GOVERNOR'S COMMISSION
ON CRIME PREVENTION
AND CONTROL

Minnesota

# POLICE REFERRAL PROJECT

An Evaluation

PROJECT EVALUATION

Minnesota —

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An Evaluation

prepared by

Project Evaluation Unit

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PROJECT BACKGROUND AND EVALUATION METHODS

## Introduction

The Police-Community Activities project was first funded by the Governor's Commission on Crime Prevention and Control for FY 1972. The project is sponsored by the Minneapolis Police Department and operates in the Sixth Precinct (the Model Cities Precinct) of Minneapolis. The purpose of the project is perhaps best stated in the grant.

> In today's community, there is an increasing demand for inter-agency cooperation and activity. If such activity could effect reduction of neighborhood problems, e.g., decrease delinquency, it should be vigorously encouraged. To accomplish such an objective, however, requires communication - as well as cooperation - between area residents, law enforcement, and recreational and social services agencies.
>
> The project that follows proposes such an objective and is directed at the following general - although major - goals:
>
> 1. Development of enhanced Communication between the police, residents, and agencies within the community.
>
> 2. Improved Cooperation between law enforcement and recreational agencies through the establishment of youth programs aimed at effective crime prevention.
>
> 3. To further develop positive attitudes between the police and community on levels other than law enforcement.
>
> 4. Establishment of coordinated efforts between social service agencies and police leading to improved social services for residents of the community.
>
> 5. To encourage efforts for effective crime control through agency, resident and police involvement.

This report evaluates but one aspect of the Police-Community Activities project, the referral program. The project envisioned several stages of

development. Of these stages, the referral stage was envisioned to be one of a series of attempts to provide community residents with needed social services. The referral program was described in the grant.

> The Referral Program may be viewed as the final stage in secur-
> ing social agency referrals for residents of the community. The
> recreational aspect is perhaps the first step in getting people
> involved in activities and from that point they may, if so de-
> sired, receive assistance from the many different social service
> agencies.
>
> It is the intention of the project to work closely with public
> and private agencies to exchange information and develop better
> lines of communication. Better services for the residents should
> be the result. The scope of the referral is such that it is of
> the untmost importance that cooperation between police, schools,
> public and private agencies be considered as a unified effort.

In terms of dollars spent and effort expended, the referral program constitutes a relatively small part of the total Police-Community Activities project (approximately $11,000 out of a total budget of $76,590). Yet the cost of the program is not commensurate with its importance. It is alleged that police spend much of their time responding to calls which are non-law enforcement in nature. Drunks, domestic disputes, overdoses, attempted suicides and landlord-tenant disputes are just some of the situations to which police often respond. Since police must respond to these calls, it was felt that the police were a logical link in diverting these nonenforcement situations to agencies outside the criminal justice system. Successful diversion could limit the number of repeated calls for nonenforcement services to which the police must respond. Diversion also should work to prevent future law enforcement calls by diverting persons to appropriate agencies before they engage in violations of the law. Juveniles are a special concern in such a diversion process.

In sum, the police department is the only agency with extensive geograph-ical and twenty-four hour coverage in the community. As a matter of course,

the police normally receive many of these nonenforcement calls. These calls presently end with a police "dismissal" of the situation because they are not empowered to handle these calls in an "enforcement manner". The project sought the means whereby the police, where appropriate, could refer these nonenforcement calls to the appropriate social service agencies.

The project defined a referral as follows: "a referral is a nonenforce-ment type of service to the community in which the individual or the situation in which he is involved, is routed to an agency outside the criminal justice system...a referral indicates that some action is taken to match a resident in need with the proper agency or service."

The referral portion of the project was selected for evaluation because it was an innovative program and as such it provided potential as a model project. If successful, the model could be transferred to other precincts in the city or to other police departments within the state.

## Program Mechanics

The program attempts to facilitate the officer in handling nonenforce-ment calls. Basically the program increases the officer's awareness of social service agencies and encourages him to refer persons to agencies where help is available for nonenforcement problems. In this way, the situa-tion will not be dismissed or handled in an enforcement manner for lack of a better alternative. Beyond this, the program is designed to operate so officers do not spend a great deal of time making these referrals. The mechanics hopefully allow the officer to disengage from the nonenforcement situation more quickly than he is currently able to do. Through this mechanism, it is hoped that the area resident can receive the services needed.

When officers encounter a nonenforcement situation which they feel can benefit from the assistance of a social service agency, the officers fill out a "referral slip", one copy of which is given to the client. The slip contains the client's name and address, the officer's name, the client's problem and the name and address of an appropriate agency to which the client may go to receive help. (See Appendix A for a sample of the referral slip.) At the end of the shift, the other copy of the referral slip is given to the referral center. At this point the officer's role in the project is completed. Little has been required of him beyond his normal duties. The system does require that the officer be familiar with agencies and the problems they handle. This information was received in a training session and will be discussed later.

The second copy of the referral slip is turned in to the referral center at the precinct station. Referral personnel collect these slips and relay the information to the agencies in order to alert the agency that a police-referral client may be coming to see them. (On some occasions, where the officers feel the situation warrants such action, officers may deliver clients to the agency. This most often occurs when the client is intoxicated. In these instances, a referral slip is still filled out.) Ideally, the agencies seek out the referral resident if the person does not show up within a specified period of time. Agencies' willingness to take this initiative varies.

After the client arrives, the agency handles the problem in a normal manner. Specific information is kept on the client, relating to the nature of the problem and the action taken by the agency. This information is given to the referral project so the project director may keep track of clients and may pass the information to the officer who made the referral. An assump-

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tion is made that feedback is important to the officer's participation.

Finally, the clients themselves were followed-up by the referral center to ascertain, from the client's perspective, how he/she was treated by the officer and by the agency. (See Appendix C for a copy of the follow-up questionnaire.) This information, along with the agency information is passed on to the referring officer.

## Police Participation

There are essentially four elements in this project: the police, the agencies, the referral center, and the clients. But the core of the project is the police. Without their assistance, no referrals would be made and without these referrals the project could not operate. Accordingly, this evaluation focuses on the police role in the project.

The Model Cities Precinct, unlike other Minneapolis precincts, is divided into districts. There are three such districts in the Model Cities Precinct (660, 670, and 680). Men assigned to a district patrol that district only, with the hope that the officer will become more familiar with the people and their problems.

Project personnel, in conjunction with precinct personnel, decided that questions about the feasibility of the project and its operation could be answered without involving large numbers of men. If the pilot was successful, experience gained could be applied when implementing the project precinct-wide. The project was implemented in only one of the precinct's three districts - the 660 district. This district is the northern part of Model Cities and includes the larger portion of the area's Indian population.

Officers from 660 received information on the mechanics of the project

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(filling out referral slips, et cetera), information on the agencies partici-
pating, and the nature of the problems handled by participating agencies.
Officers from a second district, 670, served as a control group. Their role
is discussed later.

## The Agencies

Six agencies were selected and agreed to participate in the project. One
agency cancelled out the day of the training session, leaving five agencies
who agreed to meet the projects requirements for participation. The agencies
and the problems they handled are as follows: Indian Neighborhood Club (INC),
provides counseling on drug and alcohol problems and also operates a drop-in
center; Minneapolis Age and Opportunity Center (MAO) handles a wide variety
of problems confronting older persons; Walk-In Counseling Center (WICC), a
volunteer organization which provides psychological counseling and referral
services for a variety of personal and family problems; Youth Service Bureau
(YSB), a referral center which specializes in juvenile problems; and Ebenezer
Society, Surrogate Project, primarily provides legal services for older
residents.

## Project Goals and Their Evaluation

The main goals of the project as they relate to the referral program
were described in the grant as follows:

1. Development of enhanced Communication between police, resi-
dents and agencies within the community.

2. To further develop positive attitudes between the police
and community on levels other than law enforcement.

3. Establishment of coordinated efforts between social service
agencies and police leading to improved social services for res-
idents in the community.

These goals may be reduced to two sets of relationships: that relation-
ship between 1) police and residents and between 2) police and agencies. But
the elements of the goals (Communication, positive attitudes, and coordinated
efforts) are extremely vague and make evaluation difficult. As a result of
this ambiguity in goals, there are numerous ways to measure the progress of
the project toward attainment of these goals. The following measures were
developed for each of the project's goals:

Goal: Develop positive attitudes between police and community and to
develop enhanced communication between police and residents.

Measure: These goals could rely on survey of the community and police.
But this method would cost more than the project itself, and identifica-
tion of the referral project as responsible for improved attitudes would
be tenuous. The measures used here focus on the attitudes of those
residents who were referred by police. The attitudes tap the residents
feeling toward the efforts of the officers and agencies in the referral
project.

Goal: Establish coordinated efforts between social service agencies
and police leading to improved social service for residents of the
community; and development of enhanced communication between police
and agencies.

Measure: These goals are the crux of the project and the ones for
which we were able to obtain the most data. Several types of measures
were developed to determine the achievement of these goals.
a) Change in police knowledge of agency functions. This only in-
directly gets at the goal, but the assumption is made that a first
step toward improved communication and coordination is an increased
knowledge by the police of the agency's role. A before and after

questionnaire was used to measure this change.

b) Change in police attitude toward the agencies involved, and social service agencies in general. Police generally are alleged to be skeptical of social service agencies. Any change in this skepticism during the course of the project would enhance coordination and communication. This change was measured by a before and after questionnaire administered to participating police officers.

c) An increase in the number of referrals and a change in the agencies used for referrals. If the pilot project can in any way be counted as successful, it is to be measured by police willingness to make more and/or different types of referrals to different agencies.

Base line data was required to measure a change in police behavior with respect to number and place of referrals. That is, to measure change required a measure of number and place of referrals before the officers received training. To obtain this baseline, data was obtained from the officer's log sheets, on which they report their daily activity. While the log sheets are less detailed than desired for these purposes, an estimate could be made of the number and place of referrals before the project began. To control for the seasonal variation in an officer's activity, log data was used for comparable periods of time in 1972 and in 1973. The log data were collected for March - April, 1972 and were compared with the log data for March-April, 1973, the two months of the pilot project.

d) Measure of coordination and communication between the project referral center and the participating agencies. This measure was obtained from informal discussions with agencies and the referral

project director.

## Control Group

Although not mentioned in the project's general goals, a goal central to the success of the project is the impact of the orientation session on the level of referrals made by the officers in district 660. Yet officers from 660 would be receiving two pieces of information: 1) an orientation to the idea of referral as well as specific information about participating agencies; and 2) a new method for reporting (the referral slip). Because 660 was receiving two types of information, it would be impossible to tell if changes in referrals were due to the new reporting form (the referral slip) or if changes were due to new information about new agencies.

To facilitate the separation of the impact of the reporting system from that of the orientation to the agencies, a control group was established. Because the project was implemented in a single district, officers in 670 and 680 districts could serve as a control group. Ideally, officers who participated in the project should have been selected randomly rather than by virtue of their assignment to a homogeneous patrol district. Nonetheless, a control group was available for comparison. Officers from 670 were selected as the control group. Officers from 670 received information about the use of referral slips and were encouraged to use these slips whenever they made a referral. The officers from 670, however, were not provided information about participating agencies nor were they given an orientation toward referral. Both 660 and 670 used the referral slip system and both received follow-up information from the referral center.

In sum, there were two groups, one experimental (660) and one control (670). The experimental group received both information about the agencies and

instructions on the use of the referral slips. The control group received only information on the use of the referral slips. Differences between the two groups will indicate the impact which the training and orientation session had on officers in 660. This impact is very much at the heart of the project.

## IMPACT OF THE PROJECT

This section of the evaluation focuses on the degree to which the project achieved its goals. Four types of data are presented to determine the project's success. First, data are analyzed which relate to the pattern of referrals made by the officers. These data indicate the extent to which the project has achieved a coordinated effort between police and the agencies. Also discussed are several reasons why officers did not use more heavily the agencies participating in the project.

The second part of this section deals with changes in the officers' familiarity with agency services, with changes in officers' attitudes toward the agencies, and with changes in their attitudes toward referral in general. These changes in attitudes and knowledge reflect the achievement of better police-agency communication.

The third section discusses the coordination and cooperation between the project's referral center and the participating agencies. Also discussed are aspects about the operation of the project which, although they do not relate directly to project goals, do reflect on the manner in which the project was managed.
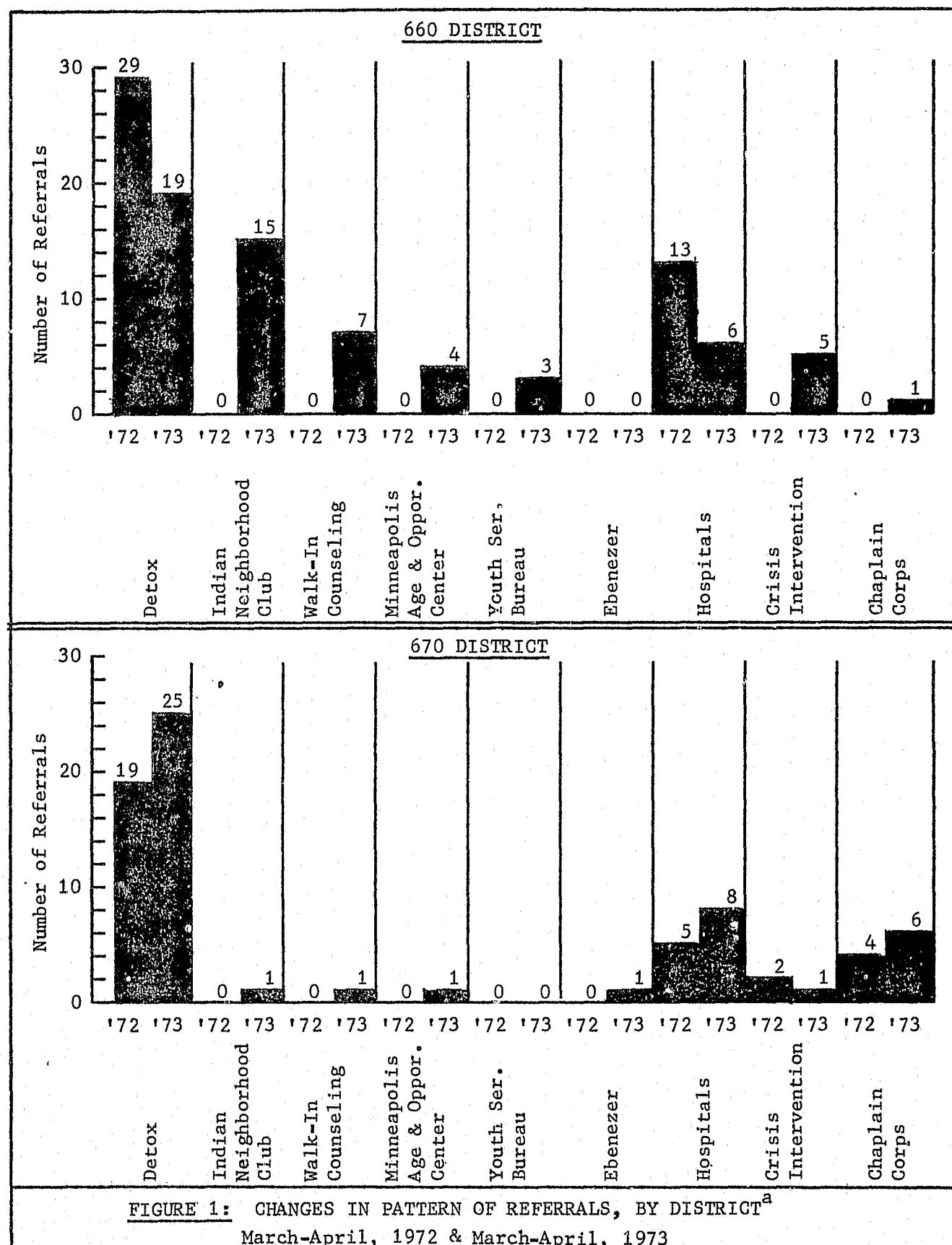
A fourth and final section addresses the clients' reaction to the project.

### Changes in Referral Patterns

The impact of the referral project is best seen if we look at the

pattern of agencies used for referrals before the project and during the project. Figure 1 presents the distribution of referrals.
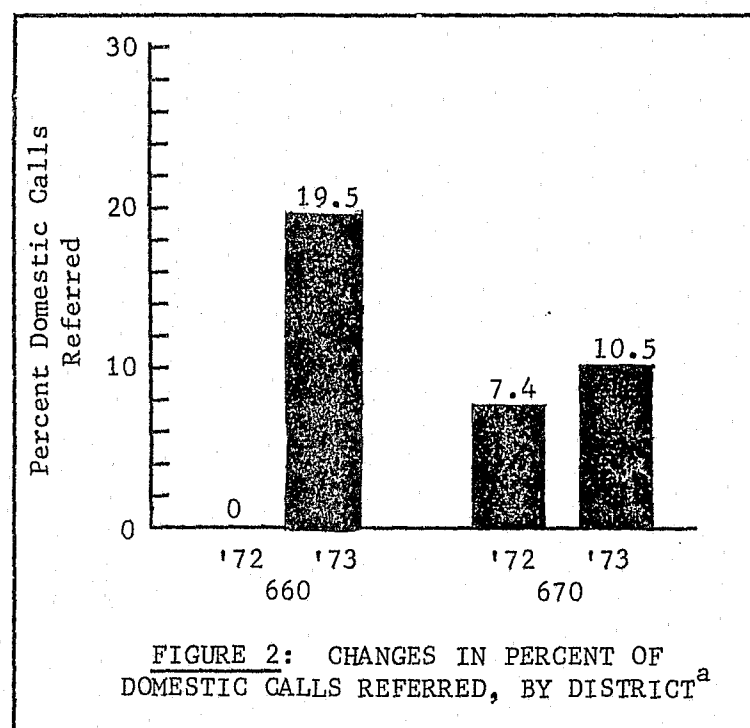


FIGURE 1: CHANGES IN PATTERN OF REFERRALS, BY DISTRICT[a]
March-April, 1972 & March-April, 1973

[a]Data used here come from both log sheets and referral slips.

In 1972, the predominant referral mode for both 660 and 670 was Detox, followed by medical referrals made to hospitals. The Chaplain Corps and Crisis Intervention Center were also used by officers from 670. The pattern in 1973 is quite different, particularly with reference to agencies participating in the project. In 660, there is a sizeable decrease in the number of persons sent to Detox and an accompanying rise in the number of persons sent to Indian Neighborhood Club. The officers in 660 were diverting close to one-half of the alcohol problems encountered to Indian Neighborhood Club, such that I.N.C. jumps from no referrals in 1972 to the second highest used agency by 660. The comparison also shows that diversion to Walk-In Counseling (WICC) and Minneapolis Age & Opportunity Center (MAO) was fairly high. The change in the 670 district was much less. Where officers in 670 did use the agencies participating in the project, it was in part because they were on occasion partners with officers from 660.

The data demonstrate that the training and orientation session were successful in altering the pattern of referrals made by officers. While this may seem an inconsequential finding, it was not certain that the officers would be receptive to new agencies nor was it clear that the they would alter their referral habits. The data demonstrate that the officers were indeed receptive to and took advantage of the new alternatives for referral. There are some constraints on this conclusion but initially we can point to this change in referral pattern as a positive result.

Another way of demonstrating the change which took place is to investigate the manner in which domestic calls were handled before the project and the way officers handled these calls during the project. Domestic calls are usually non-law enforcement situations. Because there is little
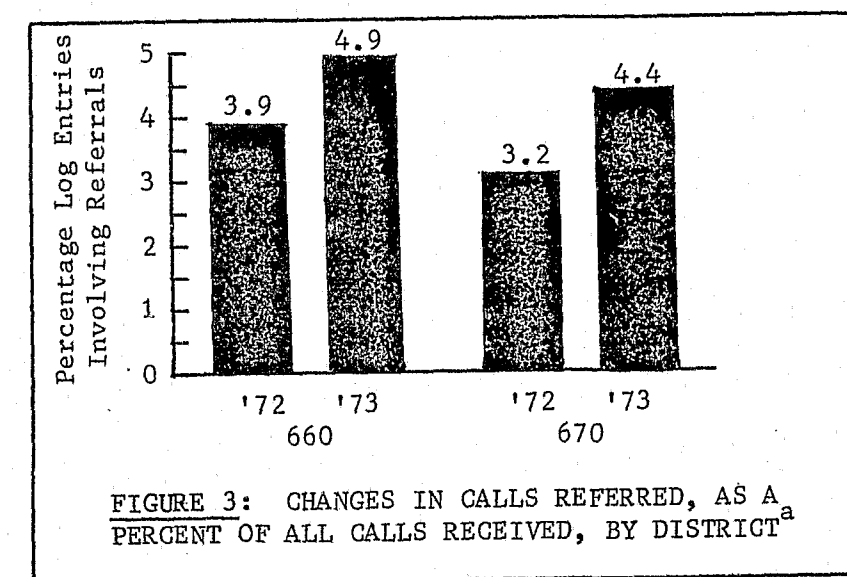
the officer can do in the way of enforcement, he usually handles most domes-tics by calming down the situation and/or sending the disturbing person(s) away. The data in Figure 2 suggest that this is the nature of the action used by officers before the pilot project. Before the project (March-April 1972) officers in 660 referred none of the domestics they encountered. During the pilot period, officers from 660 referred one-fifth of the domes-tics which they handled. The change in the behavior of the officers in 670 was less. While other factors may account for the change in behavior, the comparison of before and after data for 660 and 670 strongly suggests that the project has had an impact on referral behavior.

FIGURE 2: CHANGES IN PERCENT OF DOMESTIC CALLS REFERRED, BY DISTRICT[a]

In addition to changing the pattern of referrals, an increase in number of referrals is another indication of the project's impact. To compare the number of referrals made by officers before and during the project, we again use log data.

[a]Data are from log sheets and referral slips, March-April, 1972 and March-April, 1973.

As can be seen in Figure 3, the number of referrals as a percentage of log entries increase slightly for the 660 district. However, the level of referrals for 670 increases an even greater amount from 1972 to 1973. Had the referrals from 660 alone showed an increase, we would have felt more secure in attributing the increase to the referral training. However, because there was an even greater increase in referrals from 670 which did not have training, we cannot conclude that the pilot project resulted in an increase in the number of referrals. The increase shown for both districts could be due to officers from both districts becoming sensitized to reporting referrals, rather than an increased propensity to perform more referrals.

FIGURE 3: CHANGES IN CALLS REFERRED, AS A PERCENT OF ALL CALLS RECEIVED, BY DISTRICT[a]

As shown in Figure 3, the number of referrals made by officers in 660 and 670 is quite small. This is interesting in light of the claim that officers spend a great deal of their time handling nonenforcement calls. Exactly what is meant by this assertion is not clear as different officers have different definitions of nonenforcement situations. But, if officers

[a]Data are from log sheets and referral slips, March-April, 1972 and March-April, 1973.

are handling many nonenforcement calls, then they should have the opportunity for many more referrals than they presently make. In order to place the number of referrals in better perspective, we can compare the number of log entries, the number of "potential referrals" and the number of actual referrals.

To make these comparisons we again resorted to log data. It was difficult to decide which calls were potential referral situations and which were not, as the entries in the log are brief and often not very descriptive. After preliminary analysis of the data, we decided to count as "potential referrals" those log entries in which the officer took one of the following three courses of action: 1) "advised;" 2) "sent one;" and 3) actually made some sort of referral.

These terms require elaboration. In many entries in the log sheets, the action is listed as "advised." In some of these situations, the officer is unable to take legal action and he therefore "advises" the resident of courses of action. In other instances, the word "advised" is synonomous with a warning that further provocation will result in an arrest. For example, the officer may advise the participants in a loud party of the consequences of further disturbances. Clearly, not all situations in which advice is issued constitute potential referrals as the project defined the term. Based on log data about the nature of the call, we separated those calls where a referral was possible from those situations where social service referrals were not likely. When in doubt, we counted the calls as potential referrals.

The category "sent one" is used when officers evict persons from the scene of the call. "Sent one" may be used in domestic disturbances in which

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a drunk or otherwise disrupting person is sent home. Some of these situations may include potential referrals, to Detox, or for counseling of one sort or another. Similarly, juveniles are often sent away from areas where they are causing disturbances. In some of these situations, it is possible that the juveniles could have been referred to recreational programs, et cetera. We have counted as potential referrals those "sent ones" which offered clear potential for referrals to various social service agencies. Again, when in doubt as to the potential for referral, we included the calls as potential referrals.
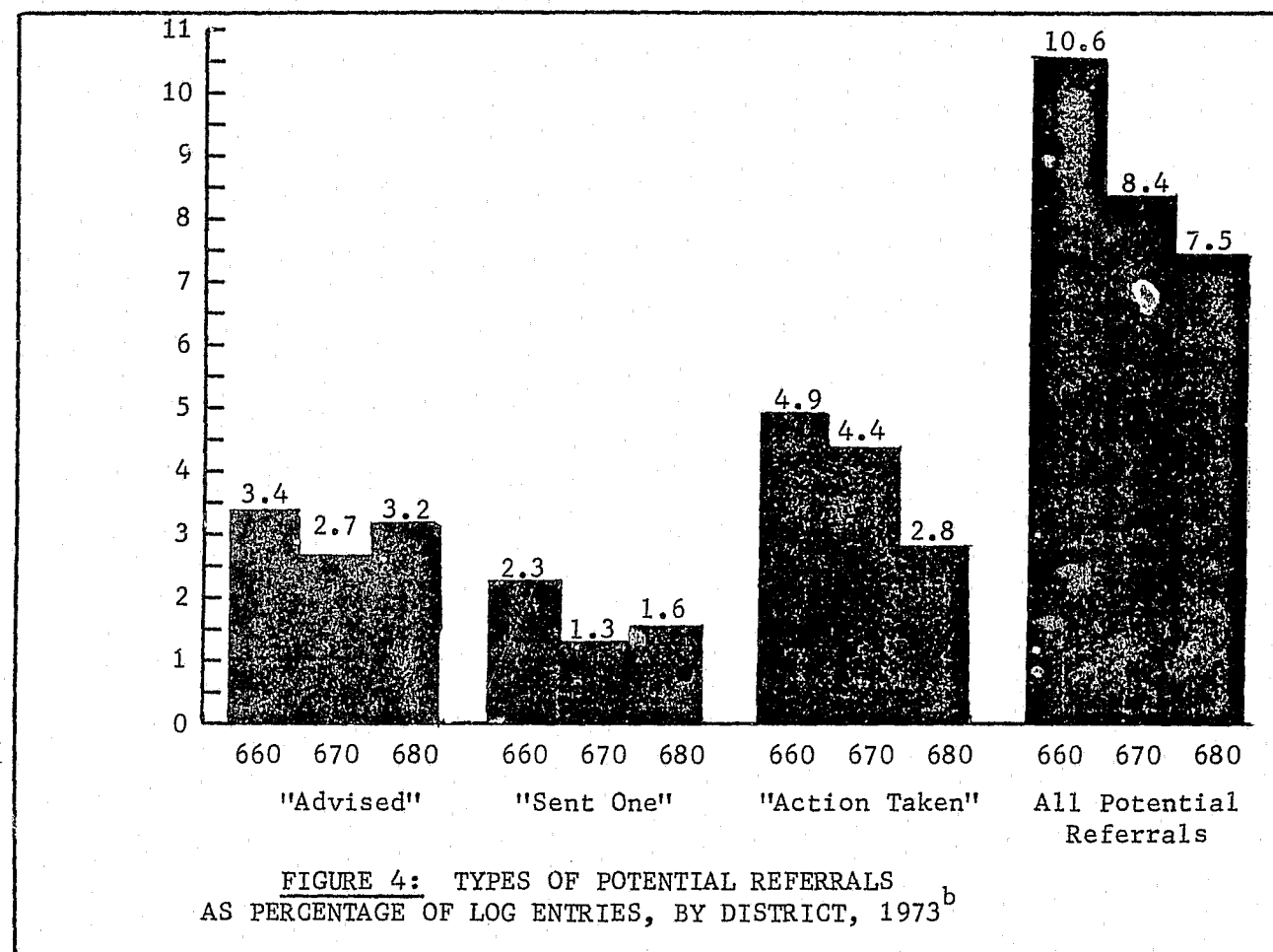
Finally, log entries in which an actual referral was made are included as potential referrals. Included were referrals to agencies which officers commonly use, agencies such as Detox, Crisis Intervention Center, county attorney, et cetera. Because we were interested in non-law enforcement situations, we excluded referrals which involved traffic accidents and other enforcement action. We also excluded emergency medical calls. These are routinely handled by officers and we were attempting to get at other referral situations. But here again, when in doubt, we counted the calls as social service referrals.

Figure 4 shows the types of potential referrals as a percentage of total log entries. The first point to be noted from this table is the relatively low percentage of calls which may be classified as potential referral situations. Overall, approximately nine percent of all calls have potential for referral. Even this figure is high as many calls in the "sent one" and "advised" categories do not, in fact, constitute real referral possibilities.[1] Figure 4

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[1]Readers are cautioned against drawing conclusions about the magnitude of one type of potential referral versus another type. These figures fluctuate by month and by year. Similarly, comparisons between districts will result in different conclusions, depending on the month used.

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also indicates that of the total number of potential referrals, almost one half presently result in actual referral. It is the pattern of these current referrals which was altered by the training and orientation session. The possibility of increased referrals would come from the "advised" and "sent one" categories.



FIGURE 4:  TYPES OF POTENTIAL REFERRALS
AS PERCENTAGE OF LOG ENTRIES, BY DISTRICT, 1973[b]

These potential referral situations are not synonomous with all nonenforcement situations. We excluded some situations in which advice was given but

[a]All log entries which were responses to calls were included. Excluded were "administrative duties" such as court appearances, trips to the garage, et cetera.

[b]Data are for March-April 1973 only.

the advice was more closely related to enforcement activity than to social service referrals. Therefore, the low number of "potential referrals" doesn't necessarily contradict assertions by police that they spend a great deal of their time in nonenforcement situations. In addition, we have no measure of time spent on a call and even though the number of potential referral situations are small, they may be time consuming. However, the data do give pause to assumptions about the type of calls police receive and to assumptions about the possible magnitude of a referral project.

It is reasonable to assume that the number of referrals will be limited by the potential referral situations. According to our data, the number of possible referrals, at the outside, is 380 per month for the entire precinct. This number is highly inflated, although we do not know by how much. The minimum number of referrals may be taken to be the actual number of referrals, or 170 per month for the entire precinct. But even this last figure is inflated as some referrals other than "social service referrals" are included in this total, as log entries were often not clear. If a more restrictive definition of referral is used such that referrals to Detox, for example, are excluded, then the number of referrals diminish even more. While these figures will fluctuate by month, the data do indicate the parameters of any referral project.

It is possible, of course, that referrals may increase as a result of the project. These data do not reflect the number of potential referral situations which officers observe beyond their response to calls. If officers act as active outreach workers, taking the initiative to make referrals, the number of referrals may go up. Whether this is an appropriate role for the police officer and whether the police would be inclined to play such a role are questions beyond the scope of this study.

As a final indicator of the project's impact on police referral patterns, we can calculate the use made of the agencies participating in the referral project. During the two month pilot period, there were fifty referral slips issued by officers in the Model Cities precinct. But not all referral slips issued involve one of the five participating agencies, as officers were asked to fill out a referral slip for any referral made. Some slips indicated referrals to Detox, Crisis Intervention Center, et cetera. These referrals were in essence referrals which would have been made without the project, as these are standard sources for police referrals.

If we look only at referrals made by officers in 660 to the five participating agencies, there are a total of 28 referrals. This amounts to one referral every two days. Considering that, on the average, there were approximately twelve officers from 660 on the street per day, the number of referrals to the participating agencies was one per twenty-four officer-days worked.

The use of these five agencies may be compared to the number of potential referrals and to the number of actual referrals made by 660 officers during the same time period (March-April, 1973). Table 1 demonstrates that the use of the five agencies accounts for ten and twenty-two percent of potential referrals and actual referrals respectively. Considering the range of problems with which officers come into contact, this seems a good percentage. The use of these five agencies remains constant in situations not involving alcohol.

The data in Table 1 again demonstrate that officers are receptive to new and potentially useful agencies. We cannot say that the use of these agencies constitute new referrals as these referrals may have been made to other agencies without the project.
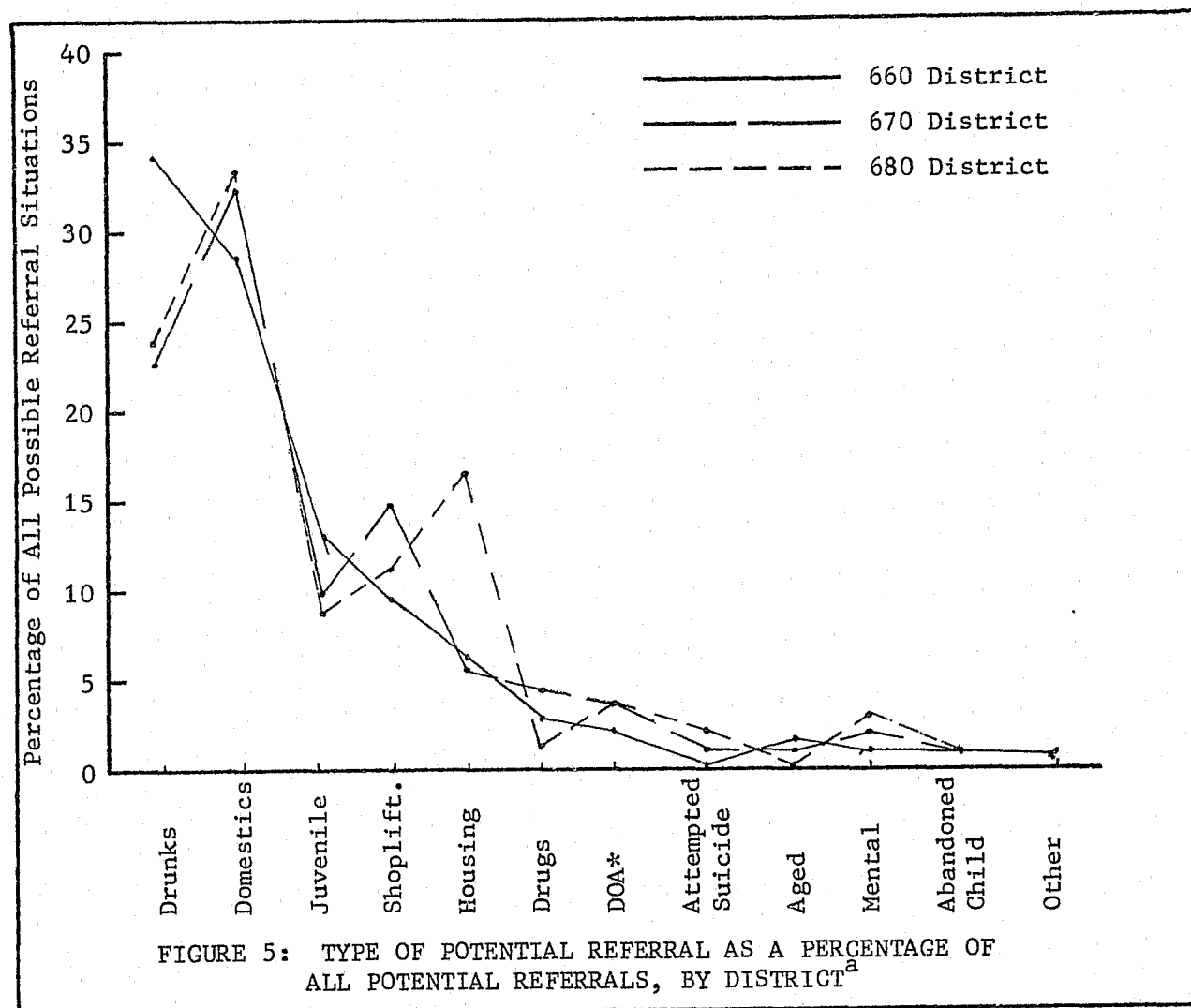
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TABLE 1

Project Agency Use As a Percentage

Of Potential and Actual Referrals, 660 District

| | Number Referrals | % of Potential Referrals | % Actual Referrals |
|---|---|---|---|
| Use of Five Agencies for all Referrals | 28 | 10% | 22% |
| Use of Five Agencies for non-alcohol Referrals | 19 | 98%* | 21% |

*Figures in these cells calculated on the basis of potential referrals and actual referrals which are not alcohol related.

Despite the preceding, we may wonder why the five agencies did not receive heavier use. There are several possible reasons: 1) the agencies selected do not provide services which match the problems encountered by the police; 2) the officers remain unconvinced that these agencies do provide service to the clients, that the agencies are able to assist residents. Police officers, through a variety of experiences, have become skeptical of agencies purporting to have cure-alls for social problems; and 3) officers do not feel that helping the citizen in this way is worthwhile because the resident does not want help, at least from a police officer.

We will discuss the data which relate to two of these possible reasons. First, we have data which allow us to compare the type of nonenforcement calls received by the police with services provided by the participating agencies. Figure 5 illustrates the type of nonenforcement calls for the period March-April, 1973. The data vary by year and probably by time of year. Nonetheless, the general ranking of the calls remain fairly constant. Drunks, domestics, juvenile problems, shoplifting (shoplifting does on occasion provide opportunity

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for referral if the store does not press charges) and housing disputes
are the six major types of calls with referral potential.



FIGURE 5: TYPE OF POTENTIAL REFERRAL AS A PERCENTAGE OF
ALL POTENTIAL REFERRALS, BY DISTRICT[a]

Among the agencies selected to participate in the project, two were
agencies which dealt with Indians (one of these agencies failed to par-
ticipate in the project). Because the pilot project operated in the
Indian community, Indian Neighborhood Club was the most heavily used of

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[a]Data are from March - April, 1973 log sheets

*Dead on Arrival. This is included as a potential referral situation
as often members of the family or friends require assistance.

all referral agencies. I.N.C. also was used frequently because alcohol-
related problems represent the highest number of nonenforcement calls in
that district. In short, this agency matches very well the type of call
received by police.

Two agencies participating handled problems of the aged. Yet the
number of nonenforcement calls which arise from this segment of the com-
munity is small. It might be argued that the aged have many problems
which are not brought to the attention of the police. Whether the police
will become more sensitive to recognizing the problems of the aged as a
result of this program cannot be answered. The use made of one agency
dealing with older citizens, Minneapolis Age and Opportunity Center, does
suggest that police, as a result of the project, are better able to deal
with these problems when they occur. But it must be concluded that the
project has oversubscribed agencies handling problems of the aging.

The other two agencies in the project, Youth Services Bureau and
Walk-In Counseling Center, provide, respectively, referral and counseling
services for juveniles and general counseling services. And yet the second
and third largest nonenforcement problems with which police must contend are
domestic disturbances and juvenile problems. Not all domestics nor all
juvenile problems are suitable to counseling or other types of service.
Yet the selection of project agencies has not considered the magnitude of
these problems. This conclusion is further supported by the fact that
Walk-In Counseling provides services on a voluntary basis only three hours
per evening. The selection of a single agency for juvenile problems also
indicates lack of foresight by the project. It may be argued that juvenile
problems are the most important nonenforcement calls as many of these situa-
tions later develop into enforcement problems. Sole reliance on this

particular agency may also be criticized as it is alleged that this agency is held in low esteem by the police. There was strong reason to believe that officers would be reluctant to use the agency.

In sum, it would seem that part of the reason the agencies in the project were not used more often was that their services failed to match the problems encountered by the police. A later part of this report discusses the rationale for selection of the agencies.

A second possible reason for the lack of use by participating agencies is the police officer's feeling that residents do not want their assistance. While we do not have data which identify the magnitude of this feeling, it was a belief often expressed during our discussion with the officers. We do have data however, on the number of referrees who showed up at the agencies to which they were referred. Table 2 indicates that a small proportion of residents referred actually showed up. These data should be interpreted with caution as there is reason to believe that they are not completely accurate. For example, there is strong indication that more than seven persons reported to the Indian Neighborhood Club. Many, if not most, of the residents referred to I.N.C. were transported there by the police, just as they would be transported to Detox. The low percentage of "shows" is possibly a function of inaccurate record-keeping. The apparent lack of communication between the referral project and the agencies with respect to records supports this suspicion. Confounding the picture is the resident's reluctance to reveal that he was referred to the agency by the police.

We do not wish to diminish the problem of "no shows." Indeed, the project anticipated the problem by seeking out agencies who would follow-up those

persons who did not voluntarily come to the agency. The extent to which agencies agreed to do this, their willingness and ability to perform this role varied. Whatever the problem, there is less inducement for police to make referrals if the number who seek the help is so small. And certainly the ultimate success of the project is diminished by the failure to ensure that services are reaching those who need them. Unfortunately, inadequate data prevent us from determing the extent of the problem. We do not know, for example, if this rate is comparable to the show-up rate for other types of referrals.

TABLE 2

Rate of Resident Appearance at Agency Referred To[a]

|  | Number of Referrals | Number of "Shows" | Percentage |
|---|---|---|---|
| I.N.C. | 12 | 7 | 58 |
| M.A.O. | 6 | 4 | 66 |
| W.I.C.C. | 10 | 1 | 10 |
| Y.S.B. | 2 | 1 | 50 |
| TOTAL | 30 | 13 | 43 |

One final and brief indication of the project's impact is the extent of involvement by officers in 660. Table 3 shows that one-quarter of the officers filled out no referral slips, while forty-three percent had more than one referral slip. The table also shows that those officers who made more than one referral were not using a single agency but were making use of a variety of services offered by the agencies.

[a]These data are based on records kept by the agencies.

```
                    TABLE 3

         Extent of Officers' Involvement

Number of Referrals    % of Officers    % of Officers
Made and Agencies         Making           Using
     Used                Referrals        Agencies

       0                    24%              24%
       1                    33%              33%
   2 or more                43%              43%
              TOTAL        100%             100%
```

In summary, the project has resulted in changes in the pattern of referrals made by police, although we are unable to determine if the actual number of referrals has increased. During the course of the project there were only thirty referrals made to the participating agencies. However, careful analysis of log data suggest that officers do not encounter a large number of calls with potential for referrals (approximately nine percent of calls). Despite the limited use of the agencies participating in the project, referrals to these five agencies accounted for approximately one-fifth of all referrals made by officers in the project.

There is evidence to suggest that heavier use by the five agencies was prevented by the selection of agencies whose services did not match adequately the problems encountered by officers. This discrepancy is especially noticeable for domestics and juvenile problems. The low rate at which referred residents actually report to the agency must be resolved in order to make the project meaningful.

## Changes in Officer Knowledge and Attitude

This part of the report deals briefly with two other indicators of project success: 1) the extent to which the project has made the officers more knowledgeable about the services of participating agencies; and 2) the

extent to which officers' attitudes toward the specific agencies and general attitude toward referrals have changed. While there are not direct indicators of success, an awareness of these changes is important to the success of the project. Clearly the project has failed in its attempt to enhance communication and coordination between police and the agencies if, for example, experience with the agencies and the project has resulted in officers becoming less receptive to the idea of referrals.

The data in this section relies on questionnaires submitted to officers in the control and the experimental group, both before and after the project (See Appendix B).

Table 4 presents before and after scores, for both 660 and 670 on 1) a variety of attitude measures, and 2) a knowledge test on services handled by agencies. The table also gives mean differences for the before and after tests and indicates whether these differences are statistically significant.

The data show that officers' knowledge of the referral agencies increased significantly. This supports the contention that officers do lack information about referral agencies. It can be assumed that this increased knowledge will allow officers to make use of referral resources. This assumption is supported by data in preceding pages.

A series of questions was asked of the officers to tap general attitudes toward referrals and social service agencies. The data indicate that these attitudes have changed little during the project. Nonetheless, it will be instructive to discuss briefly these attitudes and the implications of the change or lack of change. For the first three attitudes listed, a score of one represents a very positive attitude, a score of three represents a neutral feeling and a score of five is representative of negative feelings.

## TABLE 4

### Change in Knowledge of Agency Functions

### And Change in Attitudes Toward Referrals[a]

| | 660 DISTRICT | | | | 670 DISTRICT | | | |
| | Before | After | Difference | Statistical Significance[b] | Before | After | Difference | Statistical Significance[b] |
|---|---|---|---|---|---|---|---|---|
| Knowledge | 6.88 | 8.25 | 1.37 | Yes | -- | -- | -- | -- |
| Confidence in Making Referrals | 2.31 | 2.54 | -.23 | No | 2.62 | 2.38 | +.23 | No |
| Referrals Legitimate Part of Job | 2.29 | 2.41 | -.12 | No | 2.35 | 2.29 | +.06 | No |
| Effectiveness of Social Service Agencies | 3.64 | 3.09 | +.54 | No | 3.75 | 3.42 | +.33 | No |
| Alternatives to Arrest | 22.47 | 25.47 | +3.00 | No | 21.89 | 22.47 | +.57 | No |
| Social Service Agencies | 14.24 | 17.18 | +2.90 | No | 14.47 | 16.90 | +2.40 | No |

[a]Figures in this table represent mean scores for each district.

[b]The test of significance used was a t test for matched pairs.

[c]The knowledge test was not given to officers in 670.

While the changes in these attitudes are too small to be significant, it should be noted that overall, officers feel only slightly confident when making referrals, and only slightly agree that referrals are a legitimate part of their job. While there is no hostility toward referrals, neither is there great enthusiasm. Perhaps more interesting is the slightly negative feeling among officers in both districts about the effectiveness of social service agencies. This attitude has changed in a positive direction only slightly during the project. Thus, the project and the agencies must overcome slight skepticism among officers with respect to agency effectiveness. Presumably, if officers were convinced that agencies were effective in dealing with social problems, they would be more inclined to make referrals.

Two attitudes show sizable, although not statistically significant, gains. In 660 there is a positive change in the officers' attitude toward alternatives to arrest, and toward social service agencies in general. In 670, the positive change toward social service agencies is almost as great as in 660. We may tentatively suggest that exposure to agency personnel and experience with agency handling of referrals has contributed to this change. It should be noted that for these two attitudes, a score of 17 is neutral, with lower scores being negative and higher scores indicating positive attitudes. Even though there was a positive change, officers in these two districts have, at best, neutral feelings toward social service agencies.

While there are certainly some officers who have negative feelings toward social service agencies, overall, the agencies have a neutral audience in districts 660 and 670. While positive change has occurred, in the officers' view agencies have considerable room for improvement.

Table 5 provides data on officers' attitudes toward the five participating agencies. Again, a score of 17 is neutral while a score of one represents an extreme positive feeling and a score of 34 is indicative of a highly negative feeling. The officers in 660 had neutral feelings toward three of the agencies -- Ebenezer, Walk-In Counseling and Youth Service Bureau. Minneapolis Age and Opportunity Center evoked a positive attitude from the officers. We do not know if this positive attitude reflects M.A.O.'s reputation or is merely an indication of sympathy for agencies helping the elderly. Conversely, Indian Neighborhood Club tapped the most negative response of all the agencies. Again, we do not know the reasons for this negative attitude.

### TABLE 5

#### Changes in Officers' Attitudes Toward Participating Agencies

| 660 DISTRICT | Before | After | Difference | Statistical Significance |
|---|---|---|---|---|
| Ebenezer | 17.94 | 19.38 | +1.40 | No |
| Indian Neighborhood Club | 14.60 | 18.40 | +3.80 | No |
| Mpls. Age & Opportunity | 22.69 | 25.44 | +3.40 | No |
| Walk-In Counseling | 17.21 | 15.95 | -1.20 | No |
| Youth Service Bureau | 17.53 | 17.36 | - .15 | No |

| 670 DISTRICT | Before | After | Difference | Statistical Significance |
|---|---|---|---|---|
| Ebenezer | 17.10 | 19.40 | +2.80 | Yes |
| Indian Neighborhood Club | 18.21 | 18.00 | - .21 | No |
| Mpls. Age & Opportunity | 18.63 | 21.37 | +2.70 | Yes |
| Walk-In Counseling | 17.86 | 19.05 | +1.20 | No |
| Youth Service Bureau | 16.50 | 14.95 | -1.50 | No |

At the end of the project, three agencies, Ebenezer, Indian Neighborhood Club and Minneapolis Age and Opportunity Center, were thought of more positively by officers in 660 than before the project. The attitudes of police toward Walk-In Counseling became more negative while those toward Y.S.B. remained constant. None of the changes were statistically significant, but we can elaborate on these changes.

The changes in attitudes toward I.N.C. and M.A.O. are in part the result of service which the agencies provide. These agencies were used by officers and the general indication was that officers were pleased with the services. However, attitudes toward M.A.O. improved among officers in 670, even though these officers were not exposed to the agency. As a result of the change in attitudes toward I.N.C. in the 660 district, the overall attitudes toward this agency changed from negative to positive. In 670, the attitudes toward I.N.C. remained constant.

The negative change in attitude toward W.I.C.C. probably stemmed from an incident in which officers and a resident were turned away because "the counselor wanted to go home." Incidents of this type are important in forming police attitudes toward agencies and there is little doubt that many officers heard of the incident. The data also suggest that officers in 670 were not aware of this encounter as their attitudes toward W.I.C.C. became more positive.

Finally, the positive change in attitude toward Ebenezer is difficult to explain as no referrals were made to this agency. Officers in 660 heard a presentation on the agency's services while officers in 670 did not. Yet, in 670 the change is significant.

In sum, attitudes of the officers toward the agencies improved, although

in most instances the change was not statistically significant. Evidence suggests that part of the change was in response to agency performance. The data support the contention that agencies, by their performance, can influence police attitudes toward them and presumably, the willingness of the officers to make referrals to the agency.

## Project Operation

This section analyzes the operation of the project. To some extent, this is independent of the success of the project and focuses solely on internal procedures. In other instances, the internal operation relates closely to project success and to the achievement of project goals. This section discusses several aspects of the referral operation: selection of agencies; coordination and cooperation between agencies and the referral center (a major project goal); the training session; provision of client follow-up and feedback information.

Selection of Agencies. As originally intended, the project was to prepare a referral book so officers would have a complete listing of referral agencies. This idea was abandoned, because such listings quickly become outdated and officers make little use of the listings presently available. Instead, it was decided to select a few agencies from the Model Cities area which had good referral success. Thus, when officers used these handful of agencies, the agencies, either through directly supplied services or through referral sources, could obtain the services needed by the client.

There were several criteria for selection of the agencies including: 1) a comprehensive referral file; 2) a willingness to cooperate in the project; 3) ability to give immediate attention to problems; and 4) a good "track record." Most of these criteria are fairly straightforward. The project director, in his own judgment and in consultation with others,

decided whether an agency met these criteria. Some agencies refused to participate until the project was sufficiently established while others indicated a reluctance to participate in a police-related project. In addition to accepting police-referred clients, agencies were expected to keep certain records on those residents referred by police.

The criteria for the selection of agencies did not explicitly consider the type of problems encountered by police or the agency's hours of service. Even though there is some evidence that implicit consideration was given to these criteria, it is by these criteria that agency selection is most severely criticized.

One of the most frequent complaints from police about social service agencies is their unavailability at times when police most need them. That is, these agencies are unavailable between the hours of 6:00 PM and 2:00 AM, and on weekends. These are the times when police encounter most problems and most potential referrals. Despite this complaint, only two of the agencies selected offered twenty-four hour and seven-days-a-week service - Minneapolis Age and Opportunity Center and Indian Neighborhood Club. One other agency, Youth Service Bureau, agreed to be on twenty-four hour call. The agency best qualified to handle domestic problems was open on a voluntary basis only three hours an evening, five days a week.

In addition to inadequate hours of service, the selection of agencies did not relate closely to the problems encountered by the police. This disparity was noted earlier in this section.

In sum, the selection of agencies did not match well the needs of the police or the residents in terms of hours of coverage and services provided.

Coordination and Cooperation Between Agencies and Referral Center. One of the major goals of the project was to develop coordination and cooperation between police and social service agencies. Data on the achievement of this goal comes from discussions with the project director and with agencies. Discussions of the extent to which this goal was achieved will be brief. The goal was not achieved. Agencies were unclear as to their role in the project, the records they were to keep and their responsibility for seeking out referred clients. Agencies complained of the lack of communication between the project director and themselves.

There are several avenues which could be pursued in achieving cooperation between agencies and police. For example, arrangements could be made which facilitated agency personnel getting together with police in an attempt to exchange points of view. This would have been a fairly easy task as the Model Cities precinct has an extensive ride-along program. Through this program, agency personnel could have been exposed to the type of situations with which police must cope. Similarly, police could have been exposed to agency personnel and their capabilities. Hopefully, some of the stereotypes which impede cooperation would have been changed. Nor was an attempt made by the project to get police to visit agencies which participated in the project. These suggestions are relatively simple and yet these or similar ideas were not suggested nor implemented by the project.

The problem of coordination between agencies and the referral project appears to have been a personnel problem. The staff of the referral project has been changed. Hopefully, this change will result in a more coordinated effort.

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The Training Session. It is obvious from the data discussed earlier that the training and orientation session had an effect as officers changed their pattern of referrals. However, most persons thought the information presented at the session could have been presented more succinctly than was done at the six hour session.

Client Follow-up and Feedback Information. The project attempted to follow-up residents referred by the police. Information from the follow-ups was sought for several reasons. First, the project wanted to know, from the resident's perspective, how he had been treated by the police and by the agencies. This follow-up would also suggest why residents did not show up at the agency to which they were referred. Finally, the feedback information could be relayed to the officer making the referral. This feedback information was considered important in encouraging officers to participate.

Again, the discussion will be brief. The project spent too much time and effort on the follow-ups. The propriety of providing follow-up information on certain types of referrals such as drunks must be questioned. These persons often remember little of what happened. There is no question of them reporting to an agency as the officers most often deliver them. Officers seem less interested in finding out the results of these referrals as the outcome is fairly predictable.

Response of the Residents. A final goal of the project was to develop "enhanced communication between police and residents and to develop positive

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attitudes between the police and community on levels other than law enforcement." Data on the attainment of this goal comes from the follow-up information obtained from those residents referred by the police. This data is spotty as information was obtained from only one-half of those referred. For this reason, the discussion will be brief.

The data do indicate that the "public's" response to the project was positive. None of the residents who went to an agency complained about the manner in which he was treated by the agency. Seventy-five percent were satisfied with the services they received. Eighty-five percent of the follow-ups felt they were treated courteously by the police and a like percentage were of the opinion that referrals by police were a good idea.

Although sketchy, these data indicate that neither the police nor the agencies are to be faulted for their handling of referred residents.

In sum, many of the criticisms of this project emanate from the internal operation of the project. This criticism can in turn be traced to staffing difficulties. These difficulties seem to be resolved and the project should be able to more adequately achieve its goals.

SUMMARY, CONCLUSIONS AND RECOMMENDATIONS

## Summary and Conclusions

The police-referral project is part of the Police-Community Activities Project operated by the Minneapolis Police in the Model Cities Precinct. The referral component of this project costs approximately $11,000 a year.

Since police receive many calls involving nonenforcement situations, the project viewed police as a logical link between these situations and the appropriate social service agencies. The project set up a system whereby officers could refer residents to appropriate social agencies, with particular emphasis on five agencies participating in the project.

The major goal of the police-referral project was the establishment of better communication, coordination and cooperation between social service agencies and the police. These efforts would lead to improved social service for residents of the Model Cities area and impede social situations from developing into enforcement problems. Several indicators were used to measure the achievement of this goal: changes in referral patterns of police, changes in police knowledge of social service agencies, changes in police attitudes toward referrals in general and toward participating agencies in particular. Informal interviews with the project director and participating agencies were also used to determine the amount of cooperation.

Only one set of officers in the Model Cities Precinct participated in the project. Other officers in the precinct served as a control group.

This investigation discovered that contrary to common assertions, the calls which police receive do not include a large proportion of nonenforcement calls with potential for referral. Using log entries as a base of data, it was calculated that approximately 10 percent of the log entries represented potential referrals. Even this low figure is inflated by the method of data collection. While the number of referrals actually made did not exceed 5 percent of all log entries, this number represents one-half of all potential referrals. Thus police presently refer a large percentage of the potential referrals. When these percentages were translated into numbers, the number of possible referrals for the precinct was calculated to be at most, three hundred and eighty and about one hundred and seventy as a low. (These figures were calculated using March-April log entries.) While these approximations are subject to seasonal variation, the figures do indicate the parameters of the scope of any precinct-wide referral project. Whether the project can increase the number of referrals made by police is a question which we were unable to answer.

Data from the pilot period indicate a sharp change in the pattern of referrals made by officers in the experimental group. The change resulted in increased referrals to the five agencies participating in the project. Changes in the control group were minimal. As another indication of change, officers in the experimental group referred one-fifth of their domestic calls during the pilot period while for a comparable period of time the previous year, they referred none. Again the change in the control group was much less. Finally, use of the five agencies participating in the project accounted for ten percent of all potential referrals and twenty-two percent of all actual referrals. The last figure seems fairly impressive considering the project's

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brief period. The data indicate that officers are receptive to the use of these agencies.

The moderate use of participating agencies is encouraging in light of the type of agencies selected. According to log data, the type of nonenforcement calls which officers receive most are alcohol-related, domestic disputes, juvenile problems, shoplifting and housing disputes. One project agency dealt with alcohol problems, two agencies dealt with problems of the aging, one with juvenile problems, while one agency offered general counseling services. Despite the fact that domestic and juvenile problems are the second and third most frequent nonenforcement calls received by the police, the agencies selected to deal with these problems were the least satisfactory in terms of hours of service provided and in terms of agency reputation among the police.

Sketchy information from referred residents indicate a favorable response to the program. Despite this favorable reaction, a relatively low number of the residents showed up at the agency to which they were referred. While this rejection of assistance is to be expected, this low "show up" rate minimizes the impact of the project.

During the pilot period, officers in the experimental group increased their knowledge about participating agencies. This knowledge is a prerequisite to increased use of the agencies. Similarly, the project resulted in changed attitudes among the officers toward the participating agencies. These changes are taken as evidence of the influence of agency performance on agency reception among the police. The project resulted in little change in basic feelings about social service agencies and about referrals in general. These more basic attitudes will change only slowly, with evidence from the agencies that they are capable of handling social problems.

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While the project achieved positive results, the operation of the project was poor. Selection of agencies did not match the needs of the residents or the police in terms of service provided or hours of coverage. Although one of the major goals of the project was coordination of agency and project efforts, there was infrequent contact between the project and the agencies. Agency roles were not clearly defined. The project spent too much time gathering client follow-up information. These internal problems will be rectified with anticipated personnel changes.

Recommendations

The project has demonstrated that it is able to make adequate progress toward its goals. However, the achievement of these goals will be facilitated by certain changes in the internal operation and structure of the project. The recommended changes are as follows:

1) Selection of agencies whose hours and services more closely relate to the types of problems encountered by the police.

2) Development of a limited referral booklet for officer use, to supplement the use of participating agencies.

3) Better coordination of project efforts with those of participating agencies.

4) A clarification of agency role in the project.

5) Development of steps to improve the rate at which referred residents reach the agency.

6) Less expenditure of personnel time in completing client follow-ups.

7) Inclusion of desk men, as well as officers on the street, in any expansion of the project.

8) Consideration to maintenance of a central referral number available during the peak referral periods.

Appendix A

Referral Slip

Questionnaire

**Police/Community Activities Proj. Referral Transaction**

Officer _____

Date _____ Time _____

Client _____ Phone _____

Referred to:


Reason:

## POLICE REFERRAL PROJECT

The Police Referral Pilot Project ended on April 30, 1973. To evaluate the pilot, we need your reactions and suggestions concerning the project. Therefore, we ask that you complete this questionnaire with as much openness and accuracy as possible. As before, your responses are held in confidence.

It will aid in the completion of this questionnaire to remind you of the definition and to give some examples of what is meant by a referral in this project. Basically, a referral is a non-enforcement type of service to the community in which the individual, or the situation in which he is involved, is routed to an agency outside of the criminal justice system. A referral is more specific than just vague advice given to a resident; it indicates that some action is taken to match a resident in need with the proper agency or service.

Some examples: When answering a domestic call, if you simply suggest that they seek professional counseling, this is not a referral. If, however, you specifically refer them to (e.g.) the Legal Aid Society, this would constitute a referral. This reference could involve anything from writing down the name and address of the Legal Aid Society to actually transporting them to the office location. Similarly, if you had utilized the Chaplain's Corps, this is also a referral since you have matched a resident in need with an appropriate service. Likewise, telling an unemployed youth to "get a job" is obviously not a referral, but specifically giving him the name and address of an employment agency is. Taking or reporting a neglected child to Hennepin County Welfare, or taking a drunk to the Detox Center would constitute a police referral by matching needy resident with agency. These situations should be seen as examples only, and are not intended as an exhaustive list of what constitutes a referral.

For this project, do not count emergency medical calls as referrals.

Thank you for your cooperation.

Douglas W. Frisbie, Director
Project Evaluation Unit
Governor's Commission on Crime
    Prevention and Control

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## POLICE REFERRAL PROJECT QUESTIONNAIRE

**PLEASE ANSWER THE FOLLOWING QUESTIONS:**

1. During the pilot period, about how many agency referrals have you usually been making per week? Include all referrals whether recorded or not. (See cover sheet for explanation of referral)

   _____ / week (enter number)

2. About how many referrals have you been making per week for which you do not fill out a referral slip?

   _____ / week (enter number)

3a. What are the types of referrals for which you do not fill out referral slips? _____

   _____

3b. If you have been making referrals but not filling out referral slips- why not? _____

   _____

4. When you now make referrals, how confident are you that you are making referrals to the proper agency?

   1. Always confident
   2. Usually confident
   3. Sometimes confident
   4. Rarely confident
   5. Never confident
   6. Can't judge, don't know
   7. Never make referrals

5. Do you feel that referring residents to social service agencies should be a legitmate part of your job?

   1. Definitely yes
   2. Yes
   3. Perhaps
   4. No
   5. Definitely no
   6. Don't know, no opinion

6. In your opinion, how effective are social service agencies in dealing with police referred clients?

   1. Very effective
   2. Effective
   3. So-so
   4. Ineffective
   5. Very ineffective
   6. Don't know, no opinion

7. In general, how do you feel that the pilot project was run?

       1. Excellent
       2. Good
       3. So-so
       4. Poorly
       5. Very poorly
       6. No opinion
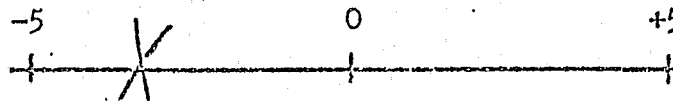
8. In general, do you feel that your clients were properly taken care of at the agencies?

       1. Definitely yes
       2. Yes
       3. Yes and no, perhaps
       4. No
       5. Definitely no
       6. Didn't make any referrals
       7. No opinion

9. INSTRUCTIONS:

We would like to record your "gut" reaction to the following six agencies. Using a scale ranging from −5 (very negative feeling) to +5 (very positive feeling), place an "X" on the line where you feel that your reaction falls.

For example:

```
       -5                    0                 +5
    +----------/----------+------------------+
              /\
```

If you have a neutral feeling, use "O"; if you have no reaction at all, please indicate this by checking "no reaction".

Department of
Indian Work
(DIW)
```
       -5                   0                +5
    +--------------------+------------------+   [ ]  no reaction
     very                neutral           very       to this agency
     negative                              positive
```

Ebenezer Society
Surrogate
Function
```
       -5                   0                +5
    +--------------------+------------------+   [ ]  no reaction
     very                neutral           very       to this agency
     negative                              positive
```

Indian
Neighborhood
Club (INC)
```
       -5                   0                +5
    +--------------------+------------------+   [ ]  no reaction
     very                neutral           very       to this agency
     negative                              positive
```

Minneapolis Age &
Opportunity
Center
(M.A.O.)

-5 ——————— 0 ——————— +5 ☐ no reaction
very        neutral        very       to this agency
negative                   positive

Walk-In
Counseling
Center
(WICC)

-5 ——————— 0 ——————— +5 ☐ no reaction
very        neutral        very       to this agency
negative                   positive

Youth
Services
Bureau
(YSB)

-5 ——————— 0 ——————— +5 ☐ no reaction
very        neutral        very       to this agency
negative                   positive

10. During this pilot period (March-April, 1973), about how many referrals
per month did you make to the following agencies? (enter number)

_____/month DIW (Department of Indian Work)

_____/month Ebenezer Society – Surrogate Function

_____/month INC (Indian Neighborhood Club)

_____/month M.A.O. (Minneapolis Age & Opportunity Center)

_____/month WICC (Walk-In Counseling Center)

_____/month YSB (Youth Services Bureau)

11. Listed below are several situations which you may encounter on your
job. Although actual situations are more complex than suggested here,
please indicate which of the six agencies specializes in the problem
described. (Enter initial of agency in space provided; choose just
one agency per situation.)

_____ Adult Indian in need of
employment

_____ Old person unable to fix
own meals

_____ Pregnant woman, whose husband
has deserted, wants abortion
information

_____ Mother unable to deal with
child who is truancy-prone and
has a history of misdemeanors

| |
|---|
| DIW (Department of Indian Work) |
| ES (Ebenezer Society – Surrogate Function) |
| INC (Indian Neighborhood Club) |
| MAO (Minneapolis Age & Opportunity Center) |
| WICC (Walk-In Counseling Center) |
| YSB (Youth Services Bureau) |

_____ Indian youth on "bad trip"

_____ Old person threatened with eviction

_____ Indian involved in landlord-tenant dispute

_____ Old person who is unable to receive adequate medical treatment due to lack of transportation

_____ Disturbed youth who is dropping out of school

_____ Confused old person who is being committed to a nursing home by relatives
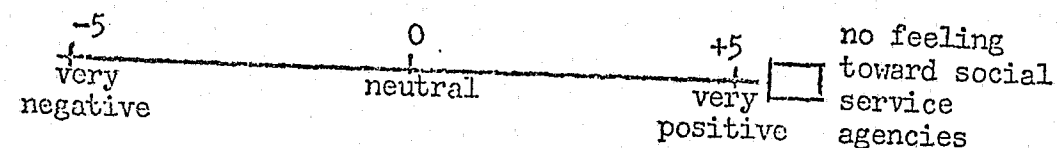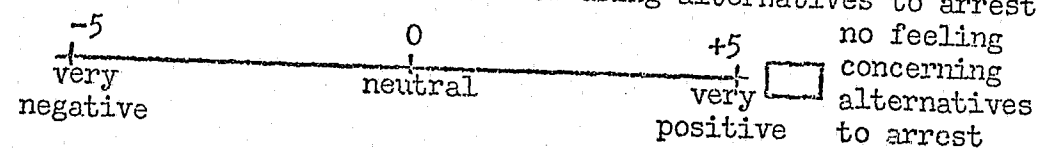
_____ Indian teenager who is threatening suicide

```
DIW (Department of Indian Work)
ES (Ebenezer Society-Surrogate Function)
INC (Indian Neighborhood Club)
MAO (Minneapolis Age & Opportunity Center)
WICC (Walk-In Counseling Center)
YSBB (Youth Services Bureau)
```

INSTRUCTIONS:

We would like to record your "gut" reaction to the following two questions. Using a scale ranging from -5 (very negative feeling) to +5 (very positive feeling), place an "X" on the line where you feel that your response falls.

For example:

```
-5              0              +5
|---------------|--------------|
very         neutral         very
negative                    positive
```

If you have a neutral feeling, use "0"; if you have no feeling at all, please indicate this by checking "no feeling."

12. Generally, how do you feel about the idea of using alternatives to arrest?

```
-5              0              +5      □ no feeling
|---------------|--------------|         concerning
very         neutral         very        alternatives
negative                    positive     to arrest
```

13. Generally, how do you feel toward social service agencies?

```
-5              0              +5      □ no feeling
|---------------|--------------|         toward social
very         neutral         very        service
negative                    positive     agencies
```

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14. What major comments have you concerning any of the following agencies? Include here both negative and positive comments. (If you have no comment, write "none" for that agency.)

DIW (Department of Indian Work)_____

_____

Ebenezer Society-Surrogate Function_____

_____

INC (Indian Neighborhood Club)_____

_____

M.A.O. (Minneapolis Age & Opportunity Center)_____

_____

WICC (Walk-In Counseling Center)_____

_____

YSB (Youth Services Bureau)_____

_____

Social Service Agencies in General_____

_____

_____

15. Now that the pilot period is over, what should be done with the project?

    1. Drop it entirely
    2. Keep it as a pilot in 660 a bit longer
    3. Go precinct-wide
    4. Go city-wide
    5. No opinion

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16. Did you get feedback reports on your clients?

    1. All clients
    2. Most clients
    3. Some clients
    4. Few clients
    5. No clients
    6. Made no referrals during pilot

17. How worthwhile were those feedback reports?

    1. Very worthwhile
    2. Worthwhile
    3. Not very worthwhile
    4. Have gotten no feedback reports
    5. Not applicable, have made no referrals during pilot
    6. No opinion

18. What agencies and/or types of agencies would you add to the referral project?

    _____

    _____

19. Which of the six agencies should be dropped?_____

20. How would you evaluate the referral training session held at Bryant station?

    _____

    _____

21. How would you improve the referral training session?_____

    _____

END