

A CASE STUDY OF AN ATTEMPT
AT CRISIS INTERVENTION PROGRAMING
IN LANSING, MICHIGAN

Thesis for the Degree of M. S.
MICHIGAN STATE UNIVERSITY
MARK DAVID METZGER
1974

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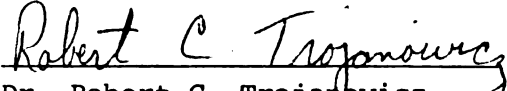
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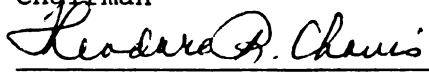
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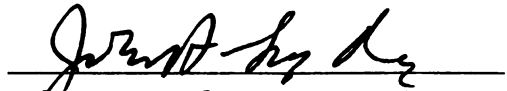
The College of Social Science
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In Partial Fulfillment
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ABSTRACT

A CASE STUDY OF AN ATTEMPT AT CRISIS INTERVENTION PROGRAMING IN LANSING, MICHIGAN .

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Purpose

Police officers are often requested to intervene in crisis situations and other social problem situations. Inherent in such interventions is a need for delivery of some type of social service. Police departments do not usually have access to appropriate social resources to adequately resolve the social problems to which they are requested to respond. The social resources exist within the community yet there often is a weakness in the level of cooperation between the police department and the social resources.

This study resulted from an attempt by interested citizens to improve social agency cooperation with the police. The interest group involved was assisted by the writer in designing and attempting to implement a crisis intervention program in the Lansing Police Department.

Methodology

The method utilized in the synthesis of the crisis intervention program was adapted from the Normative

Sponsorship Theory. This theory was developed by Dr. Christopher Sower, Professor of Sociology at Michigan State University. Additional adaptation was based on work done in Normative Sponsorship by Robert C. Trojanowicz, Associate Professor of Criminal Justice at Michigan State University.

The participants in the planning of the crisis intervention program were identified leaders of the various social agencies in the Lansing area and representatives of the Lansing Police Department. The project also received support from the Michigan State University School of Social Work. These "relevant systems" were brought into interaction by the work of a "technical assistance unit" comprised of Dr. Trojanowicz and the writer. This technical assistance was rendered by request over a ten-month period and is still in progress.

Results

The initial group developed into an organization capable of designing and implementing a viable program based on cooperation between the police department and the other social agencies of the Lansing area. The project produced a grant application currently under consideration for funding.

This undertaking clearly showed that social agencies and the police department can cooperate in a mutually beneficial

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manner. The problem of crisis intervention services was shown to be solvable by cooperative action induced by the Normative Sponsorship Theory.

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DEDICATION

To my wife, Cheryl whose sacrifice and support made
this work possible.

ACKNOWLEDGMENTS

I would like to thank the members of my graduate committee, Dr. Robert C. Trojanowicz, Mr. Theodore R. Chavis, and Mr. John A. Snyder for their friendship and guidance during the course of this study. I would also like to thank the Lansing Police Department, particularly Chief Thomas O'Toole, Assistant Chief Richard Gleason and Captains Martin Campbell, and William Cavanaugh for their support and participation in this undertaking. I am also grateful to the directors and staff of the social agencies in the City of Lansing, and to the local Chapter of the National Association of Social Workers, whose cooperation made this study possible.

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Chapter 1

INTRODUCTION

Police departments are often criticized for their responses to various types of situations. Although they receive criticism, very few citizens or groups of citizens offer solutions to the problems to which police must respond. This problem is most acute in the area of police response to social problems. The separation of responsibilities concerning social service and police work has lead to a separate system of goals and objectives for each agency concerned with their respective responsibility. Social service agencies have focused on social work. Police agencies have focused on law enforcement activities. In spite of this separation of responsibilities that characterize these agencies both can be viewed as having broadly defined common goals. It becomes problematic for police agencies when they are requested to deliver services in the social problem sector for which they have inadequate social resources. Perhaps nowhere is this as evident when a policeman responds to a call for assistance at the scene of a family disturbance. The need exists to connect the social problems brought to the attention of police departments to the appropriate social agencies that have adequate resources

to respond to the problem in a manner capable of producing an effective solution.

Police need social agency cooperation to properly respond to requests for service in the social problem area. Social agencies need police cooperation to identify and contact those persons who have the greatest need of social service. It was the recognition of this mutual need for cooperation and the desirability of the use of mutual resources, on the part of a group of citizens that resulted in this study and the program that it generated.

The purpose of this study was not only to view first hand the dynamics of innovative programming, but also to make such programming a reality.

This study was initiated by a request from the "Issue Group" of the local chapter of the National Association of Social Workers. Their request was for assistance in actuating some beneficial activity in the Lansing area. The Issue Groups members were social workers employed in various occupational roles, not necessarily active in a social work agency. All were affiliated with the N.A.S.W. and had knowledge of social work agencies in the area. They requested assistance from Dr. Robert C. Trojanowicz, an Associate Professor of Criminal Justice at Michigan State University, and the writer, Dr. Trojanowicz's graduate assistant, in discussing courses of action beneficial to the Lansing metropolitan area.

This study will trace the development of this initial interest group into a group capable of developing a crisis intervention program designed specifically for implementation in the Lansing area. The model of community organization utilized in the development of this crisis intervention program was the Normative Sponsorship Theory, originated by Dr. Christopher Sower, Professor of Sociology at Michigan State University.¹ This thoery is described in Section III of Chapter 2, the Survey of Literature. The first section of Chapter 2 focuses on the organizational aspects of police departments in relation to cooperation with other social agencies. The second section examines some of the attempts at achieving this needed cooperation, as described in the professional literature.

Chapter 3 describes the evolution of the crisis intervention program, its structure, and the rationale for its design.

Chapter 4 is an analysis of the program, its current impact on social agencies and its projected impact should it be funded and implemented.

Conclusions, suggestions and comments on this program and other possibilities are presented in Chapter 5.

¹Christopher Sower, et al., Community Involvement, Glencoe, Illinois: The Free Press, 1957. See also Robert C. Trojanowicz, Juvenile Delinquency, Concepts and Control, Englewood Cliffs, New Jersey: Prentice-Hall, Inc.), 1973, 290-304.

Chapter 2

SURVEY OF LITERATURE

LACK OF COOPERATION

Police agencies have traditionally been called upon to provide many social services to the community. With the appearance of social agencies that had as objectives and goals the provision of social service, the police concentrated on their own unique goals and objectives. Unfortunately, the demands for police delivery of social services still remains at a high level. The resulting problem is that police are expected by the community to deliver services for which they have no resources to provide solutions.

The problem is based in the early development of the police function and continues to be an area of police ineffectiveness. Dr. Victor G. Strecher cited John J. Flinn's History of the Chicago Police to give the problem an historical perspective.²

Chicago - 1870's "The first beating Hubbard ever got was in protecting a woman named Murphy, who lived on Emerald Street, . . . from her brutal husband. He had pulled the fellow off, and was struggling on the floor with him, when the wife deliberately locked the door, put the key in her pocket, and then, seizing a heavy stove-lifter, began beating the officer over the head. The arrival of the man on the next beat . . . alone saved Hubbard's life."¹

¹Flinn, John J., History of the Chicago Police, 353, in Victor G. Strecher, The Environment of Law Enforcement: A Community Relations Guide (Englewood Cliffs, New Jersey: Prentice-Hall, 1971), 96

²Ibid, 96.

This anecdote exposes the puzzling and dangerous elements of social service as it applies to the police function. Strecher notes that although service problems of police have changed, many of the problems of social service that existed in colonial times continues to exist. Victimless crimes, juvenile offenses, family disturbances, and other social problems are major concerns in the present. These problems with their enigmatic and dangerous structure confront policemen every day. Strecher explodes the myth that there was a time when police were primarily "crime fighters" and goes on to explore what changes in societal attitudes toward police and advancing technology have done to alter the police function. These changes have altered the environment of the problems but have done little to alleviate them. In fact, due to these changes some of the problems have actually increased the difficulty of resolution.³

At present, the difficulties concerning police resolution to social problems can be discussed in terms of the relationships that exist, or fail to exist, between police and other social service agencies. Obviously, the problem of police ineffectiveness in providing adequate resolutions to family crisis situations and other social service situations which come to their attention

³Ibid, 29-66.

are as varied as the problem situations themselves. John Clark found that part of the problem was police isolation from other social agencies. He states that the causes of this isolation are varied, but important causal factors of isolation included an unwillingness on the part of the police and social agencies to interact concerning official matters. This unwillingness was attributed to conflict in operational ideologies, lack of professional respect, and ignorance of other agencies' operations.⁴

From Clark's study one can conclude that it is necessary to establish a viable link between police and other social agencies so that information in one profession can be available to personnel in the other to increase the possibility of cooperation. In another study with Edward Haurek, Clark further demonstrated that the ideological clash, as perceived by police and social workers, increased police avoidance of interaction with social agencies.⁵

Despite the differing perceptions and ideologies of social workers and police, there exists substantial evidence that their goals and objectives coincide to a great

⁴John P. Clark, "Isolation of the Police: A comparison of the British and American Situations," The Journal of Criminal Law, Criminology, and Police Science, Vol. 56, 1965, 313-315. See Also: Thomas F. Christian, "The Perception of Social Agency Personnel Toward the Police: A Study Conducted in Muskegon, Michigan, unpublished Master's Thesis, MSU, 1971, 22.

⁵Edward Haurek and John P. Clark, "Variants of Integration of Social Control Agencies," Social Problems (Summer, 1967), Vol. 15, No. 1, 46-60.

extent. Police officers spend much of their time in "social work" roles, such as settling disputes between married couples, neighbors, and other interpersonal conflicts. The policeman has to decide whether an arrest for a minor offense will actually help the individual and society.⁶

Police departments respond to the difficulties inherent in the police function in a variety of ways. James Q. Wilson describes three styles of police functioning. In the watchman style the maintenance of order is the primary concern. This style emphasizes that, when necessary, order is to be maintained at the cost of law enforcement as service delivery. The legalistic style emphasizes order maintenance by technical law enforcement. This produces conflict when police are confronted by situations that cannot be adequately resolved by law enforcement action. The service style of police functioning is less likely to attempt order maintenance by arrest or by limitation of service. The police officer in this style is concerned with resolving the situation in such a way as to deter or prevent a future reoccurrence. This style can lead to selective enforcement directed against

⁶President's Commission on Law Enforcement and Administration of Justice, The Challenge of Crime in A Free Society, A Report (Washington, D.C.: United States Government Printing Office, 1967), 162.

individuals that the officer perceives as likely to be non-responsive to his efforts at resolving a problem permanently.⁷ This style of police response is ineffective in achieving its goals and objectives as the police have no resources indigenous to the department that can provide resolution. A study by Elaine Cumming et al., indicates that although approximately fifty percent of the total calls for assistance received were requests of a personal or interpersonal nature, the police have little interaction with social agencies and some police agencies feel that social agencies are irrelevant to police problems and functioning.⁸

This situation is particularly vexing in light of the report by the President's Commission which noted that problems involving marital disputes, family difficulties, mental health, and personal assistance make up the majority of requests for police intervention. They added that these requests rarely result in or would be resolved by arrest, prosecution, and formal legal sanction.⁹

⁷James Q. Wilson, Varieties of Police Behavior (Cambridge, Massachusetts: Harvard University Press, 1969), 140-225. See also: Frank J. Remington, "The Role of Police in a Democratic Society," Journal of Criminal Law, Criminology, and Police Science, Vol. 56, 1965, 361-365.

⁸Elaine Cumming, Ian M. Cumming and Laura Edell, "Policeman as Philosopher, Guide and Friend," Social Problems (Winter, 1965) 276-286.

⁹Presidents' Commission, op. cit., 91. See also: Remington, op. cit., 362.

If one accepts the proposition that part of the police function is order maintenance, and that to maintain order the police need to respond effectively to situations of a socially problematic nature, then a case may be made for a sharing of police and social agency goals and objectives. Amitai Etzioni cites Levine and White as defining interaction between agencies as a voluntary activity which has consequences or anticipated consequences relative to their respective goals and objectives.¹⁰

The objectives and goals of police departments and social agencies are shared to a certain extent in the social problem area. Both desire a reduction of social problems. The police desire a reduction in social problems to maintain order, the social agencies have a commitment to reduce social problems as a stated goal of their organization. William Reid perceives the shared goals and objectives as fostering mutual provision of resources for their attainment. He defines this as "complementary resources." He agrees with Clark that unique agency goals lead to isolation.¹¹ Haurek and Clark infer that by increasing the interaction between social agencies, including

¹⁰Amitai Etzioni, "New Directions in the Study of Organizations and Society," Social Research, 27 (1960), 223-238.

¹¹William Reid, "Interagency Cooperation in Delinquency Prevention and Control," Social Service Review (1964), 355-367.

the police, their mutual esteem will increase making future interaction possible with less difficulty.¹²

Further evidence of the need for agency cooperation is provided by Jesse Rubin. He states that:

Policemen are untrained to intervene in family fights: they have no medical background; they have few links with the medical, welfare, and social-service resources in the community; and they have no real power to act (short of arrest) in many citizen disputes.

He also notes that this inability to perform effectively has a deleterious affect on the officer's perception of his job and his ability to perform it.¹³

The existence of demand for police functioning in social problem areas, their isolation from social agencies, and the resulting situation of being forced into responding to social problems with inadequate information and training, has other consequences. Morton Bard discussed the need to expand the policeman's repertoire of responses to crisis situations. He paralleled Hans Toch in his belief that inappropriate response to crisis situations on the part of the police can exacerbate violence in those situations.¹⁴

¹²Haurek and Clark, op. cit., 44-60.

¹³Jesse Rubin, "Police Identity and the Police Role," in Robert F. Steadman (ed.), The Police and the Community, (Baltimore and London: The Johns Hopkins Press, 1972), 27-28.

¹⁴Morton Bard, "Introgenic Violence," Police Chief, XXXVIII, 1 (January, 1971), 16. See also: Hans Toch, Violent Men: An Inquiry into the Psychology of Violence (Chicago: Aldine, 1969).

Rhoda Michaels and Harvey Treger, in commenting on social work in a police department, lent additional support to the need for cooperation when they observed that cooperation between police and other social agencies produces results that cannot be obtained by the action of either police or social agencies acting separately.¹⁵

Attempts at promoting cooperation between the police and other social agencies have substantial support in the literature, however, recognizing the need for cooperation and some of the obstacles to it, does not make cooperation a reality. In the following section attempts at cooperation through joint effort and training, relative to resolving crisis situations and social problems, will be examined.

ATTEMPTED SOLUTIONS

Various attempts have been made to facilitate cooperation between police and social agencies in the area of crisis intervention. Morton Bard initiated a project in New York City designed to allow police to interact with social agencies in the resolution of family crisis situations. Bard developed an intensive training program which has a goal of training selected volunteers from the New York

¹⁵Rhoda A. Michaels and Harvey Treger, "Social Work in Police Departments," Social Work, 18, 5 (September, 1973), 67. See also: Christian, *op. cit.*, 19-27.

City Police Department as specialists in family crisis intervention. The one month intensive training program was given to eighteen officers who were then assigned to a selected test precinct. The officers were to perform general police work in an assigned area, and were also directed to respond to any family crisis calls received in the entire precinct. The officers performed crisis interventions and provided referrals to appropriate social agencies located in the area. This technique of combining general police work with a speciality specifically trained for by the officers, became known as the "Generalist-Specialist" approach to crisis intervention response.¹⁶

Bard's primary conclusions were that police can intervene effectively in family crisis situations. The danger to the officers and to the persons involved in the crisis situation can be reduced by effective intervention. The police can be instrumental in identifying persons in need of social service in the community. Bard also showed that police and other social service agencies can collaborate in an effort to resolve social problem situations.¹⁷ Bard placed heavy emphasis on the training of police. His project in New York City produced programs in other large-city police departments.

¹⁶Morton Bard, Training Police as Specialist in Crisis Intervention, U.S. Department of Justice, Law Enforcement Assistance Administration, National Institute of Law Enforcement and Criminal Justice, (United States Government Printing Office, Washington D.C., 1970).

¹⁷Ibid., 34-35.

Louis Radelet studied a crisis intervention program in Oakland, California. This program was very similar to Bard's New York City Project. The significant differences concern training and length of service in the program. The Oakland program utilized an in-service training program rather than the intensive one-month program used in New York. Officers assigned to crisis intervention met frequently for discussion sessions throughout their tours of duty with the program. Officers in the New York Program were committed to the program for two years. Officers in the Oakland Program, to avoid assignment difficulties and promotional problems, were assigned to the program for six months. Oakland instituted intensive follow-up of case dispositions while New York did not.¹⁸

Radelet also described a crisis intervention program in Dayton, Ohio. The Dayton program utilized the generalist-specialist model developed by Bard. The program listed three major goals: (1) The decentralization of the police function; (2) The improvement of police attitudes; and (3) Increased responsiveness to neighborhood concerns. The Dayton program is an attempt to revive the neighborhood policeman and to equip him with the skills necessary to perform effectively in this differing perception of police functioning.

¹⁸Louis A. Radelet, The Police and the Community: Studies (Beverly Hills: Glencoe Press, 1973), 281-284. See also: Bard, op. cit.

The Dayton program is directed at reducing police precipitated violence. Radelet mentions Hans Toch as giving additional support to this goal.¹⁹

The training program for the Dayton crisis intervention program was developed by Harvey Barocas and Myron L. Katz. They cite Gerald Caplan as defining a crisis situation as a situation wherein an individual cannot solve his present problem by customary means. This can produce an increase in tension, anxiety, panic, and inability to function, or can produce violent activity. The potential for change is greatly increased in this type of situation and assistance at this point can be highly effective. Barocas and Katz recognize that the policeman is called upon to provide a variety of therapeutic functions without sufficient support from community resources. They support the idea that policemen cannot be turned into social workers and psychiatrists, but can be trained to be effective in the area of crisis intervention. They also cited Hans Toch's study which, in part, examined police precipitated violence.²⁰

¹⁹Ibid., 319-325. See also: Hans Toch, op. cit.

²⁰Harvey Barocas and Myron L. Katz, "Dayton's Pilot Training Program," Police Chief, XXXVIII, VII (July, 1971) 20. See also: Bard, "Introgenic Violence," op. cit. and Gerald Caplan(ed.), Prevention of Mental Disorders in Children: Initial Explorations (New York: Basic Books, 1961), 7.

Barocas and Katz also identified three problem areas that they felt deserved mention. The police officers in Dayton resisted the training initially because they felt they were being trained as social workers not as policemen. This role identity confusion had to be counteracted early in the training. The response to crisis intervention calls was perceived by policemen as demanding too great a cost in time. Pressure to respond to other radio calls aired during a crisis intervention had to be reduced. The institution of a crisis intervention program created inter-departmental conflict at the command level, as the command officers felt they had not been involved in the planning of the program. They felt the program represented outside interference in the department and was a drain on departmental funds and manpower.²¹

A training program for police officers in Richmond, California was initiated by Louren G. Phelps, Police Chief of Richmond, Jeffrey A. Schwartz, and Donald A. Liebman. This program took the generalist-specialist training model and applied it to the entire patrol division of the police department. The decision to train the entire division was based on four considerations. The department wished to avoid the elitism that a special unit can promote. It was felt that since all officers occasionally make crisis

²¹Ibid., 22.

interventions, they all should receive specialized training. The department was unwilling to take specialists out of the regular promotion and duty scheme. It was recognized that police-community relations are largely dependent upon police response in crisis situations. The department did not wish to risk a mishandled crisis situation. An additional benefit of standardizing training for all officers is the relative ease with which such training could be incorporated into an existing police training academy program, thereby, protecting the crisis intervention program from attrition of trained officers by retirement, promotions, and reassignments. In training recruits in crisis intervention techniques, the department is assured an adequate supply of trained personnel and an improvement in overall performance in crisis situations with a minimal addition of costs.²²

A similar program which was developed from the Richmond program was instituted in the cities of Bellevue and Issaquah, Washington. The training utilized video tape vignettes and role playing by officers to train them in crisis intervention techniques. The training emphasized

²² Louren G. Phelps, Jeffrey A. Schwartz, and Donald A. Liebman, "Training an Entire Patrol Division in Domestic Crisis Intervention Techniques," Police Chief, XXXVIII, VII (July, 1971), 18. See also: Marvin R. Braunstein, "Crisis Intervention Training Working for Police Officers," Crime Control Digest, VII, XXXXI (October 12, 1973), 4.

minimizing the danger in a crisis situation. It also contained training on restoring calm to a crisis situation and effective interviewing in crisis situations. Training on negotiating a reasonable resolution for the involved parties and referral techniques were also emphasized. The final evaluation data is not collected, however, the preliminary results show promise.²³

NORMATIVE SPONSORSHIP

The normative sponsorship theory is a theory of community organization developed by Dr. Christopher Sower, a Professor of Sociology at Michigan State University. This theory produces a process by which the normative values, beliefs, goals and objectives of community organizations or systems can be assessed by other community organizations or systems. These organizations or systems can be police, social agencies, interest groups, or citizens. By assessing the normative values, beliefs, goals and objectives of these organizations or systems, programs can be designed and initiated that can be sponsored by the community elements involved.²⁴

The first step in normative sponsorship is the identification of relevant interest groups or "relevant systems." These relevant systems represent the elements

²³Ibid, 4-5.

²⁴Christopher Sower, et al., Community Involvement, (Glencoe, Illinois: The Free Press, 1957).

to be incorporated into the planning of the program. The relevant systems are complimented by a technical assistance unit. The technical assistance unit is not considered a relevant system. It is a neutral external source of coordination and research. The use of technical assistance differs from traditional "expert" consultation as the experts are seen as having no committment to the community. They are often perceived as dictating programs to the community to further their own ends. Technical assistance as conceived in the normative sponsorship theory is seen as merely coordinating the process and suggesting alternatives upon request. Technical assistance is given only upon request and is withdrawn after specific assistance is rendered. This prevents the program design process from becoming dependent upon the technical assistance and allows the group involved to develop their own contacts with resources in the community. Decisions concerning program design must be made by the relevant systems.

After identifying the necessary relevant systems the leadership of the relevant system interested in the problem for which a program is being considered is identified. This leader will represent the relevant system's norms, goals, and beliefs in the normative sponsorship process. Indentification is accomplished by recognizing persons who are active and respected in their organizations or systems.

The leaders of the relevant systems are brought together to exchange information and ideas about the problem to be acted upon. The varying perceptions that each system has of the other systems present are expressed by their respective representatives. It is important to produce an atmosphere conducive to a free exchange of dialogue and ideas which results in an ability to define causes of the problem.²⁵ Self-interest on the part of the relevant systems should not be discouraged. It is important for all the relevant systems to recognize that solution to a particular problem is mutually beneficial. The role of the technical assistance advisor is to manage these meetings so that all relevant systems will have an opportunity to participate in the discussions and to feel included in, and important to, the process of normative sponsorship.

The next stage in the process is the delineation of areas of consensus and dissensus. This can be done by use of a matrix of perceptions for the participating relevant systems. Sower cautions users of the method not to be overly committed to the collection of information. The information sufficient for the clarifying of the

²⁵For additional information on how to construct this atmosphere see: Rensis Likert, New Patterns of Management, (New York: McGraw-Hill Book Company, 1961), 162-177.

different relevant systems is all that is necessary. Pre-occupation with information manipulation leads to an encumbrance of the process.²⁶

Once the areas of consensus and dissensus have been delineated and are known to the relevant systems, program design can begin. Any program alternatives that expect the support of the relevant systems have to be within the parameters established by the areas of consensus. The basic program should be normative to all the relevant systems. Some modification may be necessary to neutralize areas of conflict. If the process has been followed an atmosphere of cooperation should allow remaining differences to be resolved in an amicable fashion.

After implementing a program design acceptable to the relevant systems, contacts between the program and the systems should be maintained. These contacts allow updating of the program, input for program modification, and increase overall efficiency procluding obsolescence.²⁷

Sower defined four principles upon which normative sponsorship is based. The first is cultural lag. This principle states that obsolescence of an organization or system is due to an inability on the part of that organization

²⁶Christopher Sower, "Updating Outdated Organizations: The Normative Sponsorship Theory," unpublished paper, Michigan State University, 1967, 15.

²⁷Robert C. Torjanowicz, Juvenile Delinquency, Concepts and Control, (Englewood Cliffs, New Jersey: Prentice-Hall, 1973), 294-304.

or system to keep up with new conditions. Change is essential to be current in meeting the development needs of modern societies.

The second principle concerns the eventual displacement of organizations or systems which fail to meet new conditions. This failure to respond results in the loss of support for the organization or system by the intellectual community. This loss of support is the first sign of displacement. The displacement of an organization or system can be accomplished by a gradual updating and innovation on the part of the organization or system being displaced. The alternative method of displacement is one of growing conflict, sudden contest, and collapse of the organization or system.

The third principle involves the generation of pressure upon an organization or system by either the sources of input or the users of output of the organization or system. Examples of this pressure can be seen in the refusal of consumers to purchase the goods and services of an organization (output) or in the refusal of financial sources to fund continued operation (input).

The fourth principle is that change will encounter less opposition from an organization or system if it can be sponsored within the norms of that organization or system.²⁸

²⁸Christopher Sower, "Updating Outdated Organizations: The Normative Sponsorship Theory," op. cit., 6-8.

Sower describes the action sequence of normative sponsorship as having four elements. Convergence of interest is necessary for the action to take place. There must be individuals motivated to take some action even if the motivation is self-serving. It is through convergence of interest that the establishment of an initiating set is accomplished. A group is formed that is concerned with initiating an action process. This group must have good communication among member and common goals must be established. The goal becomes the "charter" of the initiating set. The charter of the initiating set must be acceptable to enough members of the larger community so that goals can be sponsored and legitimized by those persons whose support is essential to the attainment of the goal. If these steps are accomplished they result in the establishment of an execution set which mobilizes community resources. This entire process results in the fulfillment of the "charter".²⁹

Research conducted about organizations can lead to the design of workable innovations. If these innovations are presented to the target organizations without violating the customary ways of initiating action, the social scientist can predict the probability of whether the organization will sponsor the change, reject it, or have no response.³⁰ In the

²⁹Christopher Sower, et al., Community Involvement, op. cit., 308-314.

³⁰Christopher Sower, untitled handout, Michigan State University, 1974.

case of the latter two alternatives, Sower recommends redesigning the innovation and re-examining the organization prior to another attempt at sponsorship.³¹

One final concept of normative sponsorship deserves particular attention. The concept of challenge is more desirable than conflict. Innovations which create conflict polarize the interest groups creating greater distance between the various interest groups. Opposition to the innovations can gain support when conflict is present. Conflict precludes the cooperative atmosphere required to identify areas of concensus. Challenge promotes involvement and commitment while allowing the opportunity for opposing factions to cooperate. This promotes identification and development of the areas of concensus.³²

The use of normative sponsorship has many applications in the field of criminal justice. It is particularly applicable to the development of community programs, prevention programs, and agency cooperation.³³

³¹Christopher Sower, "Designing and Testing Innovations with Organizations and Communities," unpublished paper, Michigan State University, April 8, 1974.

³²The elements of normative sponsorship presented in this section were developed by Dr. Robert C. Trojanowicz as adapted from the work of Dr. Christopher Sower, unless otherwise noted. See: Robert C. Trojanowicz, Juvenile Delinquency, Concepts and Control (Englewood Cliffs, New Jersey: Prentice-Hall, Inc., 1973), 290-304.

³³For a discription of the utilization of the normative sponsorship theory in community organizations as it applies to criminal justice see: Thomas F. Christian, "The Organized Neighborhood, Crime Prevention, and the Criminal Justice System," unpublished Ph.D. dissertation, Michigan State University, 1973.

The literature reveals problems in the areas of cooperation, coordination, isolation, and communication. Attempts have been made to address these difficulties. The next chapter will describe the effort to establish a crisis intervention program utilizing the concepts of the Normative Sponsorship Theory.

Chapter 3

EVOLUTION OF THE PROGRAM

PROGRAM FORMULATION

Initial Meetings

As previously mentioned in Chapter 1, the initial action was taken by the "Issue Group" of the local chapter of the National Association of Social Workers (N.A.S.W.). They requested "technical assistance" from Dr. Trojanowicz and the writer. This request was made at a luncheon meeting between three representatives of the Issue Group, Dr. Trojanowicz, and the writer. It was decided that the role to be assumed by the technical assistance unit (Dr. Trojanowicz and the writer) would be to help coordinate efforts for beneficial action in the Lansing area. Another meeting with the entire Issue Group and other interested persons was scheduled at a later date.

At the meeting which followed an effort was made to identify a problem area that was of concern to the group members present. After some preliminary discussion two possible areas were identified, juvenile delinquency and crisis intervention. A decision was reached that additional research in these areas should be undertaken to discern which of these, if either, could benefit most from the group's action. Research and information gathering on the part of

the technical assistance unit indicated that an agency in Lansing was striving to become a full youth service bureau for the Lansing area. It was also found that there was some activity in crisis intervention but that little of it was at the public agency level. Police participation in a coordinated crisis intervention effort was at a very low level.

At the following meeting of the group the information gathered by the technical assistance unit was presented and found to coincide with information other members of the group had received. A program in operation in Wheaton, Illinois was mentioned by one of the participants.¹ This program was operated by the local police department. The decision of the group was to research crisis intervention programs that involved police departments and discuss the possibilities of such a program at the next meeting. This following meeting was distinguished as it was the last meeting which was held by the initial group and the technical assistance unit. At this meeting the social resources of Lansing were assessed. It was found that Lansing was well endowed with social service agencies. These included family counseling agencies, youth agencies, private and semi-private agencies, and a relatively strong community mental health

¹Rhoda A. Michaels and Harvey Treger, "Social Work in Police Departments," Social Problems, Vol. 18, No. 5, September, 1973, 67.

program. Lansing also was proximate to Michigan State University which has schools of Criminal Justice and Social Work. Subsequent meetings were to be attended by "leaders" (as defined by Normative Sponsorship)² representing relevant systems³ deemed necessary to any further planning action.

The Sponsoring Set

After this final meeting of the Issue Group the technical assistance unit contacted leaders of the relevant system identified as necessary for further action. These contacts resulted in the first meeting of the "initiating set", that group capable of initiating action as defined by the Normative Sponsorship process.⁴ This meeting was attended by representatives of the N.A.S.W. Issue Group, representatives from the major community social service agencies, and two command officers from the Lansing Police Department. Representing the M.S.U. School of Social Work was the Director of Graduate Placement.

This meeting was held on "neutral territory", an apartment house recreation room, to indicate that none of

²See Chapter 2, Normative Sponsorship. See also: Robert C. Trojanowicz, Juvenile Delinquency, Concepts and Control (Englewood Cliffs, New Jersey: Prentice-Hall, 1973), 296-297.

³Loc. cit.

⁴Christopher Sower, et al., Community Involvement, (Glencoe, Illinois, The Free Press, 1957), 309.

the relevant systems represented was enjoying a favored position. The site is also mentioned to emphasize the neutrality of the technical assistance unit.

This meeting was the most crucial in terms of normative sponsorship as it was the first "face to face" meeting between the representatives of the various relevant systems. Success in future planning efforts depended upon cooperation at this meeting.

Due to the important nature of this meeting, the technical assistants made an effort to contact all the representatives that were to be in attendance prior to the meeting. The purpose of these contacts was to communicate the importance of candid, open discussion with the other representatives that were to be present. This additional effort by the technical assistance unit proved to be beneficial as the meeting was characterized by meaningful interaction.

The primary purpose of the meeting was to allow the representatives of the various relevant systems to discuss their perspectives of the other relevant systems present. The goal of this discussion was to identify areas of consensus and dissensus concerning possible problems that could be acted upon by the group. The purpose of this identification is to establish parameters within which agreement on problem areas and possible solutions can be

reached. This meeting was characterized by the differing perceptions on the part of the social work community and the police department. At the conclusion of the meeting each of these parties was in agreement on the need for a coordinated crisis intervention program and each knew the desires and concerns of the other. It was unanimously decided that the technical assistance unit would attempt to design a program within the established parameters of consensus and would keep all the relevant systems informed of its progress. When a design was completed it would be submitted to each interested group for their approval. If the design were satisfactory the representatives would recommend agency sponsorship of the proposal. In terms of the Normative Sponsorship Theory, the meeting was a success. The initial group had developed from an interest group to an initiating set. The initiating set found it had convergence of interest and had culminated in being a sponsoring set, with the necessary relevant systems included to plan and support innovative crisis intervention programming.⁵

THE PROGRAM DESIGN

The task of designing a program consistent with the normative value structures of the participating relevant

⁵Ibid., 308-311. See also: Robert C. Trojanowicz, op. cit., 294-302.

systems was delegated to the writer. After examining the existing attempts at crisis intervention programming, it was possible to construct a continuum of crisis intervention programs. This continuum was based on the level of officer training required to have such a program. Programs patterned after Morton Bard's Generalist-Specialist⁶ training fell toward the high end of required officer training in crisis intervention. Programs which depended upon outside agency assistance required a low amount of officer training in crisis intervention. The Lansing Police Department voiced a strong commitment to officer training based on two considerations. The first was that all officers are called upon to perform crisis interventions. Secondly, the training involved in crisis intervention is applicable to other situations in which an officer may be involved. The prime concerns in these two considerations are officer safety and overall effectiveness.⁷

The social agencies were willing to cooperate, however, they all expressed a desire to support and participate in the program without altering their existing organizational structures or schedules. This presented a problem

⁶ Morton Bard (pamphlet) Training Police as Specialists in Crisis Intervention, U.S. Department of Justice, Law Enforcement Assistance Administration, National Institute of Law Enforcement and Criminal Justice, United States Government Printing Office, Washington, D.C., 1970.

⁷ Richard Gleason, Assistant Chief, Lansing Police Department, personal communication, November 14, 1973.

since at the times when their resources were needed, they were not normally in operation. The nine o'clock to five o'clock, Monday through Friday work week does not coincide with the incidence of crisis situations and requests for other social problem assistance. The police department is open twenty-four hours per day, 365 days per year. A solution to this difficulty seemed to be in utilizing the police department as the primary linking mechanism between the police officers on the street and the social service agencies.

Goals and Objectives

The overall goal of the program was agreed to be the enablement of police officers to effectively intervene in crisis situations with a capability of providing a lasting solution to the difficulty. Subgoals contingent to the attainment of this overall goal included:

1. An improvement of police service in the social sector by operationalizing the integration of the socio-legal component of police work with the social sector of the community.
2. A reduction in the percentage of repeat calls for police service to chronic crisis situation addresses, and reduction in the percentage of repeat calls for police service to persons involved in crisis situations and other social problem situations.
3. An increase in the level of officer safety while responding to crisis intervention and social problem requests.

4. An improvement of the relationship of community social service agencies to the police department, and an increase in the reciprocal and cooperative responsiveness of those agencies and the police department to the community's needs.
5. A reduction in the level of juvenile delinquency by providing early identification of potential delinquents and immediate counseling and/or referral services before delinquency petitions to juvenile court are necessary.
6. A general improvement in police officer effectiveness in responding to social situations.
7. A decrease in total officer time spent in resolving crisis situations and other social problems as the problems that could not be readily solved by the officer's intervention would be resolved by a social resource available to the officer.
8. The establishment of meaningful evaluative measures and collection of baseline data by which the actual benefit and effectiveness of the program could be evaluated.

These goals were approved by all the relevant systems expected to sponsor the program designed to attain them.

The organizational structure of the program took its design from the need for services, the level of competence required to effectively deliver those services, and the time that the services were required. Originally the program was to be staffed by five full-time master's level social service workers. They were to be assisted by part-time professional level students from Michigan State University. This staff was to be located within the police department headquarters. One of the full-time master's level workers was to be designated as the project supervisor. He was to

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be responsible to the project director who was to be a member of the police department command staff. Training of the officers was to be coordinated by the project supervisor utilizing a training program package to be purchased from a west coast consulting firm. The current program structure is essentially the same, however, the training is to be done in a different manner.

The number of full-time master's level social workers remained at five as this is the minimum number that can provide adequate coverage during the times when most crisis situations and social problem situations occur. The professional level students will be hired on a part-time basis, however, provisions have been made to accomodate students working on a volunteer basis for practicum credit at Michigan State University. The project director and project supervisor positions remain unchanged. The greatest alteration in structure concerns training of the police officers.

The Mid-Michigan Training Academy, located at Lansing Community College, had received funding for an interpersonal communications course designed to improve police officers understanding of social phenomena and how it relates to the police function. This academy serves all of the police departments in the vicinity of Lansing, including the Lansing Police Department. The technical assistance unit approached the directors of the Mid-Michigan Training

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Academy with the purpose of utilizing their planned interpersonal relationship training course as a possible substitute for an outside training package. After considering the desirability of a crisis intervention training program, it was found that additional training focusing on crisis intervention would be a gross duplication of the interpersonal relationship training course. It was agreed that the Mid-Michigan Training Academy would accommodate the relatively minor alterations necessary to train the Lansing Police Department in crisis intervention. This was a major step toward initiating a crisis intervention program in Lansing for a variety of reasons. The west coast consulting firm was too busy to accommodate the Lansing training within the desired time frame. The Mid-Michigan Training Academy had the facilities to accomplish the training and was an accepted training instrument for the Department's officers. The Academy could provide training to all the metropolitan area departments should the Lansing program be desired by them. The cost of the training would be minimized by the combination of effort. The Lansing Police Department had already committed its officers to the interpersonal relationship training, and by accomplishing the crisis intervention training at the same time, was spared the manpower loss and expense of additional training. The project supervisor would provide a short orientation session

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to Lansing officers to relate the training received in the inter-personal relationship course to the crisis intervention program.

At this point the program had goals, objectives, tentative procedures, an organizational staff structure, and a viable source of training. During the program design the need for funding had been considered. The program was originally written as a federal grant request. This was supported by the participating relevant systems and each drafted a letter to support the grant request. The grant is a request to fund the crisis intervention program as a unit of the Lansing Police Department. In keeping with the wide range of services expected from this proposed unit, it was named The Police Social Service Unit. The proposed unit is to function as a short-term counseling and referral agency assisting police officers in the resolution of crisis situations and other social problems encountered by the police officers during their tours of duty. As a departmental unit it will be available during the times of greatest need, providing assistance to officers and referral of clients as necessary to produce lasting solutions to social problems. The personnel are to be professional non-sworn employees of the police department. The unit will have on-scene assistance capability as well as short-term referral capability.

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Emphasis on Officer
Training

This program differs from previous attempts at crisis intervention programming in a variety of ways. It was designed according to the desires of the community agencies and the police department within the area of consensus between these participating relevant systems. It emphasized both police training and professional assistance. It utilizes the existing social resources specific to the Lansing area. It embraces many other social problem areas other than crisis intervention.

It is possible to put The Police Social Service Unit in a table, classifying some of the attempted solutions to the problem of crisis intervention and related social problems.

Emphasis on Officer Training	HIGH	Morton Bard's NYC Project Dayton, Ohio: Crisis Intervention Program	Police Social Service Unit: Lansing, Mich. (Projected)
	LOW	Oakland, Calif. Crisis Intervention Program	Wheaton and Niles Illinois: Social Work in Police Departments
LOW		Emphasis on social work in police departments. HIGH	

Program Evaluation

The 1974 Comprehensive Plan for Criminal Justice and Law Enforcement for the State of Michigan lists five evaluation factors as being desirable for the evaluation of crisis intervention programs. They are: (1) Subjective evaluation by line personnel; (2) Compare delivery of service before and after; (3) Identify procedural improvements; (4) Number of training hours conducted; and (5) subjective evaluation by supervision.⁸

It was the intent of the writer to meet and exceed, where possible, these minimum evaluative standards. The evaluation plan for The Police Social Service Unit program is designed to establish a collection of baseline data by which the program could be accurately and objectively evaluated.

During the preparatory phase of the project the project staff will collect the following data:

1. The number of repeat calls to crisis situation addresses and persons will be tabulated. This will allow comparisons and assessment of decrease or increase in the number of contacts made by police before and after the project. This comparison of the number of contacts necessary to resolve a crisis situation or other social problem is an important factor in evaluating the effect of the project.

⁸1974 Comprehensive Law Enforcement and Criminal Justice Plan, Office of Criminal Justice Programs, Lansing, Michigan, 1974.

2. The actual percentage of total calls received by the police department represented by crisis situation and other social problem calls will be computed. This information is to be used in conjunction with other evaluative measures to determine the actual magnitude of the problem.
3. The amount of time spent by officers in resolving social problem and crisis intervention situations will be collected before and during the project. This evaluative tool will allow a computation of a reduction or an increase in the efficiency of the police in responding to crisis situations and other social problem calls. This⁹ measure is also applicable to a cost-benefit analysis.
4. The number of assaults, injuries, and deaths incurred by police officers during crisis intervention and other social problem situations before and after the project will be compiled. This measure will provide an evaluation of officer safety.
5. The number of juvenile contacts and the number of repeat juvenile contacts will be recorded. This data allows an assessment of the impact of the program on juvenile delinquency.
6. A comparison of the number of juvenile court petitions for delinquency before and after the project will be made. This will render a measure of the program's impact on delinquency in regard to severity.
7. A job satisfaction instrument will be given to police officers before and after the project. This will determine if an improvement in job satisfaction and self-image is a result of the project.
8. A comparison of the rate of officer turnover in the department will be made as a further measure of officer job satisfaction.

⁹See Thomas K. Glennan Jr., "Evaluating Federal Manpower Programs: Notes and Observations," in Peter H. Rossi and Walter Williams (eds.), Evaluating Social Programs (New York: Seminar Press, 1972), 204.

These before and after measures will be analyzed with the knowledge that other factors unrelated to the project may have an effect on them. These factors will be isolated or compensated for if possible.

In addition to the other recommended evaluative measures stated in the State Plan, the following evaluative methods will be employed:

1. Clients who are contacted by The Police Social Service Unit will be interviewed for their evaluation of the project.
2. Police officers will be interviewed to gather their evaluation of the project.
3. Feedback on the project will be collected from the community agencies to get their evaluation and provide input for program modifications and improvements.

All evaluative measures will be analyzed by the project staff and the police department to assess the project's total impact and success. This analysis will be available to interested parties and participating agencies to help improve the total program.

IDEOLOGICAL AND PRAGMATIC CONSIDERATIONS

Comparison of Cities With Crisis Intervention Programs

In designing The Police Social Service Unit an attempt was made to benefit from previous programs, and to adapt desirable qualities of those programs to the Lansing area.

The desirability of police training in crisis interaction has been demonstrated by the New York City project and other projects patterned after it. The need for social work professionals has been demonstrated by projects in Wheaton and Niles, Illinois. The Police Social Service Unit attempts to incorporate the advantages of both types of programs. The psychological theories utilized in these two approaches maintain validity in their utilization in The Police Social Service Unit. The design of the unit recognizes the openness to change which occurs in crisis situations, and seeks to preserve this openness to change for social service professionals to capitalize on it.

In designing a program for the Lansing area, the differences between the cities where other attempts at innovative programming have been undertaken and the Lansing area must be considered. New York City has a high population density, and uses a precinct system of police organization. New York City also has a large department capable of compensating for the absence of officers assigned to training. These characteristics are peculiar to large city police departments.

The police departments in Wheaton and Niles, Illinois are characterized by comparatively small police departments. They have a central police station, a relatively small number of officers, and a low population density in comparison

to a large city. Consequently, extensive training of officers is impractical since they cannot spare the required number of men long enough for extensive training to be accomplished. They cannot isolate a test precinct because the police department is not organized in that fashion. The low population density does not generate enough requests for intervention in crisis situations to justify the cost of training a special crisis unit. The social work component within the police department is adequate to meet their demands for social service.

Lansing operates on a district system with a central police headquarters. It has a moderate population density dispersed throughout an average geographic locale. The number of officers in the Lansing Department is large enough to accomodate a modicum of training, but too small to spare enough men to man a special unit specifically trained in crisis intervention. Lansing cannot justify the cost of extensive training in terms of manpower or dollars. In short, Lansing falls between large cities and small cities in its police department resources. Recognizing this fact led to the hybrid program design that utilizes a relatively short training course coupled with the use of trained professionals in social service.

Another consideration is the availability of social resources in the community. Large cities have a wide variety

of social agencies, many with twenty-four hour emergency service. Small cities often have limited social services available, and only at specific times. Lansing has a variety of social services but only two with twenty-four hour emergency capability.

The problem of staff personnel was another consideration in designing the program. Staff positions represent a major portion of the cost of crisis intervention programs which establish social service components, whether they are within police departments or not. Lansing is fortunate to have a major university in its vicinity. In utilizing professional level students on a part-time basis from the Schools of Social Work and Criminal Justice at Michigan State University, the total staff cost will be significantly reduced. Using other students as volunteers receiving practicum course credit also minimizes staff cost while keeping case handling capability at a high level.

The ideological framework of The Police Social Service Unit is consistent with the theoretical support for other crisis intervention programs. The utilization of this support and available social resources is specific to the Lansing Police Social Service Unit.

The Lansing Police Social Service Unit

The differences in the perception of the program design between the police department and the social service

agencies had to be accommodated in the structure of The Police Social Service Unit. Both the social agencies and the police department were unable to accept radical changes in their operations. Compromise became a valuable tool in designing a program within the normative structures of these agencies. The police department was agreed upon by the relevant systems to be the logical primary agency. The police officers were the crucial actors in crisis situations and other social problem situations. An effort at enhancing their capabilities in these areas was seen as being best conducted by the police department. The department also possessed the physical facilities to house the program. Hence, the unit is to be a component of the department. The police department also has both functional and administrative responsibility. These pragmatic considerations also supported the thinking that the police department should be the primary agency for the project.

The social service agencies agreed to support the police effort by attempting to minimize the delay in servicing referrals made to them by The Police Social Service Unit. This was an important concession as it would be futile to try to deliver service to clients long after the crisis had passed. The social agencies could not, however, alter their procedures to such an extent as to make social services available whenever the department required them.

This reality lends additional support to having professionals on hand at the police department to deliver immediate counseling prior to referral when necessary. This availability also allows the professional social service workers to deliver short-term treatment to those clients who do not need referral to an outside agency. This flexibility in treatment and referral not only decreases outside agency caseloads resulting from the project, but also gives the unit a broader range of problems that it can act to solve.

The basis thrust of the program design is to utilize the proven advantages of crisis intervention programming and also add capabilities that appear to be desirable in this type of program. The design accommodates the limitations for change inherent in the police department and social agency structures.

POLITICAL OBSTACLES

Maintaining an Agency Base

The Normative Sponsorship Theory originally was concerned with organizations at the neighborhood, citizen level. The utilization of it in designing The Police Social Service Unit was at the agency level. This was necessary as crisis situations, which occur at the citizen level, are dealt with at the agency level. The problem exists not with the fact that citizens have crises, but exists in the

methods and resources available to the agencies that respond to those crises. In organizing agencies some interesting obstacles arise.

The first obstacle is one of agency jealousy. This results from the fact that realistically one agency has to have the majority of control over the program. In this case it is the police department. Often, to avoid this agency jealousy, a new agency is created. This results in duplication of administrative structure and increases the drain on the community resources. In the development of The Police Social Service Unit this obstacle was circumvented by using Normative Sponsorship. The agencies agreed prior to the establishment of the program design to support the program based in the police department, hence, this type of agency jealousy was eliminated without the waste inherent in creating a new agency. Another form of agency jealousy was eliminated by the use of the Normative Sponsorship process. Any agency that was aware of the planning that was in process was afforded the opportunity to have input into the planning of the program. This eliminated any "stealing of thunder" from one agency by another. The informal communication network that exists between social service agencies resulted in virtually all of them being aware of the program being planned. This awareness resulted in a very broad secondary support base. A secondary support base

consists of those agencies and interest groups aware of the program who were satisfied with it to the extent that they felt their particular input was not necessary for the program to be supported by them. One difficulty with this open type of planning process is the time that it consumes in allowing input from a large number of agencies. Obviously, not every agency can be included in the actual program planning. However, resistance to the program can be minimized by making the planning as open as possible. The use of Normative Sponsorship at the agency level in conjunction with open planning help to assure support from a broad agency base.

Funding

A second major political obstacle is one of funding the program. The sponsoring set decided that the most feasible method of funding the project was with a federal grant. The police department, as a unit of local government, qualified as a potential grant recipient. None of the relevant systems had the necessary manpower resources to undertake the drafting of a federal grant request. The writer, in the role of a technical assistant, produced a grant application for The Police Social Service Unit project. This is only the first step in the funding procedure. The application must be approved as a formality at the police

department command level. It then goes to a review committee for the city of Lansing which processes it for City Council approval. If the application is approved by the council it proceeds to a regional committee who must also approve it. It then is submitted to the State for final approval and funding. Unfortunately, this process presents two major difficulties for The Police Social Service Unit's funding. The city and regional stages of the funding procedure involve political entities. This results in the application being viewed somewhat politically rather than strictly on the need for the program and its specific merits. The other difficulty is in the time consumed in the reviewing process. The long delay erodes the enthusiasm of the relevant systems. This problem can be countered to a certain extent by the technical assistance unit. The technical assistance unit must maintain contact with the relevant systems to keep their interest and support of the program from wanning with the passage of time.

At present The Police Social Service Unit grant application is in the reviewing stage. If it is not funded the program design will undergo radical change, perhaps to the point of dissappearance.

The evolution of the program was primarily the result of the Normative Sponsorship process. It was also influenced by indigenous social service resources, organizational

structures, political considerations, and funding availability. These undeniably result in a less than perfect program design. A "perfect" program design would depend upon the perspective from which it was viewed. A program that was perfect from one perspective may be seen as unworkable from another. Normative Sponsorship works to balance these varying perspectives resulting in a program that no one views as perfect, yet all relevant systems view as workable. The Police Social Service Unit program is still only a possibility, however, should it become a reality it will receive support from a wide range of sources and should prove to be a definite asset to the community.

Chapter 4

ANALYSIS OF THE PROCESS AND PROGRAM

Concurrence and Communication

The development of The Police Social Service Unit did not progress in a strictly orderly fashion. The utilization of the Normative Sponsorship process allows for the rate of development in some areas to exceed the rate of development in other areas. An illustration of this is shown by the late entrance of the Mid-Michigan Training Academy as a relevant system after the basic program design had been synthesized. Much of the program and its support developed in a concurrent manner relative to other areas of development. Each step in the process exposed new areas of activity and indicated inclusion of agencies that were not represented relevant systems at the start of the project. This late entry of agencies can be accommodated by the Normative Sponsorship process much more easily than by other community organization and program planning methods. The rates of development in areas of programming are influenced by the quality of communication inherent in the sponsoring set. Effective communications within the sponsoring group and between the sponsoring group and contacts outside the group facilitate secondary support. The quality of group communications also allows effective involvement

of later entering relative systems. An effective technical assistance unit must keep the various channels of communication open to facilitate program planning and development. During the planning of The Police Social Service Unit the weakest channel of communication was between the Regional Planning Commission and the sponsoring group. This occurred because of staff changes which occurred in the Planning Commission during The Police Social Service Unit planning process. Considerable effort is being spent by the technical assistance unit to correct this communication deficiency.

Limitations of the Matrix Method

In developing The Police Social Service Unit the method of developing a matrix to define the areas of consensus was not employed. The reason for this was the relative simplicity of the perceptions to be clarified. Although the relative systems represented a broad range of services, there existed only two basic perspectives to be analyzed, the police perspective and the social work perspective. The area of consensus between these two viewpoints was the area to be isolated and discussed. Not all programs will enjoy this advantage, and a knowledge of the matrix method should prove valuable. The construction of a matrix to illustrate the area of consensus between only two

perspectives would result in a loss of respect for the technical assistance unit by appearing preoccupied with diagrams and incapable of utilizing rather simple data to delineate the area of agreement. It is a good policy, however, to construct a matrix when many different types of relative systems are being analyzed or when the various organizational structures of many relevant systems are being examined.

The matrix development, or the analysis of areas of agreement when the matrix method is not employed, will also expose the areas of self-interest which provide motivation for participation. The motivation provided by self-interest can be positive and should not be discouraged. Emphasis on self-interest will develop more cooperation than its discouragement.

Group Pressure

No one, especially an identified leader in a relevant system, desires to appear incompetent or uncooperative in a group setting. This fact can have a positive or negative effect on the Normative Sponsorship process. During the meetings between relevant systems, particularly the first one, there exists a pressure to cooperate with the group effort. If the appearance of cooperation is genuine there is no problem. If the cooperation is coerced by group pressure the process will be plagued by leaders reneging on commitments made during the meeting process. This

problem can be minimized by the technical assistance unit if it contacts the leaders of the relevant systems and emphasizes the purpose of the meeting. It is preferable to have the visceral perspectives dealt with in the meeting of the relevant systems. Attempts at delineating the true area of concensus out of the meeting setting are extremely difficult. Once a true area of concensus has been identified the group pressure can work to keep the relevant systems working toward workable solutions and productive compromise. In developing The Police Social Service Unit the members of the relevant systems were contacted and the need for candor was emphasized. The police department cooperated fully in the meeting setting and fulfilled the commitments made there. Had they not been contacted by the technical assistance unit, their cooperative appearance may have been a facade. This was also true of the other relevant systems. True convergence of interest cannot occur unless the meeting atmosphere is candid and open.

Open Planning

As previously mentioned, communication plays an important role in the Normative Sponsorship planning process. The communications generated by the sponsoring set have ramifications beyond the participating relevant systems. The result of this is feedback from agencies and interest groups not originally identified as relevant systems. This results

in three possibilities. The agency or interest group can become a late entry relevant system. This occurs when there is sufficient consensus for support but the relevant systems desire input into the program. The agency or interest group can provide secondary support where consensus exists and there is not desire for input into the program. The third possibility is a lack of consensus resulting in opposition to the program. This third possibility is minimized in two ways. The first is to attempt to identify possible agencies or interest groups who may oppose the program and incorporate them into the Normative Sponsorship process before the problem, and the program to respond to it, have been synthesized to any degree by the other relevant systems. The second method is to utilize compromises, acceptable to the participating relevant systems, to accommodate, and thereby neutralize, the opposition. If these fail, the program must demonstrate enough normative support to withstand the opposing pressure. Open planning has some hazards, however, the final program will enjoy much broader support if it is used. A limited planning approach may be more expedient but it isolates the program from its necessary support base. The Police Social Service Unit planning process utilized open planning to achieve its present normative support base.

Data Collection

The data generated by the operation of The Police Social Service Unit have two primary functions. The first is to provide an accurate monitor of the program's effectiveness in terms of accomplishing what it was designed to do. To accomplish this it is necessary to establish baseline data to provide information on the quality and magnitude of the problem. At present, little hard data exist on social problem phenomena. What data do exist have little usefulness in designing social programs. The data to be collected appear to have a relatively direct relationship to the phenomena that are to generate them. In conjunction with the evaluative uses of the data collected, the information gathered is to be used in modifying the program to be more effective in accomplishing its goals.

The second primary function of the data to be collected is to assess the impact of the project on areas tangential to the project. Information concerning the effect on other social agencies will be tabulated. Information concerning areas of police attitudes and police-community relations will also be a result of the project.

The Projected Impact of the Program

The projected impact of The Police Social Service Unit is quite far-reaching. It should increase the ability

of police officers to resolve crisis intervention and other social problem situations. It will increase the level of cooperation between social agencies and the police department. The project should benefit both officers and citizens, resulting in improved police-community relations. The overall efficiency of the department should increase, and police should spend less time in non-productive activity. Juvenile delinquency and domestic violence should be reduced. Police officer safety will be enhanced by the project. Social services will be given to those people who need them most as these people will be referred by police officers who are in a unique position to identify them. The result of these referrals will be an increase in the effectiveness of the social agencies. There will be other effects of the program that will be both positive and negative. The project may overload some social agencies. It may result in an increase in requests for police intervention to the extent that the police department becomes overloaded. These possibilities must be watched for, and responded to, before they impair the positive aspects of the program or the effected agency.

Current Impacts of the Project

The projected impact of the program will result from its implementation. There are, however, very real effects that have resulted merely from its planning. The need for

innovative programming in the social problem area has been recognized by the police department and the social agencies of the community. Various agencies and interest groups are now, not only aware of the problem, but have been exposed to a method of designing a possible solution. The perceptions of both the police department and the social agencies have been altered. This alteration of perceptions has resulted in freer communication between the police department and the social agencies which tends to promote an atmosphere of cooperation. The problem of police "isolation" has been acted upon with favorable results. This attempt at improving police crisis intervention capability has stimulated interest and discussion on the subject. This should result in an easier undertaking of alternative measures should the program not be implemented for lack of funding. The result of this attempt at planning and programming has a modicum of success even if the program fails to be implemented. The relevant systems involved and those systems that provided secondary support can take pride in the limited gains that have already been achieved in the area of crisis intervention and the resolution of social problems.

Limitations of the Study and Need for Additional Research

This study was conducted by the participant observer method. The writer, under the direction of Dr. Robert C.

Trojanowicz, rendered technical assistance to the various relevant systems involved in the planning and design of The Police Social Service Unit. The study itself was conducted only in the city of Lansing. The Normative Sponsorship Theory has been shown to be a viable organizing method in other cities. Since the study was of activity initiated in Lansing, the particular problems described may vary in similar attempts made in other cities. The use of the participant observer method, as opposed to limited observer or other more pure research designs, makes objectivity an orientation rather than a controlled variable. The participant observer method was used because the importance of developing the program and attempting to implement it was seen as more vital than a more research oriented method. The participant observer method also provided more exposure to the inner processes of program development than a more objective study design. For this reason this study should be viewed as a supportive undertaking, not as the definitive statement on community organization.

The use of Normative Sponsorship in this study was conducted at the agency level. The extent to which it is truly normative to the needs and demands of the community is relative to the degree to which the participating relevant systems reflect operation within their respective community support bases. The study was conducted at this level because

of the nature of the possible solutions to crisis situations and other social problems. The community generates the problems and situations but lacks the ability to resolve them. This has caused the appearance of professional social resources. It appeared to those involved that an improvement in those solutions must come from cooperation at the agency level and would not be assisted to a great extent by representation of citizens. It must be acknowledged that each relevant system is composed of persons who have a dual role in the community. They have their professional affiliation with their respective relevant systems and they are also citizens of the community. This also applies to the police officers who are to be involved in the utilization of The Police Social Service Unit should it become a reality. Admittedly, the citizen's role represented by the participants, is distinctly middle-class. These representatives are not isolated from other classes of persons due to the nature of their professions. Hence, their representation of the community is more reliable than a random middle-class representation would be. In these two ways, acknowledging the limitations, the degree of representation and the dual role of the participants, the community was represented in the program's formulation.

Additional research into the area of Normative Sponsorship is needed. The current study explores the

planning and design of a program utilizing Normative Sponsorship, yet no conclusive statements can be made concerning its success. The evaluative data need to be thoroughly analyzed before such statements are possible. Effective research would give information concerning the degree of success and further explanations as to why or why not such success was realized. This study generates at least two distinct research opportunities. An indepth analysis of the data to be collected by The Police Social Service Unit would be useful in clarifying the extent to which the program achieved its goals. This research should also give insight into the reasons for success or failure in the various goal areas. Research directed into the organizational aspects of the study would also be of significant value. An analysis as to the various reasons for participation by various relevant systems and a measure of the change in perceptions of various relevant systems as a result of the programs activity would also prove valuable. This type of research would either lend statistical support to the observations made in this study or discredit some of the assumptions made in this study. Either result would be beneficial to the criminal justice field as sound information and proven hypotheses are an asset to further attempts at innovating programming in any field.

Chapter 5

COMMENTS AND SUGGESTIONS

General Statements

As in many endeavors, once the project is near completion there are certain areas that would have been developed differently. The use of this hindsight at this point may prove beneficial to anyone who attempts innovative programming in the future.

Initially, there existed some interest in the project on the part of some political figures. This could have been utilized to greater advantage, however, interest in a project by politicians is unusually short-lived. They rarely have the time available to actively participate in program planning and implementation. Special consideration should be given to their participation in the form of communications to them of the progress and objectives of the project. Utilization of aides is probably the best method to employ. They cannot be assigned tasks to perform for the project because of the limitation of available time inherent in their occupation. Aides can be used as observers more effectively than as participants.

The work involved in researching a problem and potential solutions should be distributed among the participating relevant systems. In developing The Police Social Service

Unit the technical assistance unit took too much responsibility upon itself to do the background research. The problem with this was a lack of investment in terms of resources on the part of the participating relevant systems. This lack of investment makes the continuance of enthusiasm more difficult for the technical assistance unit. By increasing the involvement of the other relevant systems, the technical assistance unit insures continued participation in the project.

The technical assistance unit is aided in its contact making responsibility by receiving credibility from a recognized source. In this project the credibility stemmed from a reliance on Dr. Trojanowicz's reputation in the community and from the relationship of the technical assistance unit to the Michigan State University School of Criminal Justice. It would have been difficult to establish and maintain contacts necessary to the development of the program without the credibility lent to the technical assistance person by these relationships. The relevant systems received the technical assistance person quite well during the planning of The Police Social Service Unit because of the stature of the School and Dr. Trojanowicz. After initial contact the technical assistance unit can continue the Normative Sponsorship process with greater reliance on personality and competence. It is important for the technical assistance unit to maintain a neutral stance throughout

the planning process. The technical assistance person may be spoken to in confidence and the maintenance of this confidentiality is imperative. Confidential information may be used to direct efforts in a particular direction, but under no circumstances should the technical assistance unit indulge in inter-agency gossip.

In designing a project such as The Police Social Service Unit one will encounter at some time what may be termed "fringe resistance". In this project the fringe resistance came from a group who had decided to synthesize their own crisis intervention design. Upon contact with The Police Social Service Unit grant proposal they showed little inclination to cooperate with the program. This group was not a necessary relevant system. It became necessary to ignore their activity. This disregard for a group can only be sanctioned by the participating relevant systems. It should not be undertaken by the technical assistance unit alone as such action could be costly in terms of normative support. Disregard of such fringe resistance is an undesirable necessity when the planning process is near fruition and no other alternative is available.

In some relevant systems involved in a project there may appear to be a lack of interest after a period of time. This can be due to actual lack of interest or the interjection of other priorities. The technical assistance unit

must be able to empathize with the relevant systems if this situation should occur. During the designing of The Police Social Service Unit, the police department budget also had to be completed. Some of the other relevant systems thought that the police were losing interest in the project. What actually was occurring was a diversion of effort concerning the budget. Once this was adequately resolved, the police activity concerning The Police Social Service Unit increased to its former level. The technical assistance role demands that the technical assistance unit keep the other relevant systems informed as to why one system or another may appear to be reticent at a particular point in time.

The conclusions to be drawn from this study indicate that the Normative Sponsorship process is a viable method of producing workable innovative programs at the agency level. It can be used in areas other than crisis intervention programming, however, this was the application in this study. The elements of Normative Sponsorship are present in many other community organization designs. The use of Normative Sponsorship differs from other designs of community organization in that it allows a greater degree of flexibility and allows an accurate prediction of the level of support any program generated by such activity will have. These two attributes of Normative Sponsorship lend support to its use in the field of criminal justice which needs a planning

model capable of generating support from the divergent perceptions encompassed by the criminal justice system.

Specific Recommendations

As a result of this study the need for cooperation between the police and social agencies has been emphasized. If the project that resulted from this undertaking is not funded, some alternative measures should be considered. One possibility would be the creation of a position within the police department to assist officers in making appropriate referrals of potential clients to social agencies. This person would also maintain a general liaison between the social service resources and the police department to continue the relationship established by this planning effort. A second possibility would be the formation of a clearing house for police referrals established and maintained by the participating social agencies. Other possibilities could be identified by a continuation of the Normative Sponsorship process already established by this planning effort.

Regardless of the final form a possible solution might take, the problem area that is located within the area of consensus of the participating relevant systems, has been identified and demands a solution. This realization on the part of the participants involved makes the project a worthwhile undertaking.

APPENDIX

APPENDIX

EXPLANATION OF GRANT PROPOSAL

During the time frame of this case study a grant request was drafted by the writer. The grant is basically similar to the program design as described in Chapter 3 of this work. It has been revised from the grant request format for presentation in this study. The basic elements are presented, however, the details peculiar to grant requests have been omitted. The request is currently under review by the political entities involved in the funding process. Should the grant request receive funding, it will be on file at the Michigan Office of Criminal Justice Programs, Lansing, Michigan. The grant is titled "The Police Social Service Unit." It is to be administered by the Lansing Police Department. Letters of support submitted to the project have been included in this appendix.



FAMILY AND CHILD SERVICES OF THE CAPITOL AREA, INC.

State 102, 300 North Washington Avenue, Lansing, Michigan 48933 • Phone (517) 484-4151

June 24, 1974

TO WHOM IT MAY CONCERN:

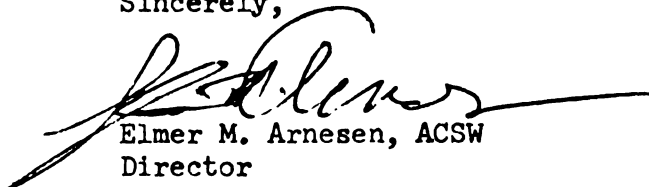
Family and Child Services of the Capitol Area, Inc., has been made aware of attempts to develop a crisis intervention program for the City of Lansing.

The concept of establishing a Police Social Service Unit within the Lansing Police Department sounds like a very progressive step and would receive our endorsement.

We as a family agency located in downtown Lansing have a capability to provide immediate service or comprehensive social services for families if referred by the Police Department.

We have a qualified counseling staff in addition to child welfare services which would enable us to respond to referrals from the Police Department. We are anxious for the program to begin and stand ready to receive referrals once the program begins.

Sincerely,



Elmer M. Arnesen, ACSW
Director

EMA/s



A FAMILY AND CHILD WELFARE AGENCY

SERVING ALL FAITHS

CATHOLIC SOCIAL SERVICES

300 N. WASHINGTON AVE. / SUITE 301
LANSING, MICHIGAN 48933 / PHONE 517/372-4020

April 10, 1974

TO WHOM IT MAY CONCERN:

Catholic Social Services of Lansing has viewed the proposed police social services unit with great interest. The potential of such a unit to diffuse intense emotional situations and to prevent greater tragedies is tremendous. Such a service to our community is needed.

Catholic Social Services of Lansing will be happy to cooperate in whatever way it can. At the present moment the agency has no funds to invest into the project, but will offer whatever expertise it has in order to assist.

Sincerely,


Rev. Richard J. Groshek
Interim Director

RJG/pb





YOUTH DEVELOPMENT CORPORATION

215 East Kalamazoo Street • Lansing, Michigan 48933 • Phone (517) 487-5046

LANSING MODEL CITIES PROGRAM

April 2, 1974

Chief Thomas O'Toole
Lansing Police Department
Lansing, MI

Dear Chief O'Toole:

Several weeks ago I met with members of Lansing-Jackson Chapter of the National Association of Social Workers on the subject of developing or improving the crisis intervention social service follow-up capacity within the Lansing Police Department. Since this meeting, there have been several discussions at the Lansing Subcouncil Planning Unit of this Tri-County Criminal Justice Planning Council concerning the need for such services. Being a member of the Subcouncil and social service agency that work very closely with the Lansing Police Department I am very much aware of the need for a program(s) to address this problem.

Bill Long, a member of the National Association of Social Workers, Inc., has sent me a rough copy of a proposal designed to address these needs. I am writing this communication to indicate the Youth Development Corporation's endorsement of the proposed program. The program if funded and implemented will surely fill a major gap in the services of our criminal justice system and simultaneously increase Lansing Police Departments capabilities in servicing the Lansing Community.

Sincerely,

H.W. Leavell
Executive Director

HWL:he

cc: Gary Acker,
Project Manager

SCHOOL OF SOCIAL WORK

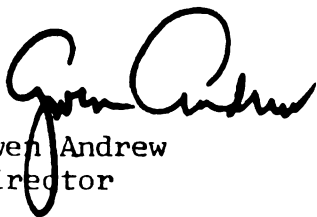
April 9, 1974

Chief Thomas W. O'Toole
Lansing Police Department
Lansing, Michigan

Dear Chief O'Toole:

We have participated in planning the project on law enforcement and social work and would like to indicate our support for it. We would plan to cooperate fully with it in its further development and implementation.

Sincerely,

A handwritten signature in cursive script, appearing to read "Gwen Andrew".

Gwen Andrew
Director

Community Mental Health Board

Clinton - Eaton -- Ingham

300 NORTH WASHINGTON SQUARE ★ COMMUNITY SERVICES CENTER ★ LANSING, MICHIGAN 48933 ★ PHONE 372-8270

JOSÉ J. LLINAS, M.D.
DIRECTOR
COMMUNITY MENTAL HEALTH

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RUDOLPH WILSON

April 4, 1974

Thomas O'Toole, Chief
Lansing Police Department
City Hall
Lansing, Michigan

Dear Chief O'Toole:

I have reviewed the proposal for the development of a police social service unit within the Lansing Police Department and over the past few months have been in communication with those developing the proposal. The proposal has been well thought through and, if funded, would greatly enhance, in my opinion, the law enforcement delivery system.

Our agency will stand ready to cooperate with the Lansing Police Department to assure that individuals served by your officers are properly and adequately treated upon referral and to cooperate in any other manner within our jurisdiction to help ensure that your social service unit will be a success if funded.

Sincerely yours,



Richard Cooper
Associate Director
Programs and Administration

RC:rlw

May 31, 1974

Chief Thomas O'Toole
Police Department
Lansing, MI

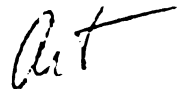
Dear Tom:

It has come to my attention that you are submitting a proposal for LEAA funding that calls for development of special training and service pertaining to family disturbance situations. I understand that the proposal is the result of joint efforts of your department, the Lansing-Jackson chapter of the National Association of Social Workers, and representatives of several other colleges and social agencies. I am told that Dr. Robert Trojanowicz of our staff has been involved in the effort.

I am delighted to note such collaboration in the designing of a project proposal that the school regards as eminently worthy of implementation. The pioneer work done by Dr. Morton Bard and his associates in New York City with specialized police training in dealing with family crisis is considered to be a prime example of progressive police organizational development. As you know, Bard's Model has been copied and expanded in other police agencies across the country, and I am pleased that the Lansing Police Department now seeks to move in this direction. Anyone familiar with urban police operations knows that family crisis is a major facet of resource allocation, as well as a significant area of danger to life and limb for officers. It makes sense to provide more effective training for officers to professionalize their handling of extremely difficult situations.

Please be assured that the school fully supports the principle of your proposal. Good luck in your presentation of the case for Federal funding.

Yours sincerely,



A. F. Brandstatter
Director

AFB:kk
cc: Wm. Long

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