards. Data analysis was done
at the Computer Institute for Social Science Research
(CISSR), Michigan State University, on the Control Data
Corporation (C.D.C.) 3600. The data was put through
hierarchical clustering based on a Criterion of Largest
Average Within-Custer Similarity (L.A.W.S.). Cluster
analysis was used to reduce the redundancy of the data and
legitimize the composite scores or the summated scale.
This method of hierarchical clustering analyzes the
structure of interrelationships among a set of variables,
or other entities, and constructs a number of successively
more inclusive subsets of these. It forms subsets of
variables in a manner which keeps within-cluster correla-
tions high and between cluster correlations low. Basically,
the hierarchy of more inclusive clusters is formed by
identifying the most closely interrelated pairs of variables
which have members in clusters already accepted. The ex-
panded and/or united clusters indicated by the intersections

of pairs of variables with existing clusters are then
evaluated.

Decisions regarding the acceptance or rejection of
possible new clusters are based on the average correlations
among the variables in a cluster. These averages are calu-
lated from all pairwise interrelationships among the variables.
The basic decision rule is that groupings with the largest
average within-cluster similarities (l.a.w.s.) are accepted.[47]
(See Table 12 for cluster results.)

The computer program was Technical Report Number 14
(T.R.14), Analysis of Contingency Tables (A.C.T.). Bivari-
ate contingency table analysis was employed. The statistical
analysis utilized was the chi-square test for significance
and the level of significance chosen was the .05 level.

Hypothesis I

Social Awareness. There will be a consensus in the per-
ception of the social agencies in regard to the policeman's
social awareness. Social awareness was defined as high if
the social agency personnel thought the police officer had
a good view of the total needs of the entire citizenry. It

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[47]See Leighton A. Price, "Hierarchical Clustering
Based on a Criterion of Largest Average Within-Cluster
Similarity," Technical Report No. 70-1, Computer Institute
for Social Science Research, Michigan State University, 1970,
for a more complete description.

was defined as low if the social agency personnel considered the police officer to be classified as a person who had primarily a strict law enforcement approach to his job. (See Table 6, page 58.)

In this study it was found that the private agencies (71%), the public agencies (56%) and the schools (57%) felt that the police had a high level of social awareness. The courts were split (50%) and the minority centered agencies considered police social awareness as very low (7%). Chi-square = 34.8, D.F. = 5, P<.001. This hypothesis was rejected.

Seven items out of a possible twenty were chosen for the social awareness cluster or the social awareness scale based on the index of discrimination and difficulty: items 7, 10, 12, 13, 14, 16 and 17. Items 10 and 16 were reversed before summation. (See Appendix C, pages 1-2).

The private agencies were the only group that had a relatively high score (71%). This perception may be due to the fact that the private agencies often received their clients through a referral. The Catholic Social Service deals with many marital problems and the West Shore Mental Health Clinic deals with mainly mental problems. Their contact with the police then would be more in a positive vein than the courts or Legal Aid, for example. The other two private agencies, the Muskegon Rescue Mission and the

Table 6

AGENCY PERSONNEL'S PERCEPTION OF POLICE SOCIAL AWARENESS

	Private		Public		Courts		Minority Centered		Schools		Total	
	%	N	%	N	%	N	%	N	%	N	%	N
High	71	12	56	30	50	7	7	1	89	17	57	67
Low	29	5	44	24	50	7	93	13	11	2	43	51
Total	100	17	100	54	100	14	100	14	100	19	100	118

Chi square = 24.8

D.F. = 5

P $<$ .001

Salvation Army work mainly with transients and people with alcohol problems. Their contact with the police would be more direct but again they are doing a service for the police and, therefore, their relationship would tend to be one of cooperation and mutual respect.

The public agencies and the school counselors scored approximately the same. They were, however, almost equally divided in their perception of police social awareness. It would be difficult to say that they were significantly convinced as a group that the police were socially aware of the total needs of the city. This divided opinion could be related to age, years of experience, and the philosophical differences of treatment and punishment. The courts were divided exactly equal on this question. The courts have to answer to the police and at the same time try to correct some of the police officer's mistakes. It is not surprising that they are then equally divided in their opinion of police social awareness.

The agencies who work more with minority groups did not feel that the police were socially aware (7%). This would correspond to the literature and the interviews where oppression, harassment, racism, unequal treatment and opportunity, and the lack of participating power in decision making have been claimed. If the minority person perceives

himself in this position, it stands to reason that he will view the police as the one who is maintaining this condition for the majority.

The hypothesis that there will be a consensus in the perception of the social agencies in regard to the policeman's social awareness must be rejected. Various agencies will look upon the policeman's social awareness differently depending on the amount of contact, the kind of contact and the purpose of the contact.

Hypothesis II

Use of Resources. There will be a consensus among social agency personnel regarding the acceptance and awareness of police utilization of community resources. (See Table 7, page 61). This hypothesis states that social agency personnel will accept the choice a police officer should make in making a referral and that they are aware of the alternatives a police officer has. Social agency personnel often claim that the policeman does not refer enough to other agencies. Questions were chosen to determine if social agency personnel could agree on the right choice that a police officer should make. This means the police officer has to be aware of the available resources and choose the correct one for a given problem. It also requires the social worker to know the available resources.

Table 7

AGENCY PERSONNEL'S ACCEPTANCE AND AWARENESS
OF POLICE UTILIZATION OF COMMUNITY RESOURCES

	Private		Public		Courts		Minority Centered		Schools		Total	
	%	N	%	N	%	N	%	N	%	N	%	N
High	35	6	76	41	86	12	29	4	53	10	61	73
Low	65	11	24	13	14	2	71	10	47	9	39	45
Total	100	17	100	54	100	14	100	14	100	19	100	118

Chi square = 21.8

D.F. = 5

P ◀ .001

It may happen that an agency or a worker may not approve of a given resource.

Public agencies (76%), the courts (86%) and the schools (53%) indicated that in their estimation police were aware of and used the proper resources. The fact that these three groups responded positively could be accounted for by the fact that they are all public services and are the most known available resources. The courts were the highest on this particular scale and it would appear logically that the police would refer many of their cases to the court system. The problem still would remain that there may be better alternatives for the police than sending a person to court. The schools again are a public agency for the most part and it would seem that public agencies, in general, have a tendency to cooperate with each other to a higher degree.

Private agencies, on the other hand, expressed the opinion that they saw the police not as aware of resources and they were not willing to accept the way police use available resources. Only 35% felt that police were doing an adequate job in this area. The reason that the police may not use a private agency is that either they do not know the services of a given agency or it is more convenient to refer them to a public agency.

The minority centered agencies again strongly felt the police were not aware of certain resources and they were not willing to accept the resources that police were using. Only 29% considered the police as adequate in this area. It is interesting to speculate in this area what minority people think about public and private agencies, the courts, and the schools as possible resources. They may not accept some of these resources as responsible institutions for their needs. They may see their own agencies as more concerned and more effective in their neighborhood. They might also see the police as not respecting and using their agencies as alternatives to court action or public agency referrals.

The total percentages on this hypothesis were 61% high and 39% low. Nine questions were chosen for the item analysis based on the index of discrimination and difficulty. (See Table 8, p. 64). Questions 1, 2, 3, 4, 6, 7, 8, 11 and 14 were chosen. (See Appendix C, pages 3-6). Chi-square was 218. Degrees of freedom were 5. $P < .001$. The hypothesis was rejected. There was not a consensus among social agency personnel regarding the acceptance and awareness of police utilization of community resources.

Hypothesis III

Importance of Police Function. There will be a consensus among social agency personnel and their perception

Table 8

INDEXES OF DISCRIMINATION AND DIFFICULTY
ON QUESTIONS PERTAINING TO ACCEPTANCE
AND AWARENESS OF POLICE UTILIZATION
OF COMMUNITY RESOURCES

Question	Index of Discrimination	Index of Difficulty
1	41	50
2	52	33
3	38	26
4	62	50
6	48	77
7	45	28
8	38	32
11	21	9
14	58	61

of those tasks for which policemen should be responsible.
This hypothesis was divided into three sections: special
services, minor law enforcement and major law enforcement.

In the area concerned with special services (see Table
9, page 66) to the community (e.g. family crisis interven-
tion, neighbor dispute mediator, etc.) only the minority
centered agencies (71%) saw this as having high priority
as a police function. As was pointed out by the literature
the minority races and the poor call upon the police as a
resource where middle class people would seek out another
type of resource (e.g. private marriage counseling) rather
than call in the police. This may also reflect that many
of the social agency personnel are middle class themselves
and tend to think that policemen should not be bothered for
many of the special services that they are called upon to
perform for minority groups. It may also indicate that
the social workers would prefer to handle many of these
services themselves either because they feel they are better
trained or they feel the police are not doing an adequate
job in this area. It is interesting to speculate that
perhaps police officers get tired of answering many of
these calls especially when they are repeated by the same
party. The police officer's handling of this type of
situation may become too routine or too drastic. In turn,

Table 9

AGENCY PERSONNEL'S PERCEPTION OF POLICE FUNCTION
REGARDING SPECIAL SERVICES

	Private		Public		Courts		Minority Centered		Schools		Total	
	%	N	%	N	%	N	%	N	%	N	%	N
High	41	7	43	23	43	6	71	10	37	7	44.5	53
Low	59	10	57	31	57	8	29	4	63	12	55.5	65
Total	100	17	100	54	100	14	100	14	100	19	100.0	118

Chi square = 5.5

D.F. = 5

N.S. = Non Significant

the client may not appreciate this type of treatment and
he may aggrevate the situation all the more. This presents
a dilemma for the minority citizen. He has only the police
to turn to for many of these special services but in turning
to the police conflict arises. Social agencies who serve
minority groups then perceive the police as hostile and
the conflict mounts.

The other agencies taper off on this question of
special services according to their own contact and inter-
action with the police. The courts are 43% in favor as
are the public agencies. The private agencies are 41% in
favor and the schools who probably have the least inter-
action with the police are at the 37% level.

The total percentages are 44.5% high and 55.5% low.
Chi-square is 5.5. There are 5 degrees of freedom. The
difference is not significant, and the hypothesis is accepted.
There is a consensus among social agency personnel and their
perception of the importance of special services as a police
function. There is no significant difference among agency
personnel regarding the importance of police performing
special services to citizens. Items 3, 20, and 21 were sub-
mitted to cluster analysis. (See Table 12, page 72 and
Appendix C, pages 7-8).

The second section of hypothesis three deals with
<u>minor law enforcement</u> (see Table 10, page 69), e.g. arrest-
ing intoxicated persons, gambling, prostitution. Private
agencies saw this as important (59%). Three of the four
private agencies surveyed were church centered agencies and
would probably be more critical of this type of behavior
than personnel from another agency. The minority centered
agencies were split 50% to 50% on this question. This
might reflect the ambivalence between having too strong a
law enforcement and a desire to change some of the ex-
ploitation of ghetto residents.

Public agencies (48%), the courts (43%) and the schools
(37%) registered their feelings accordingly. Public agencies
have to deal with the results of drinking to excess, etc.,
while the courts have to process these offenses. The school
counselors have to face these questions only as they affect
the children and the school.

The total percentages regarding the importance of minor
law enforcement were 47% high and 53% low. Items 6, 10, 15,
and 23 were chosen for cluster analysis (see Table 12, page 72
and Appendix C pages 7-8). Chi-square was 2.8 with D.F.
= 5. There was no significant difference among the social
agency personnel regarding minor law enforcement. They
were similar in degree to which they felt minor law
enforcement was important.

Table 10

AGENCY PERSONNEL'S PERCEPTION OF POLICE FUNCTION
REGARDING MINOR LAW ENFORCEMENT

	Private		Public		Courts		Minority Centered		Schools		Total	
	%	N	%	N	%	N	%	N	%	N	%	N
High	59	10	49	26	43	6	50	7	37	7	47	56
Low	41	7	52	28	57	8	50	7	63	12	53	62
Total	100	17	100	54	100	14	100	14	100	19	100	118

Chi square = 2.8

D.F. = 5

N.S. = Non Significant

The third section of hypothesis three was in regard to <u>major law enforcement</u> (e.g. breaking and entering, etc.), (see Table 11, page 71). All the agencies saw this as high in priority as a police function. The minority centered agencies were the highest with 79%. Their clients often are the victims of major crimes. Private agencies were 76.5%. Public agencies were 67%, schools 58% and the courts 57%. Schools do not have to become involved often with major crimes. The courts, however, have to work with the felon and they appear to be the lowest in being upset by a serious crime. The more one has to work with a given problem the more one can see the complications involved.

The total percentages for major law enforcement were 66% high in importance and 34% low in importance. Chi-square was 4.8 with D.F. = 5. There was no significant difference among the social agencies regarding the importance of the police function and major law enforcement.

There were four items used in the cluster analysis (see Table 12, page 72): question 4, 11, 13, and 24 (see Appendix C, pages 7-8). Question eleven should not have been included as a major law enforcement item. The difference between the agencies was not close to being significant and this error was absorbed in the collapsed category.

Table 11

AGENCY PERSONNEL'S PERCEPTION OF POLICE
FUNCTION REGARDING MAJOR LAW
ENFORCEMENT

	Private		Public		Courts		Minority Centered		Schools		Total	
	%	N	%	N	%	N	%	N	%	N	%	N
High	76.5	13	67	36	57	8	79	11	58	11	66	79
Low	23.5	4	33	18	43	6	21	3	42	8	34	39
Total	100.0	17	100	54	100	14	100	14	100	19	100	118

Chi square = 4.8

D.F. = 5

N.S. = Non Significant

Table 12

RESULTS OF HIERARCHICAL CLUSTER ANALYSIS

Clusters	No. of Item per Cluster	Average Correlation Within Cluster
1 Social awareness	7	.42
2 Importance of service function	3	.48
3 Importance of enforcement of laws pertaining to minor offenses	4	.40
4 Importance of enforcement of laws pertaining to major offenses	4	.54

The hypothesis that there would be a consensus among
social agency personnel and their perception of those
tasks for which policemen should be responsible is accepted.

CHAPTER V

CONCLUSIONS AND RECOMMENDATIONS

I. CONCLUSIONS

In January of 1970 one hundred and eighteen personnel
from eleven social agencies in the city of Muskegon, Michigan,
were given a questionnaire designed, in part, to determine
their perception of the Muskegon Police Department. The
purpose of this study was to gain insight into the per-
ceptions that social agency personnel hold of the police.
The eleven social agencies were divided into five groups
(Private, Public, Schools, Courts and Minority Centered).
Cooperation from participating agency personnel was very
good. Of the social agency personnel who participated in
this study 47% were thirty-four years old or younger, 53%
had three or less years of experience in social agency work
and 75% had a college education or better. 62% were
classified as case-workers.

It can be concluded from the study that, in general,
the social agencies of Muskegon, Michigan have a fair to
good working relationship with the Muskegon Police Depart-
ment. This is based on the results of the interviews and
the tabulation of the questionnaires.

Initial interviews were conducted in five of the eleven participating agencies and partially from this information a questionnaire was developed. This questionnaire was distributed to the eleven social agencies which had been chosen because of the degree (high) of their interaction with the police. One hundred and eighteen participants responded out of a possible one hundred and forty-five for an 82% return.

Three hypotheses were developed in this study with the following results.

Hypothesis I - Social Awareness. There will be a consensus in the perception of the social agencies in regard to the policeman's social awareness. Social awareness was based on whether the police officer sees his job as strictly that of a law enforcer or as that of a person who must deal with the needs and problems of the total city. It was found that there were significant differences between the agencies on this question and hypothesis one was rejected. There was not a consensus in the perception of the social agencies in regard to the policeman's social awareness.

Hypothesis II - Use of Resources. There will be a consensus among social agency personnel regarding the acceptance and awareness of the policeman's utilization of available community resources. This hypothesis implied

that social agency personnel would be in agreement on the issue of whether the police either use or do not use the available community resources (e.g. referral). Also that social agency personnel feel that either the police are aware or are not aware of the possible resources in their community, and that the social agency personnel would accept or not accept the choice the police officer would make of a referral to a given resource.

It was found that there were significant differences in opinion between the social agencies, and the hypothesis was rejected. There was not a consensus among social agency personnel regarding the acceptance and awareness of the policeman's utilization of available community resources.

Hypothesis III - Importance of Police Function. There will be a consensus among social agency personnel and their perception of those tasks for which policemen should be responsible. Tasks were divided into three groups: special services (e.g. handling family disputes), minor law enforcement (e.g. arresting intoxicated persons) and major law enforcement (e.g. handling breaking and entering). No significant difference among the social agencies was found in their perceptions of any of the three functions and the hypothesis was accepted. There was a consensus among social agency personnel and their perception of those tasks for which policemen should be responsible.

The following is a breakdown of how the groups of agencies perceive the police according to each of the hypothesis presented in the study.

The private agencies (Catholic Social Services, Muskegon Rescue Mission, the Salvation Army and the West Shore Mental Health Clinic) feel that the police are socially aware of the problems and needs of their city. They do not think the police are aware of the available resources of the community and they do not accept the policeman's choice of referral agency. They believe the policeman should not spend as much time on special services and they should spend more time on minor law enforcement and major law enforcement.

Public agencies (Department of Social Services) feel that the police are socially aware of the problems and needs of their city. They strongly accept and are aware of the use of resources employed by the police. They do not feel the police should spend a lot of their time on special services or minor law enforcement. They believe most of the police officer's time should be spent on major law enforcement.

The courts (adult and juvenile) are evenly divided on the question of whether the policeman is socially aware of the problems and needs of the citizens. They feel the police are aware of, and they accept the use the police make of, the available community resources. The court

personnel do not feel the police should spend their time
on special services and minor law enforcement but should
work mainly on major law enforcement.

The agencies who work mainly with minority groups
(Community Action Against Poverty, Legal Aid and the Urban
League) do not feel that the police are socially aware of
the needs and problems of the city. They do not feel that
the police are aware of the available resources and they
do not accept the use   police do make of the given re-
sources. They feel the police should provide special ser-
vices to the community. They are evenly divided on how
much time the police should spend on minor law enforcement
but they do feel the police should spend a majority of
their time dealing with major law enforcement.

The school counselors felt the police are socially
aware of the needs and problems of the city and they con-
sider the police to be aware of, and making use of, the
available resources. They do not think the police should
spend a lot of time with special services and minor law
enforcement but they feel that the police should spend the
majority of their time with major law enforcement.

General Statements. The following statements are not
based on a detailed study of the data collected. They are
based on the general informational sections of the question-
naire and the personal interviews conducted during this
study. They should be read with this in mind.

Social agency personnel responded that, in general, the policeman seemed satisfied with his status in the community. Also, that the average citizen sees the policeman as doing the best job he can under the circumstances. Social agency personnel view the general prestige of a policeman's position as fairly high but see the degree of his influence in community affairs as moderately low. They see the policeman's social position as moderately low and his economic status in the community is also considered moderately low.

Social agency personnel were somewhat divided on how much force a police officer should use in the course of his work. Certain workers felt force was a necessity while others considered it as only a last resort. It was somewhat surprising that there was a high correlation between the length of time a person worked in a social agency with his viewing the use of force as a necessity. The longer a person worked in an agency the higher the correlation.

Social agency personnel tended to see the community as being cooperative with the police. Although the minority groups do not see the police as cooperating with them, they do view themselves for the most part as community members cooperating with the police.

Most of the social agencies in Muskegon saw the relationship between their agency and the Muskegon police as

good. They did not feel that the police were adequately
trained to assist in every situation, but they considered
their overall training as fair to good. Social agencies
felt the police department needs the most work in written
and verbal communications and role definition. They would
like to see more in-service training and were enthusiastic
about exchanging personnel between agencies and the police
on a regular basis for mutual learning experiences. They
were open to the concept of more teamwork between the
police and their agencies.

Their opinion of the police officer was mixed. Some
were seen as good competent men but others were considered
to have a negative attitude and were not open to meeting
today's needs.

II. RECOMMENDATIONS

Social Awareness

The people who worked in the actual neighborhoods felt
the police were not socially aware of the needs of their
community. The court personnel were split on this issue.
Private, public and school personnel judged the police to
be adequately aware of the social problems of the city.
It is interesting to note and probably fair to conclude that
the more a person is exposed to the reality of a situation

the more aware he may become of the complexity of a solu-
tion. The person in a social agency can potentially learn
more about the policeman's role if he is placed in a situ-
ation where he can observe and interact with the police as
he deals with citizens on the street. The policeman can
bring the social worker closer to reality and the social
worker can help the police officer see the total picture
of the community's dilemma. The citizen, in turn, should
keep both the policeman and the social worker educated to
the real needs of his neighborhood. One finds it diffi-
cult to fault the policeman or the social worker if the
citizen allows both parties to build their own ivory
towers. It would be more fair to blame all three for the
confusion and the conflict. The solution lies in all three
camps. This would mean that the citizen should organize his
neighborhood and demand that the police and the social
agencies really serve the actual needs of his community.
In turn, the police and social agencies must reorient them-
selves to these needs in order to better serve the people.
If the people make it clear what role they want these two
agents of the Criminal Justice System to fill, it may help
both agencies to work together and have a better concept of
each other's function. This would mean more citizen parti-
cipation with organizations like neighborhood government,
etc. Unless there is more contact and need for each other's

services the hope for any change will still be wanting.
Perhaps in today's age people will feel the need to begin
to demand this type of action. People will not only look
at their own needs but the needs of the community as a whole
because they will be one and the same.

Programs which would encourage a mutual education pro-
cess would be one of the answers. This could be done by
personnel from the social agencies working together with
the police, citizens groups and community college staffs.
The community college could serve their area better by
developing courses centered around criminal justice and
community relations. The police and the social agencies
could come into the classroom and explain their organiza-
tions and receive the reactions of the students. This
could encourage volunteer programs and more participation
from the average citizen. Action programs would have to
develop from these encounters. These courses could be
offered on an adult educational level in the neighborhoods
as well. Neighborhood government programs already exist-
ing to some degree in Muskegon could form a base for ex-
periments of this kind.

Social awareness comes about by interaction. To pro-
duce interaction one has to have a reason for coming together.
By developing classroom courses, participation in community
development and decision making, people will learn from

each other. They can learn that the problems are difficult but solutions are possible and a start toward a solution is simply working together on the problems.

Use of Resources

Both the police and the social agency personnel must make more use of the available resources. It is amazing how little each knows about the other. Programs where agencies must share responsiblity must be encouraged to interact with each other. Otherwise each agency keeps busy with its own clients and its own paper work and isolationism mounts. The dispatcher in a police station must be aware of various resources and each squad car should have a booklet containing names, addresses, and phone numbers of people to call in each agency. (See Appendix A.) It should be the responsiblity of both the police and the social agency to inform each other regularly of their available services. Supervisors in both departments should check to see the amount and degree of referrals. Where new problems develop the community and the already existing agencies should determine who and how the problem should be handled (e.g. drug abuse).

It should be constantly impressed in in-service training sessions that the greatest resource is the individual himself. This includes the policeman, the worker and the

client. The type of perception a person has follows upon the amount and type of interaction he has. If a person does not deal often with a given agency his perception can be limited. He will not call upon another agency unless it is absolutely necessary if his perception of that agency is somewhat negative. However, if he is exposed to personnel from other agencies in in-service training sessions and to particulars of each agency he can learn from them and educate them to his way of viewing a particular problem. Philosophical differences can only be tolerated if a higher goal is agreed upon. A policeman or a social worker may see each other as a team and help make each other's jobs easier if they can both keep their sights on the same goal. With more interaction this can be accomplished. It will take more cooperation and leadership on the part of the administration and better training opportunities for the line and staff.

In order for better cooperation to exist people in the Criminal Justice System have to become more acquainted with each other. One is more apt to call on a given agency if he knows a particular person in that agency. Thus the more interaction, the more people will team up to solve a problem. Resources will be changed and brought up to date to meet modern needs only if the pressure from within and

without the organization are kept fairly constant. It is
when people hide behind their desks that problems are allowed
to get out of hand.

Police Tasks

In the area of <u>special services</u> the police can make
better use of other agencies to assist them in their work.
By getting to know certain individuals in the various agen-
cies a police officer will have someone to initially con-
tact and someone to whom he can check back to see if the
matter was followed through to achieve an adequate solution.
This same recommendation can be made for many <u>minor law</u>
<u>enforcement</u> functions. The citizens, the police and the
social agencies must all get together and provide oppor-
tunities for a number of these problems to be solved rather
than perpetuated. A coordinated effort by a few chosen
members from each department can provide a basis for an
on-going committee which could tackle a given problem (e.g.
excessive drinking, domestics, etc.). A policeman or a
social worker cannot be expected to use a resource like
A.A. to its fullest potential unless he has an opportunity
to regularly work with its members.

<u>Major law enforcement</u>. Police and social agencies,
if they work together on certain minor functions, may
actually free themselves to do better investigating or

counseling with people who commit serious offenses. When
certain areas of the community and a number of social workers
view the police as oppressors, cooperation and communication
are wanting. If the citizen, the policeman and the social
worker can work together in the area of special services,
referrals, and minor law enforcement, it may stand to reason
that they will all cooperate better in dealing with a felon.
The citizen may be more inclined to call the police, step
forward as a witness, testify in court and be available to
help rehabilitate the offender. The social worker will be
more willing to work together with the offender, the
police and the neighborhood. The police officer must con-
sistently deal with everyday matters in a way that is bene-
ficial to that neighborhood. He can only do this if he
is reinforced regularly by the people in the neighborhood,
by the social worker in the community as well as by his
fellow officers and supervisors.

Perception depends upon exposure and interaction.
Negative perceptions can either come from insufficient
knowledge of an organization or from the actual inadequate
performance of that organization. When dealing with the
problems of a city it is the entire city's responsibility
to work on these problems. Perhaps all the problems will
not be solved by working together, but it could put the
process in motion and that may be the only real solution.

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APPENDICES

APPENDIX A

MUSKEGON HEALTH AND WELFARE

RESOURCES DIRECTORY COVER

DIRECTORY OF HEALTH AND

WELFARE RESOURCES

FOR MUSKEGON, NEWAYGO, OCEANA,

AND NORTHERN OTTAWA COUNTIES

Published by

Muskegon County United Appeal

970 Third Street, Muskegon, Michigan   49440

FORWARD

This Directory is intended as a guide for use by the staff
of community service agencies, personnel and school counselors,
clergymen, union counselors, lawyers, doctors, nurses and
others who may be asked for advice on personnel and family
problems.

Inclusion of an agency does not imply endorsement of its
services nor does exclusion reflect on the contribution an
organization may be making to the community. Although every
effort was made to obtain complete and accurate coverage, it
is acknowledged that some services may have been omitted.

The directory is the result of joint efforts of organizations
listed. Each organization completed a questionnaire which
formed the basis for their entry in the Directory. The United
Appeal gratefully acknowledges the cooperation of these or-
ganizations and their staff.

ACKNOWLEDGEMENTS

The Muskegon County United Appeal wishes to acknowledge the
assistance of Mrs. Mel Holtz in the preparation of the material
contained in the Directory. We also wish to recognize the
Greater Muskegon Service League Foundation for their contri-
bution of $200.00 to help defray printing costs of the
Directory.

APPENDIX B

LETTER OF INTRODUCTION FOR PROJECT

HERBERT J. DOOD
CHIEF
ADDRESS ALL COMMUNICATIONS
TO THE CHIEF OF POLICE

DEPARTMENT OF POLICE

CITY OF MUSKEGON

MICHIGAN 49440

December 12, 1969
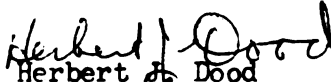
TO WHOM IT MAY CONCERN:

     This will introduce to you Mr. Thomas Christian of the National Center for Police and Community Relations.

     Mr. Christian is working closely with the Muskegon Police Department in setting up a Police and Community Relations training program for our officers.

     Any courtesies you can extend Mr. Christian will be greatly appreciated.

Very truly yours,

Herbert J. Dood
Chief of Police

HJD ljs

APPENDIX C

SOCIAL AGENCY PERSONNEL QUESTIONNAIRE

SOCIAL AGENCY PERSONNEL QUESTIONNAIRE

Administered by

National Center

on Police-Community

Relations

Michigan State University

GENERAL INFORMATION

This questionnaire is part of a coordinated research project involving Muskegon police personnel, social agency personnel, and the community. You will be asked to express your honest opinion and true perceptions of various issues which concern you as a member of a social agency. Your ideas on your relationship with the Muskegon police department may be a valuable component in making the training and performance of the policeman more professional and effective in your community.

PLEASE DO NOT SIGN YOUR NAME TO THIS MATERIAL. OUR AIM IS NOT TO IDENTIFY INDIVIDUALS. However, we do ask that on the information sheet you check the agency that you are presently working for, in order to make our study more effective.

The answers to the questions which follow will be made available <u>only</u> to the research staff from Michigan State University and its computer. No-one connected in any way with your organization will see or use any of the individual questionnaires or be able to find out what kind of answers you have given. Your information will be hold in the strictest confidence and the results will be tabulated on a group basis only.

Most of the following questions can be answered by a check on a line, like this ✓, or by a circle around letters, like this (SA). Specific written instructions precede each section of the questionnaire. We thank you for your valuable time and effort. Your responses could be very important in developing better police-community-agency teamwork.

Knowlton Johnson
Tom Christian
Douglas Moore

       Research Staff
       National Center on
       Police Community Relations

```
************************************
*  DO NOT WRITE IN THIS SPACE   *
*                               *
*  Deck        ____  (1-2)      *
*  Phase       ____  (3)        *
*  Subject Number____ (4-6)     *
*  Card Number  ____  (7)       *
************************************
```

INFORMATION SHEET

Do not
write here

1. Age: Under 25___ 25-29___ 30-34___ 35-39___ 40-44___

   45-49___ 50-54___ 55-59___ 60 and over   ____(9)

2. Marital Status: Single___ Married___ Separated___

                   Divorced___ Widowed___   ____(10)

3. Number of Children (including stepchildren)

   Sons_____   ____(11)

   Daughters_____   ____(12)

4. Father's occupation and place of work (if deceased,
   list his major occupation during his working years.)
   _____   ____(13)

5. Mothers occupation and place of work (if deceased,
   list her major occupation during her working years)
   _____   ____(14)

6. How much formal education have you had? (Circle
   highest year completed) High School 1 2 3 4
                            Eqivalency certificate
          College (Undergraduate) 1 2 3 4
          College (Graduate) 1 2 3 4 5 6 7 8 or over   ____(15)

7. Major field in college_____   ____(16)

8. What degree(s) held_____   ____(17)

9. Total years of experience in your present type of work:
   Less than 1___ 1-3___ 4-6___ 7-10___ 11-15___
   16-20___ 21-25___ 26 or more___   ____(18)

10. Please check the Agency in which you presently are
    working:
    Catholic Social Service_____
    Community Action Against Poverty_____
    Dept. of Social Service_____
    Juvenile Court_____
    Legal Aid_____
    Muskegon Rescue Mission_____
    Salvation Army_____
    School System_____
    Urban League_____
    West Shore Mental Health Clinic_____
    Other (please specify)_____   ____(19)

11. Present position

Case worker_____
Supervisor_____
Administration_____
School case worker_____
Lawyer_____
Other (please specify)_____   ____(20)

INSTRUCTIONS:

Below is a list of statements. We would like to have your Honest opinion about these statements. (Check one box for each statement)

	Strongly Agree	Agree more than Disagree	Somewhat agree	Slightly agree	Do not agree at all	
1. Our agency works well with the Muskegon Police Dept.						____(21)
2. There should be more team work among agencies and the police department.						____(22)
3. A policeman should be involved in social work to some extent.						____(23)
4. A policeman should refer many more cases to social agencies than he does.						____(24)
5. A policeman usually does not have a total community outlook.						____(25)
6. Certain specific policemen should be selected to work with young people.						____(26)
7. Policemen, in general, do not know the causes of juvenile problems.						____(27)
8. Most community agencies including the police do not work together enough.						____(28)
9. Police officers, in general, do not know very much about social agencies.						____(29)
10. Police officers should be more <u>peace</u> officer and less <u>enforcement</u> officer.						____(30)
11. There should be more in-service training in police dept. and social agencies.						____(31)
12. Police officers in Muskegon are more authoritarian than humanitarian toward the public.						____(32)

	Strongly agree	Agree more than disagree	Somewhat Agree	Slightly Agree	Do not agree at all	
13. The Muskegon policeman has not kept up with the changing social scene.						____(33)
14. The Muskegon policeman usually does not consider a possible referral to an agency rather than an arrest						____(34)
15. In General, there is a poor communication system between agency personnel and police personnel.						____(35)
16. The community should have more of an opportunity to directly influence police behavior.						____(36)
17. To my knowledge, there have been too many cases of Muskegon policemen not treating Minority people fairly.						____(37)
18. To my knowledge, there have been too many cases of Muskegon policemen not treating Juveniles fairly.						____(38)
19. Do you see your agency as cooperating with the police?						____(39)
20. Do you think the public knows the role of the police dept?						____(40)

INSTRUCTIONS:

The following are situations commonly confronting a police officer.
Your task is to select in your estimation the best solution for handling
each situation.
Circle one letter (a, b, c, d, e) preceeding the soulution which you have
chosen.

Do not
write
here

1. An officer is called to a residence where a husband and wife
who have recently separated are arguing over the possession
of property held for lein. If one party attempts to remove
property from the premises, the officer should: ____(41)

   a. Arrest the party removing the property.
   b. Advise the other party to call legal aid.
   c. Advise the other party to contact the Department of
      Social Services (marriage counselling).
   d. Attempt to persuade both parties involved to settle down,
      with the idea of taking no further action.
   e. Other (please indicate)_____

2. An officer finds a family without heat and lights due to
suspension of utilities. He should: ____(42)

   a. Call the Michigan Employment Security Commission.
   b. Call the Welfare - Department of Social Services.
   c. Call Muskegon County Health Department.
   d. Advise the family to contact a social agency.
   e. Other (please indicate)_____

3. Officers investigate an anonymous report of children having
been left by parents without supervision while parents are
'working. The policeman should: ____(43)

   a. Take the children to the Juvenile Division of Probate
      Court (child neglect).
   b. Call Day Care Center Incorporated.
   c. Call Welfare - Department of Social Services.
   d. Take the children to the Muskegon Children's Home.
   e. Other (please indicate)_____

4. Officers find young children playing on street late at night
and discover that the mother is "entertaining" men friends.
The officers should: ____(44)

   a. Notify Probate Court.
   b. Call the Welfare - Department of Social Services.
   c. Notify the Family Counselling Service.
   d. Take the children home and advise the mother to be more
      responsible.
   e. Other (please indicate)_____

4

Do not
write
here

5. Officers respond to a disturbance call and discover that a
father has been beating his children. Father, out of work,
is also under the influence. The officers should: ____(45)

a. Call Welfare - Department of Social Services.
b. Notify Juvenile Division of Probate Court (child neglect).
c. Advise the father to call Michigan Employment Security
Commission for a job.
d. Call AA and advise them of the situation.
e. Other (please indicate)_____

6. Officers solve a malicious destruction complaint and find out
that several highschool dropouts are involved. The officers
should: ____(46)

a. Notify the counselling department of public school.
b. Call the MESC in order to obtain jobs for dropouts.
c. Contact the Welfare - Department of Social Services.
d. Take the youths to Juvenile Division of Probate Court.
e. Other (please indicate)_____

7. Officers respond to a re-occurring domestic problem complicated
by drinking on the part of both parties. The officers should: ____(47)

a. Call the Michigan Society for Mental Health.
b. Notify the local A.A.
c. Have the couple work their problems through the Department
of Social Services (marriage counselling).
d. Calm the couple down and warn them about their behavior.
e. Other (please indicate)_____

8. Officers investigate report by neighbors that an elderly
woman has not been seen for a length of time. The woman is
located and found to be in need of care. The officers should: ____(48)

a. Notify the Welfare - Department of Social Services.
b. Advise the neighbors to call Muskegon General Hospital.
c. Notify their immediate supervisor.
d. Call visiting Nurse Association.
e. Other (please indicate)_____

9. Officers observe a gang of youths hanging around gas
stations, pool halls, drug stores, etc. The officers should: ____(49)

a. Make sure the youths do not congregate in the above places.
b. Call the public school counselor.
c. Contact the City Athletic Program Director.
d. Get in touch with Michigan Employment Security Commission.
e. Other (please indicate)_____

10. Officers observe a subject drunk in a public place and learn
    that he has no address or job. The officers should: ____(50)

    a. Take the person to Muskegon General Hospital.
    b. Arrest the person.
    c. Take the person to the Salvation Army or the Muskegon
       Rescue Mission.
    d. Notify Welfare - Department of Social Services.
    e. Other (please indicate)_____

11. Officers make a home arrest and notice unsafe wiring and
 · ` · ·other sub-standard conditions. The officers should: ____ 51)

    a. Notify the Office of Economic Opportunity.
    b. Contact Salvation Army.
    c. Call the Building Inspection Department.
    d. Take no action on the sub-standard housing conditions.
    e. Other (please indicate)_____

12. Officers are called to a home where an argument is in progress
    between a white person who is selling his home on the open
    market and a black man who is interested in purchasing it
    but has been refused permission to see it. The officers should: _____(52)

    a. Attempt to calm down both parties involved and then
       take no further action.
    b. Advise the black person to call the local board of realtors.
    c. Advise the Negro to contact the Michigan Civil Rights
       Commission.
    d. Advise the Negro to contact legal aid.
    e. Other (please indicate)_____

13. Officers observe a subject drunk who alleges he is depressed
    because he has just been terminated from a plant where he has
    been employed for eighteen years. He is black and feels he
    was discharged because his new foreman "does not like colored
    people". The officers should: ____(53)

    a. Arrest the black person for being drunk.
    b. Advise the black person contact the Michigan Employment
       Security Commission.
    c. Have the black person notify the MCRC.
    d. Advise the black person to call legal aid.
    e. Other (please indicate)_____

14. In discussing a family problem with parents, an officer
    discovers they are upset because their son uses drugs.
    The officers should: ____(54)

    a. Advise the parents to discuss the problem with the public
       school counselor.
    b. Advise the parents to take the son to their family doctor
       for a check up.
    c. Advise the parents to take their son to the West Shore
       Mental Health Clinic.
    d. Advise the parents to cooperate with a detective who will
       make a thorough investigation.
    e. Other (please indicate)_____

15. Officer encounters a neglect situation which is not serious
    enough to refer to Probate Court but where the mother feels
    helpless and mixed up about herself. The officer should: ____(55)

    a. Advise mother to go to the General Hospital.
    b. Contact the West Shore Mental Health Clinic.
    c. Advise the mother to contact the Community Action Against
       Poverty, Incorp.
    d. Advise the mother to "pull herself together" or more serious
       actions will be taken.
    e. Other (please indicate)_____

16. In discussing a run-away youth pattern with the youth's
parents, the parents admit they would welcome help as their
parent-child relationship is poor. The officer should: ____(56)

    a. Advise the parents to call legal aid.
    b. Advise the parents to take their son to the West Shore
       Mental Health Clinic.
    c. Advise the parents to contact MESC regarding a job for
       their son.
    d. Refer the parents to Juvenile Division of Probate Court
       for counselling.
    e. Other (please indicate)_____

INSTRUCTIONS:

Below is a list of tasks for which Muskegon Policemen are responsible. How important is it to you for the police to be responsible for these various tasks? (Check one square on each line.)

	Very Important	Quite Important	Somewhat Important	Slightly Important	Not Important At All	Do not write here
1. Person(s) fighting in a bar.						___(9)
2. Kids violating curfew.						___(10)
3. Handling family disputes.						___(11)
4. Persons breaking into a business.						___(12)
5. Assisting a stalled motorist.						___(13)
6. Arresting a drunk walking down the sidewalk.						___(14)
7. Quieting a neighbor's barking dog.						___(15)
8. Handling an unwanted guest complaint.						___(16)
9. Quieting down a loud party.						___(17)
10. Stamping out prostitution.						___(18)
11. Searching for a missing child.						___(19)
12. Look for youths who have run away from home.						___(20)
13. Responding to a burglar alarm.						___(21)
14. Responding to a fire alarm.						___(22)
15. Stamping out gambling.						___(23)
16. Helping with school traffic.						___(24)
17. Escorting businessmen with large sums of money to banks.						___(25)
18. Transporting sick persons who have no car to the hospital.						___(26)
19. Checking on persons who have been bitten by animals.						___(27)

	Very Im- port ant	Quite Im- port ant	Some- what Im- port tant	Slight- ly Im- port ant	Not im- portant At All	Do not write here
20. Assisting two neighbors in settling a dispute.						___(28)
21. Assisting a tenant and landlord in settling a dispute.						___(29)
22. Investigating attempted suicide cases.						___(30)
23. Checking I. D. of a person who looks as if he has something to hide.						___(31)
24. Responding to a prowler call.						___(32)

25. In general, do you feel that other members of your agency agree with your opinion of those tasks for which police should be responsible? (Circle your answer)

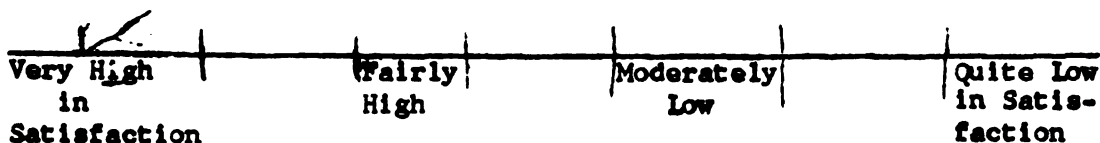| Nearly all Agree | Most Agree | Some Agree | A Few Agree | None Agree | ___(33) |

INSTRUCTIONS

How would you picture the job of a policeman in Muskegon at the present time? Make a check in the spaces to indicate your answer.

For example:

With respect to satisfaction of the position:

Very High in Satisfaction		Fairly High		Moderately Low		Quite Low in Satis- faction

A check in the first space in the example shows that the reader felt that police work in Muskegon is a very highly satisfying job.

Do not write here

1. With respect to the general prestige of the position: ____(34)

Very High In Prestige		Fairly High		Moderately Low		Quite Low In Prestige
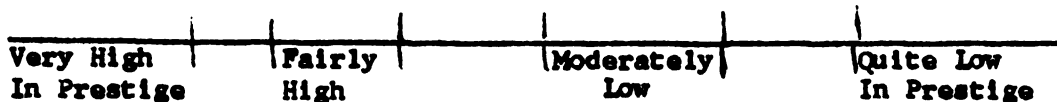
2. With respect to the degree of influence policemen have in community affairs: ____(35)

Very High Degree of Influence		Fairly High		Moderately Low		Quite Low Degree of Influence
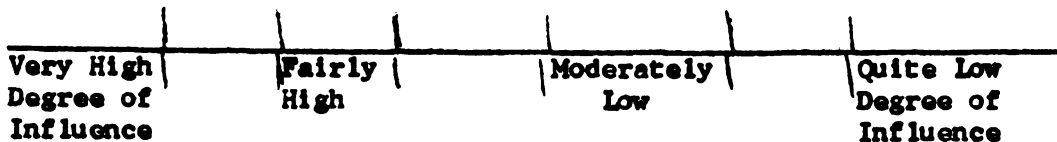
3. With respect to the social position of policemen in the community: ____(36)

Very High Social Position		Fairly High		Moderately Low		Quite Low Social Position
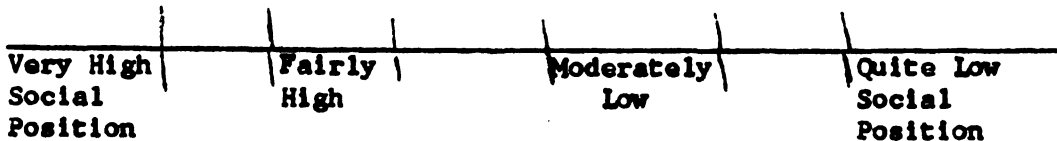
4. With respect to the economic position of policemen in the community: ____(37)
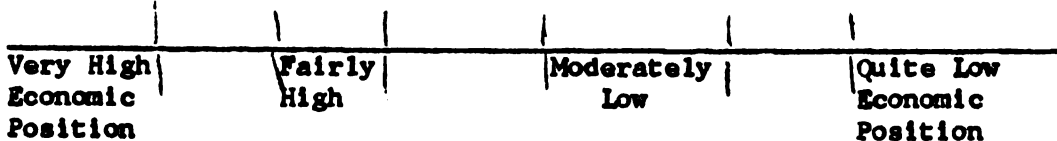
Very High Economic Position		Fairly High		Moderately Low		Quite Low Economic Position

INSTRUCTIONS:

Below is a list of statements. We would like to have your HONEST opinion about these statements. (Check one square per statement.)

	Strong-ly Agree	Agree more than Dis-Agree	Some-what Agree	Slight-ly Agree	Do Not Agree At All	Do Not Write Here
1. If a patrolman thinks he may have to use force in a situation he should use it right after his entrance into the situation in order to gain the advantage of surprise. . . .						____(38)
2. Some force is necessary and justified when a citizen unjustly insults or curses a police officer. . . .						____(39)
3. If patrolmen working in the tough neighborhoods had more leeway and fewer restrictions on the use of force, many of the serious police problems in those neighborhoods would be greatly reduced. . . .						____(40)
4. Respect for the police in a predominantly Negro neighborhood depends on the willingness of patrolmen to use force frequently and effectively. . . .						____(41)
5. Police officers almost never receive the cooperation from the predominantly Negro area that is needed to properly handle police work. . . .						____(42)
6. The best way to get cooperation from a Negro is to indicate that you mean business						____(43)
7. When officers indicate they will use the force necessary to gain compliance from a citizen they are helped considerably if the citizen thinks they are getting angry. . . .						____(44)
8. When a policeman is called to a situation involving a family dispute, the officer should reflect the attitude that he has been called to help all citizens involved. . . .						____(45)

	Strong-ly Agree	Agree more than Dis-Agree	Some-what Agreed	Slight-ly Agree	Do Not Agree At All	Do not Write Here
9. Generally, Negroes are appreciative when police officers go out of their way to be nice to them. . . .						___(46)
10. An officer can be pretty sure he will gain control of the situation which involves a Negro man if he somewhat frightens him. . . .						___(47)
11. In a situation where two men are fighting in a public place, generally it is best to arrest both of the men immediately. . . .						___(48)
12. When deciding on whether to arrest for a misdemeaner offense, extenuating circumstances should be weighed heavier than the fact that a law has been violated. . . .						___(49)
13. When considering any type of offense, the police officer is bound by the law. . . .						___(50)

INSTRUCTIONS:

The following are questions frequently asked by social agency personnel. Answer them as you see their relationship to your agency. (Circle the best answer.)

Do Not
Write
Here

1. What kind of a relationship do you see between your agency and the Muskegon Police Dept.

____(51)

   a. Excellent
   b. Good
   c. Average
   d. Poor
   e. None of the Above (Please explain)_____ _____

2. When do you think policemen should carry guns?

____(52)

   a. All of the time on duty
   b. Only on "serious" occasions eg. burglary
   c. Only carry weapons in police cars but not on person unless serious danger exists.
   d. None of the time.
   e. None of the above (Please Explain)_____

3. Police are adequately trained for:

____(53)

   a. all situations they face
   b. most situations they face
   c. few of the situations they face
   d. almost none of the situations they face
   e. None of the above (Please explain)_____

4. Social Agencies and the police department need the most work in the area of:

____(54)

   a. communication
   b. public relations
   c. cooperation
   d. role definition
   e. other (Please indicate)_____

5. The way to help eliminate some . : problems between social agencies and the police department is:

____(55)

   a. to have more in-service training
   b. to have better exposure in the press
   c. to have the community participate more in the policy making
   d. to continue with present policy
   e. other (Please indicate)_____

6. If you in your work have to deal with the Muskegon Police
Dept. you feel you would: ___(56)

   a. have no trouble getting cooperation
   b. leave it go for someone else to handle
   c. not bother even trying
   d. work around the police department
   e. other (Please indicate)_____

7. Would you as a member of a social agency be willing to work
with the Muskegon Police Department on a mutual learning
basis for one week each year eg. ride in squad car, have
policeman observe you in your work?   ___(57)

   a. Yes, gladly
   b. Yes, with reservations
   c. Maybe
   d. No
   e. Other (Please indicate)_____

8. In your opinion most policemen in the Muskegon Police Dept.
are: ___(58)

   a. good, competent men
   b. like all policemen in the U.S.A.
   c. Average
   d. Poorly trained for today's problems.
   e. other (Please indicate)_____

9. In your opinion, the families you deal with see the police as: ___(59)

   a. good, competent men
   b. like all policemen in the U.S.A.
   c. average
   d. poorly trained for today's problems
   e. other (Please indicate)_____

10. An answer to some of the problems in social agency-police
relations would be: ___(60)

   a. more respect for each other's professions
   b. more team work in community problems.
   c. less defensive attitude on both sides
   d. less research and more common sense
   e. other (Please indicate.)_____

INSTRUCTIONS:

In the following section you are asked questions about the Muskegon police. Express your opinion by checking the appropriate space following each statement. (Each statement is preceded by a number)

Do not
write here

In the course of your work, you find a situation which is best handled by the Muskegon police, to what degree do you:

	Almost always	Often	Some-times	Never	
1. Avoid the situation					___(61)
2. Turn to someone else for aid					___(62)
3. Take care of things yourself rather than contacting the police					___(63)

Would you evaluate the Muskegon police according to the following criteria:

	Good	Fair	Poor	
4. Type of persons they are, in general				___(64)
5. Their knowledge of how to handle matters related to your work				___(65)
6. The actual way they handle matters related to your work				___(66)
7. Their working relationship with your organization				___(67)
8. The emphasis they put upon the welfare of the whole community				___(68)
9. The emphasis they put upon the welfare of the individual				___(69)
10. Their freedom from non-professional influences (like personal interests and those of politicians, and others)				___(70)
11. Everything about the Muskegon police (being evaluated) in general				___(71)

CONCLUSION

We want to thank you again for your time. We hope you realize that every questionnaire has its limitations. Many of the questions you have answered are being answered by the police and citizens at random in the community. This makes your response all the more valuable. If there are any constructive criticisms or additional statements please make them. We hope this survey will benefit your community and its work.

COMMENTS: ___(72)

APPENDIX D

LETTER OF ACKNOWLEDGMENT TO

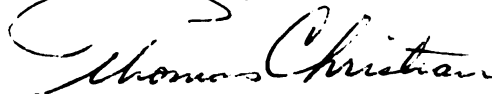PARTICIPATING AGENCIES

January 8, 1970

Dear Sir:

Enclosed you will find a number of questionnaires dealing

with social-agency-police relations. We talked to you earlier

in December asking if you and your personnel would cooperate in

taking the time to fill out the questionnaire and make any

suggestions you feel would be beneficial.

As you know, this questionnaire is part of a three-part

program dealing with the social agencies' outlook towards the

Muskegeon police, the community's concept of the Muskegon police

and the actual training programs within the Muskegon police

department.

We now ask that you fill out the questionnaires and we will

be back to pick them up on January 16, 1970. If there are any

late arrivals please send them to Mr. Thomas Christian
                                  806-204 Cherry Lane
                                  East Lansing, Michigan 48823

                                  or call (517) 355-7939

t   Thank you again for your help. We hope the results of

this will serve you in your future work with the Muskegon Police.

                              Sincerely,

                              Thomas Christian