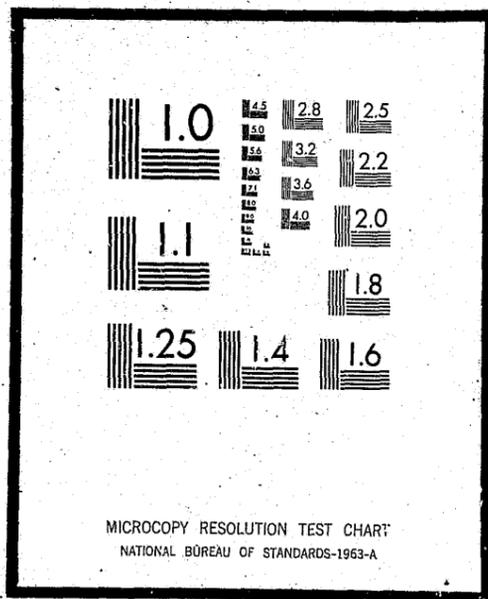


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\*FACIT\*  
FAMILY CONFLICT INTERVENTION  
TEAM EXPERIMENT

EXPERIMENTAL ACTION PROGRAM

Prepared for the  
City of Rochester  
and the  
Rochester Police Department

by the

ROCHESTER-MONROE COUNTY CRIMINAL JUSTICE PILOT CITY PROGRAM  
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Elizabeth Benz Croft, Director

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ABSTRACT

The Family Conflict Intervention Team (FACIT) Experiment is an action project, developed by the Rochester Police Department and the Rochester-Monroe County Criminal Justice Pilot City Program, addressed to providing more effective methods for handling family conflict situations. A survey of the calls for service received by the Rochester Police Department indicate that approximately 9% of these calls -- over 20,000 per year -- involve interpersonal disturbances. An analysis of police data also indicates that approximately 41% of all homicides occurring in Rochester are the result of family problems, 24% of the arrests for assault occur as the result of family problem calls, and 42% of the assaults on police officers occur while the officers are answering disturbance calls. Further, an analysis of police data indicate that a large proportion of disturbance calls -- approximately one-fourth -- are from "repeaters".

The proposed Family Conflict Intervention Team (FACIT) Experiment involves training police officers in special techniques for handling conflict situations, acquainting them with relevant programs and resources in the community, and establishing mechanisms for referral of conflict situation clients to appropriate programs and agencies. Additionally, in one experimental area the trained police will be provided with the services of a multidisciplinary support team. The support team will provide a link between police identification of the problem and the subsequent follow-up and following-through on referrals of family conflict cases to appropriate treatment agencies within the community.

The experiment will be placed in a rigorous evaluation framework enabling an assessment of its effects. The specific effects anticipated include a reduction in the rate of crisis recidivism among families coming to the attention of the police, the development among police officers of skills to intervene in conflict situations without the use of force and without eliciting violence against themselves, a decrease in the frequency of resorting to the use of force or to the arrest of parties in a conflict situation, and an improvement in the attitudes of police officers regarding their capacity to manage conflict situations.

In June, 1974, the Law Enforcement Assistance Administration awarded \$276,963 in discretionary funds to the City of Rochester for implementing the 18-month FACIT project.

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Publication #20  
Action Program #7

I. Goals

Problem

The significance of the role of the police as the conflict managers in family disturbance situations has been the subject of increasing interest to both police administrators and social scientists. For many of the families involved in conflict situations, the police provide the only 24-hour social service available, giving the police a conflict intervention potential unparalleled by any other agency.

Although a police department's mandate is law enforcement, it has been estimated that a majority of police activities, sometimes as much as 80%, involve incidents of a non-criminal nature. Documentation of such figures is difficult. Although non-criminal incidents are recorded by police departments, they are seldom included in crime statistical reports.

In order to analyze police activity in Rochester, with attention focused on non-criminal functions, the Law Enforcement Management Resource Allocation System (LEMNAS) was employed. LEMNAS is an IBM computer package currently used by the Rochester Police Department to record and analyze functional allocation of police manpower. It makes available information such as date and time of call, type of call, and outcome of every call received by the police department. Designed primarily for administrative use, it can be easily adapted to statistical analysis of non-criminal calls. LEMNAS data from 9/1/71 to 5/3/72 were examined to obtain information about interpersonal conflict situations in Rochester during that

period.<sup>1</sup> Some interesting data about police functioning in interpersonal conflicts were obtained from the available information.

As shown in Table 1, in the eight-month sample period, the Rochester Police Department received 153,436 calls for service. Approximately 22% of the total calls involved criminal incidents. The remaining calls (78% of the total) included administrative, service, and order maintenance calls. Order maintenance calls numbered 57,528 or 37% of

TABLE 1  
2  
Calls for Service : LEMRAS 9/1/71 to 5/3/72

Type of Call	Number in Sample	Percent
Order Maintenance (Disturbance)	57,528 (13,800)	37% ( 9%)
Service	61,226	40%
Criminal	33,671	22%
Administrative	1,011	1%
TOTAL	153,436	100%

<sup>1</sup>Unfortunately, a full year's data was not available for analysis because the LEMRAS program was discontinued from 5/72 to 10/72 to allow for needed system changes. Although LEMRAS data is being recorded currently, it has not, as yet, been computerized to allow for statistical analyses. A hand tabulation of data for the month of January, 1973, indicated that interpersonal conflict situation calls were occurring at at least the same rate as in January, 1972.

<sup>2</sup>These are gross figures and have not been adjusted for calls where people have gone on arrival, patrol was unable to locate complainant or victim, no cause, assignment cancelled, and call involved assisting another unit. A review of the data indicates that adjustment for these factors does not alter the distribution of calls among the categories.

total calls. Included in the order maintenance category were 13,800 event code 81 calls -- the "disturbance" category which includes calls for family trouble, neighbor trouble, tenant trouble, and noisy party. All of these but the last involve problems of an interpersonal nature, which may be suitable for the application of conflict management techniques. These "disturbance" calls account for approximately 9% of all calls received by the police.

Calls of an interpersonal disturbance nature are time consuming not only because of the sheer number of such calls occurring, but also because of the time spent for each call. According to LEMRAS, the average time expended for a disturbance call is 21 minutes; this time is increased to 23 minutes when the case is referred to Family Court. A further increase to 31 minutes per call occurs when an arrest is made and additional personnel must be utilized to process the arrest. In 2,734 or 29% of the cases, the call was serious enough to require a back-up car, expending even more police man-hours.

Family trouble situations are potentially dangerous and sensitive areas for the persons involved in the conflict. "The significant fact emerges that most murders are committed by relatives of the victim or persons acquainted with the victim."<sup>1</sup> The FBI's Uniform Crime Reports (UCR) for 1972 show that 24.3% of all criminal homicides (nationwide) involved members of the same family. An additional 7.1%

<sup>1</sup>L. Patrick Gray III, Crime in the United States (Washington, D.C., 1971), P. 9.

of the homicides were the result of romantic triangles or lovers' quarrels.<sup>1</sup> Of those homicides which did not include family members, 41.2% resulted from arguments. In most of these cases, the persons participating in the arguments were acquainted prior to the fatal act.<sup>2</sup> UCR shows that the aggravated assault rate for cities the size of Rochester is 353 incidents per 100,000 persons. "Most aggravated assaults occur within the family unit, and among neighbors or acquaintances. The victim-offender relationship as well as the nature of the attack makes this crime similar to murder."<sup>3</sup> In 1972, in Rochester, 29 homicides occurred. Forty-one percent of the 24 cases solved were the result of family problems. Out of 237 arrests for assaults made in January, 1973, 24% occurred as a result of family problem calls.

Family troubles also present a serious potential danger to the intervening police officer. Nationally, from 1963 to 1972, approximately 13% of the law enforcement officer homicides occurred as a result of response to disturbance calls.<sup>4</sup> This is the third largest category of all killings of police officers, when broken down by activity at the time of the killing.

The 13% figure takes on greater significance when one realizes that the "preoccupation with danger is an important element of the

<sup>1</sup>Clarence M. Kelley, Crime in the United States (Washington, D.C., 1972), P. 9.

<sup>2</sup>Grey, III, op. cit., P. 9

<sup>3</sup>Kelley, op. cit., P. 10.

<sup>4</sup>Ibid., P. 42.

police officers' working personality."<sup>1</sup> In the two highest activities of police homicide over the last ten years -- while attempting arrest (25%), and robberies in progress (20%)<sup>2</sup>-- the police officer anticipates violence -- "... weapons are drawn, gunfire is expected, and the issues are clear. But when he walks into a room where a fight is under way, ... the possibility of danger makes the patrolman suspicious and apprehensive. To those fighting, ... the patrolman seems 'hostile' or 'edgy', and if, as is often the case, the citizen has no intention of attacking the officer, he sees the patrolman as 'unjustifiably' suspicious, hostile, or edgy. If the citizen then shows his resentment, the officer is likely to interpret it as animosity and thus to be even more on his guard. Both sides may be caught in an ascending spiral of antagonism."<sup>3</sup>

There is little evidence that anything is being done to alleviate this problem. In fact, the FBI Uniform Crime Reports for the United States (1972) stated that "criminal homicide is largely a societal problem which is beyond the control of the police," Because of the magnitude of the problem, this attitude cannot be taken; new methods of prevention and intervention must be designed, using the police in cooperation with other social agencies.

In Rochester, in the first six months of 1973, approximately

<sup>1</sup>James Q. Wilson, Varieties of Police Behavior (New York, New York, 1972), P. 20.

<sup>2</sup>Kelley, op. cit., P. 45.

<sup>3</sup>Wilson, op. cit., P. 20.

42% of the 53 assaults on police officers occurred while the officers were answering disturbance calls.<sup>1</sup> Data indicate that in Rochester there is no specific action taken that would alleviate the recurring problem of family trouble calls.

As shown in Table 2, a review of disturbance calls for the sample period indicates that approximately two-thirds were informally "adjusted" at the scene, that some 4% resulted in arrest, and slightly over 7% were referred to Family Court or a social agency. This small percentage of referrals suggests that few viable alternatives may be available to the police in handling most conflict situations.

TABLE 2

Police Action Taken on Disturbance Calls  
LEMNAS 9/1/71 to 5/3/72

Conflict Informally Adjusted at Scene <sup>2</sup>	65.5%
Police were Unable to Respond to Call <sup>3</sup>	14.8%
Recommended Family Court or Social Agency	7.5%
General Report Submitted on Conflict	4.4%
General and Arrest Report Submitted on Conflict	4.1%
Civil Case - No Police Action or Referred to Another Jurisdiction	<u>3.7%</u>
TOTAL	100.0%

<sup>1</sup>Rochester Police Department, UCR Report - Assaults on Police Officers. January through June, 1973.

<sup>2</sup>Includes the action codes of: subjects agreed to desist, subjects dispersed or sent on their way, services rendered and matters adjusted.

<sup>3</sup>Includes the action codes of: unable to locate complainant, no cause, gone on arrival, and assignment cancelled.

That present police options for handling conflict situations have little impact on alleviating basic problems seems to be supported by the fact that a large proportion of disturbance calls are from "repeaters." LEMNAS data for the eight-month sample period indicate that of the total number of addresses responded to for disturbance calls, 33% had two or more calls -- and nearly one-fourth of this multiple-call category involved five or more calls. In other words, of all calls in the disturbance category, 22% were from addresses having "five or more calls." <sup>1</sup>

Police personnel recognize that intervention in interpersonal conflict situations is a routine police function. This paper has shown that approximately nine percent of the calls received for police service in Rochester involve disturbance, or conflict, situations. It has been further indicated that there is a substantial proportion of repeaters involved in disturbance calls. This high rate of repeat calls from clients with "chronic" family troubles, coupled with the fact that only a small proportion of clients are referred to other agencies for assistance, suggests that the traditional methods being employed by the police are largely ineffective.

Not only does the present system of delivering services have little impact on resolving the family conflict situation, but statistics

<sup>1</sup>In some instances, one "address" may be used for a unit housing two or more families. A review of the 465 addresses having five or more disturbance calls in the eight-month sample period indicated that 322 different families at these addresses had five or more disturbance calls, with the remainder having one to five calls.

also suggest that it has little impact on de-escalating the immediate conflict situation. In Rochester, approximately 41% of homicide arrests and 24% of assault arrests stem from family conflict situations. Further, approximately 42% of the assaults on police officers occur at family conflict scenes. This danger potential of family conflict situations is attested to by the fact that, in most cases, police respond with two men or two police cars.

Part of the problem appears to be lack of adequate training in intervention techniques necessary for handling interpersonal conflicts. Neither the recruit nor in-service training program at the Rochester Police Department includes any specific course on handling family conflict situations. Another part of the problem appears to be the lack of viable alternatives available to the police in responding to the situation. The evidence suggests that they may not be aware of the referral resources within the community, and even if they are aware of such resources, there are no mechanisms for follow-through on cases. The evidence also implies that even where arrests are made, the complainant usually drops the charges the following day, suggesting that traditionally available law enforcement options are not acceptable to, or are not chosen by, participants in interpersonal conflict situations.

Thus, the police are faced with a potentially dangerous conflict situation in which they may be ill-equipped in appropriate intervention techniques, have a limited variety of alternatives for resolving the situation, and receive minimal feedback regarding the

impact of the action taken. Not only may the police officer be faced with a frustrating recycling of the same family conflict cases, but even where his action may have assisted in alleviating basic problems, he will not necessarily be aware of it or receive any type of recognition from the police system. With all its shortcomings, the fact remains, however, that the police provide the only twenty-four hour conflict intervention service available, and that they are the only agency physically and legally equipped to handle the violence often associated with such situations.

#### Proposed Project

The proposed Family Conflict Intervention Team (FACIT) will address itself to providing more effective methods for handling family conflict situations. The experiment will constitute a two-pronged intervention effort, with each component structured so as to enable a rigorous evaluation.

One component of the project, which we will call the Trained Police Team, will be built upon crisis intervention projects previously conducted in the United States. Essentially, this component will involve training police officers in special techniques for handling conflict situations, acquainting them with relevant programs and resources in the community, and establishing mechanisms for referral of conflict-situation clients to appropriate programs and agencies.

This approach substantially parallels that of previous family crisis intervention projects, as first developed in 1967 by Dr. Morton Bard for the New York City Police Department and subsequently resulting

in similar projects in several other police jurisdictions.<sup>1</sup> The Trained Police Team component of the proposed FACIT project will incorporate those elements common to other conflict intervention projects: namely, extensive training of police in intervention techniques; the use of consultants experienced in both police work and intervention techniques to assist the police in developing the training program; and the use of modern teaching and training methods, such as video-taped open-ended dramatic skits of family troubles, performed by professional actors, with police officers intervening and subsequently critiquing the various techniques used, etc. The project also calls for training of the police in the types of programs and services available in the community which might be appropriate to client needs, and developing procedures for the referral process.

As with other projects, the specially trained police officers will serve as "generalist-specialists," responding to all conflict situation calls but also, in the intervening time, performing other regular police duties.

As indicated, the proposed Trained Police Team component parallels and builds upon previous, similar projects. What makes it "unique" in terms of this project is that operationally it will be placed in an experimental framework enabling its rigorous evaluation. In a recent review

<sup>1</sup>Cities having programs modeled after New York's include: Lowell and Holyoke, Massachusetts; Dayton and Cincinnati, Ohio; Wichita and Kansas City, Kansas; Chicago, Illinois; Charlotte and Winston-Salem, North Carolina; Dallas, Texas; Tacoma, Washington; Louisville, Kentucky; Redondo Beach, Oakland, Richmond, San Francisco, and Simi Valley, California; Bridgeport, Connecticut; Multnomah County, Oregon. Source: Personal interview with Dr. Bard.

by Liebman and Schwartz<sup>1</sup> of crisis intervention projects, they stress that aside from the first conflict intervention project -- which had an evaluation to assess the feasibility of such a project -- there has been no meaningful evaluation of any of the projects. The proposed FACIT project not only will provide the experimental framework necessary for a comprehensive evaluation of the trained police team approach but also will enable a comparative evaluation of this approach to the alternative, innovative approach designed as the second component of the FACIT project.

The second component of the proposed FACIT project, which we shall call the Trained Police Team Plus Support Team, adds a new, important element to the previous conflict intervention approach. As Liebman and Schwartz point out, one of the weakest aspects of the conflict intervention projects has been the lack of a formal and organized referral system.

In the first family crisis intervention program, Bard also found that the police provided an unparalleled "mechanism for identifying psychological and social pathology."<sup>2</sup> While Bard's project was directed at family troubles, he found that the family dispute was an outgrowth of all types of human difficulties. "Health problems, social difficulties, housing problems, and mental illness all came within the purview of the

<sup>1</sup>D.A. Liebman and J.A. Schwartz, "Police Programs in Domestic Crisis Intervention: A Review" Ed. J.R. Snibbe and H.M. Snibbe, The Urban Policeman in Transition, (Springfield, Illinois, 1973), Pp. 421-472.

<sup>2</sup>Morton Bard. Training Police as Specialists in Family Crisis Intervention, (Washington, D.C., 1970), P. 30.

Family Crisis Intervention Unit, yet in each instance, the complaint was originally designated as a family dispute."<sup>1</sup>

Because of the policeman's unique position as a conflict interventionist, he also "becomes a 'case-identifier' or, even more important, an initial screening or intake professional."<sup>2</sup> Bard had hoped to use the policeman as a case-identifier who would recommend an appropriate referral for those involved in the conflict. Unfortunately, only 9.6% of those referred by the police actually went to the agency referred. "The officers experienced a growing disenchantment with social agencies,"<sup>3</sup> and were forced to handle most of the cases without any support.

Although the police in Rochester provide the only 24-hour conflict intervention service available, there are numerous community counseling, mental health and social service agencies available. The current problem is that there is no formal mechanism which enables the police intervention service to be combined with any type of treatment.

The second component of the FACIT project proposes to remedy this situation by providing the trained police team with services of a support team. The support team will provide the link between identification and treatment of a domestic problem.

As in the other component of this project, every family

<sup>1</sup> Ibid, P. 30.

<sup>2</sup> Ibid, P. 30.

<sup>3</sup> Ibid, P. 30.

dispute call in this experimental area will be responded to initially by a trained police team. In this instance, however, the police officer has the option of calling in a support team member. Once a support team member makes a contact with a family, he will try to identify the problem underlying the particular conflict and will recommend and assist the client in arranging an appointment with an appropriate treatment agency. From then on, the support team will treat the situation as a "family case." Each case then will be followed-up to assess the appropriateness of the referral, and follow-up information will be developed for feedback to both the police and support team members. It is also possible that the support team may develop some treatment modalities of its own, such as conducting group sessions for chronic problem families.

It is anticipated in this experiment that the support team approach will provide the police with the formal and organized referral resource necessary for increasing the effectiveness of handling family conflicts.

## II. Methods and Timetable

As shown on Chart 1, following, it is contemplated that the FACIT project will extend eighteen months -- with three months devoted to planning, twelve months to operations, and the last three months to completion of the project's evaluation.

### Planning and Development Phase (3 Months)

#### Project Personnel

At the onset of the planning phase, personnel for key project positions will be selected. As indicated on the proposed organization chart (Chart 2), it is anticipated that a Lieutenant will have overall administrative and supervisory responsibilities for the project. Working with top command members of the police department, he will select police team members, develop team organization and deployment patterns, and establish administrative policies and operational procedures.

It will be his job to maintain good working relationships between the police teams and the patrol commanders, and the police team and support team, and he will be responsible for developing project operations which are compatible with normal patrol operations and acceptable to the supervisory personnel in the department.

The Project Director also will work with the Executive Policy Committee of the Support Team to establish support team policies and procedures. Further, the Project Director will be responsible for overall supervision of the Senior Research Analyst and Programmer.

CHART 1 - Timetable

0 1 2 3 4 5 6 7 8 9 10 11 12 13 14 15 16 17 18

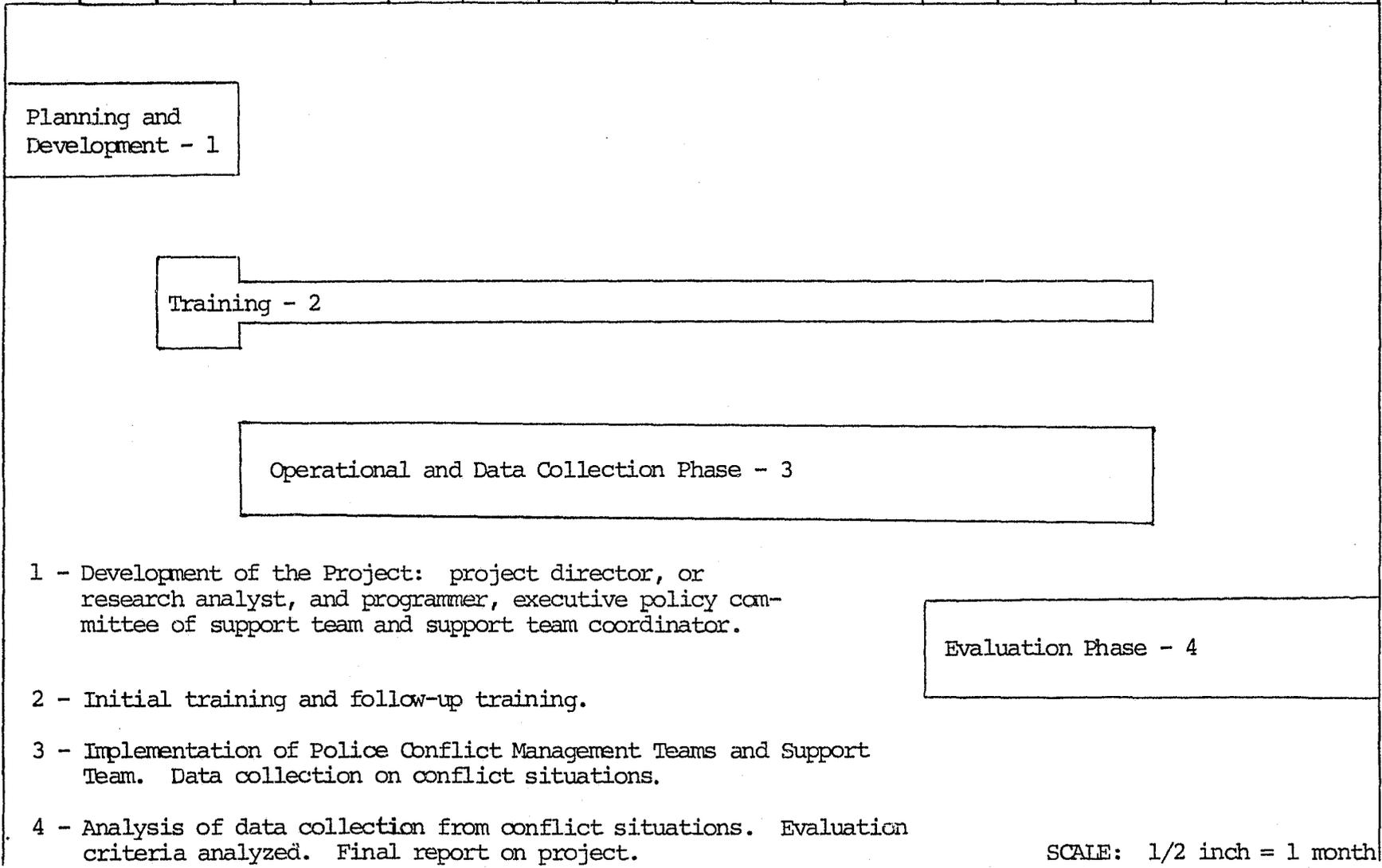
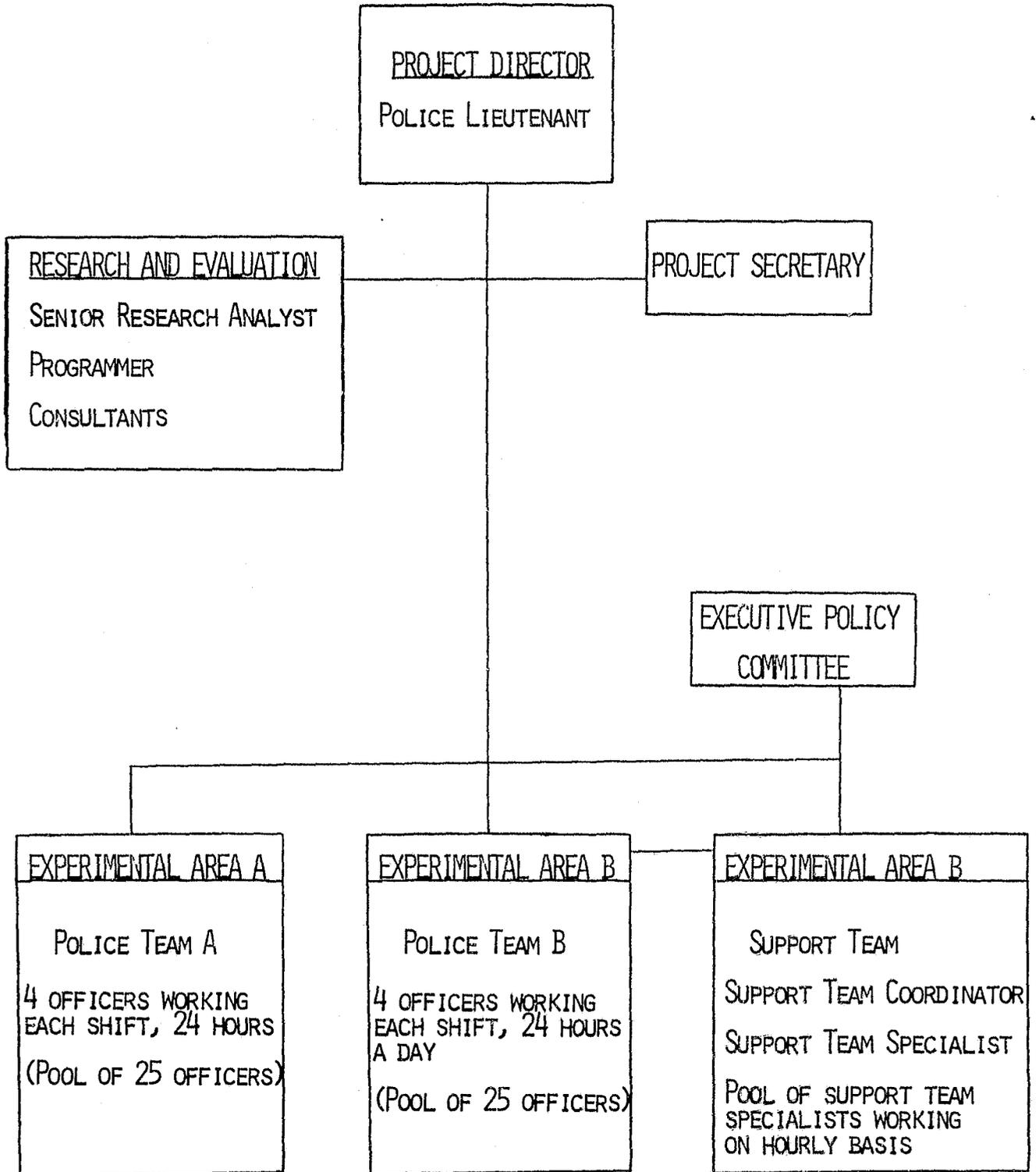


CHART 2  
 PROPOSED FACIT ORGANIZATION



Another key project position is that of the Support Team Coordinator, who will be responsible for supervising all activities of the support team. Additionally, one of the Support Team Coordinator's most important duties will be to develop, secure, and maintain open-communication and liaison between the referral agencies necessary to program effectiveness and the support team. In this role, he will be a constant project monitor, continually analyzing data, evaluating the various referral resources, and updating referral procedures. In the event a new type of referral is needed, he will be instrumental in developing it. He will help maintain an elaborate feedback system so support team members as well as police officers will receive follow-up information on each referral.

Qualifications for the Support Team Coordinator position should include a demonstrated ability in interpersonal and administrative skills, familiarity with community resources, at least five years of work experience -- preferably with service agencies -- and an academic background in psychology or a related field.

To provide professional guidance and maximize the linkage between the support team and the relevant community agencies, an Executive Policy Committee to the support team will be established. The Executive Policy Committee will include an executive representative from Family Court, Mental Health, Health, Social Services, and two non-profit community agencies (with these two agencies being selected by other members of the Committee). Working with the Project Director

and the Support Team Coordinator, the Executive Police Committee will establish overall policies and procedures regarding the support team's activities and will screen and recommend support team members -- including the position of Support Team Coordinator. It is anticipated that the Executive Committee will not only provide relevant professional expertise and guidance, but will serve as a feedback mechanism to community agencies, developing the basis for future institutionalization of the successful components of the support team's activities.

Because of the necessity for on-going research during the project as well as evaluation of the project, a senior research analyst and a statistical programmer will be hired to work full time for the duration of the project. The senior research analyst will be responsible for analyzing on-going project data and preparing bi-weekly reports for feedback to the project participants and other members of the Rochester Police Department. He also will participate in the development of the data system required for the project and the statistical routine necessary for the project's operation as well as evaluation. As discussed in the evaluation narrative, the senior research analyst, with the assistance of consultant services, will be responsible for undertaking two major components of the evaluation and writing the final evaluation reports. Qualifications for the senior research analyst position include at least a B.A. in psychology, sociology, criminal justice, or a related field plus at least three years work experience in research and a demonstrated ability to undertake evaluations and prepare evaluation reports with a minimum of supervision.

The programmer, also working full time for the duration of the project, will be responsible for all computerized data storage and retrieval, will develop and write all the necessary computer programs for FACIT data analysis, and will provide the statistical interpretations of such analyses. He will work very closely with the Senior Research Analyst in the planning phase analysis of the impact of family conflict situations on the police and the selection of experimental areas within the City. During the operational phase, he will maintain all computerized files of FACIT data and will assist the Senior Research Analyst in providing on-going analyses of the project's impact. After the operational phase, the statistical programmer will provide all data and statistics to enable project evaluation. Qualifications for the programmer position are a B.A. in statistics, mathematics, computer science, or related field and a minimum of two years experience in Fortran programming. The programmer also should have sufficient knowledge of quantitative methods and statistical applications to engage in research activities. Thorough knowledge of computers and related data processing devices are essential.

#### Planning

As mentioned earlier, this project has two important aspects: duplication of previous family crisis intervention efforts for purposes of evaluation, and an innovative formalized referral system to provide treatment for the problem. For these two aspects to be successful, it is crucial that the organizational and administrative procedures be systematically designed. In fact, "no single issue has been more of

a problem for the programs reviewed ... than the lack of mid-management support."<sup>1</sup> Of the 12 recommendations of Liebman and Schwartz for instituting successful family crisis programs, nine of the recommendations deal with the administrative and organizational aspects of the program.

It will be the responsibility of the Lieutenant, Executive Policy Committee, Support Team Coordinator, Senior Research Analyst, and Programmer to conduct the planning phase of the project, securing the necessary departmental support. The group, based upon information developed by the programmer, also will select the two experimental areas and control area for the project. Based on previous projects, it is anticipated that they will select geographic areas comprising several car beats which are large enough to provide a sufficient number of family crisis calls to generate the data necessary for the project's evaluation.

During the planning phase, members for both the trained police teams and the support team will be recruited and trained. As discussed later, it is anticipated that a pool of approximately 50 police officers and 10 to 12 support team specialists will be required in order to meet staffing requirements.

#### Training

Early in the planning and development phase, the project's

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<sup>1</sup>Liebman, op. cit., P. 467.

training consultant will be selected. Based on the experience of other family crisis projects, an attempt should be made to select a consultant who is versed and experienced not only in intervention techniques but who is also familiar with the police environment.

The training consultant will work with the project's staff and the police department's training personnel in developing and conducting the training program. It is anticipated that this joint training effort will result in the "institutionalization" of a family crisis intervention training program -- that at the end of the project, the department's training personnel will be equipped to conduct similar training sessions as a regular part of both recruit and in-service training. The Chief of Police will invite training staff of other local police departments to participate in the sessions, thus further maximizing the project's impact.

Because of the present lack of any interpersonal conflict intervention training, it is obvious that the training program will be central to the FACIT project. To maximize the training, it is proposed that each project participant receive an initial intensive training session of forty hours plus additional bi-monthly eight hour sessions of follow-up training. The follow-up training will enable the feedback necessary to reinforce intervention skills and approaches, and should also serve to maintain the participants' on-going interest in the project.

#### Operational Phase (12 Months)

The two experimental components of the FACIT project -- the

Trained Police Team and the Trained Police Team Plus Support Team -- will operate in two separate geographical areas of the city. As discussed in the evaluation section following, a third geographical area will serve as the control for the experiment.

Because of the potential danger associated with family trouble situations, and in view of the evidence that a two-person team (rather than one person) has more success with family crisis intervention techniques, it is proposed that the trained police services be provided by two-man teams.

In order to enable a rigorous evaluation of the project, it is necessary that each experimental area have trained team services available around the clock, ready to handle family crisis situations whenever they occur. Additionally, to assure that peak loads can be covered by the trained personnel, two teams will be required for each shift in each of the experimental areas.

All police teams will be "non-dedicated," in that they also will perform regular police duties when not involved with family crisis situations. The only difference in deployment will be that the experimental areas covered by the trained police teams will cover a larger geographical area than a single normal patrol area.

It is estimated that approximately fifty trained police officers will be required in order to assure that two, two-man, trained teams are available around-the-clock in the two experimental areas.<sup>1</sup>

As previously indicated, one experimental area (Area A) will test and evaluate the Trained Police Team approach for intervening in family crisis situations. All family trouble calls in this area will be responded to by teams of trained police officers who will use the techniques acquired in training to establish order and to refer the clients to appropriate agencies.

The second experimental area (Area B) will test the impact of a Trained Police Team working in conjunction with a Support Team. In this area, all family conflict situations initially will be responded to by the trained police teams, who will determine whether or not to call in a support team member. Support team members will work with the clients, determine the appropriate services needed, and attempt to maximize the probability that the clients will contact the recommended referral agencies. Additionally, they will provide follow-up services in terms of checking with both the clients and the agencies to determine what services are being provided and if they appear appropriate. Since a large proportion of chronic family trouble clients may already be or have been in contact with a series of agencies, with minimum benefit, it is possible that the support team may develop some treatment modalities of their own for working with this group of clients. It is also possible that as the program develops, the support team may make the initial response to family conflict situations where the clients are part of their normal "caseload."

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<sup>1</sup>The Rochester Police Department currently works five day on - two day off alternating with four day on - two day off shifts. By computing this shift schedule, vacations and sick days, it takes 1.6 men to fill one slot 7 days a week for a year. Using this figure, it will take 38.4 men to fill the 24 positions for the 12-month operational phase. To allow for attrition through promotion, etc., it is recommended that a pool of 50 police officers be trained so that a trained police officer will be available to fill any vacancies occurring.

The support team will include the support team coordinator, one full-time support team specialist, a pool of both para-professionals and specialists working on an hourly basis to provide around-the-clock coverage. It is anticipated that deployment patterns can be developed to provide for at least one support team member available for on-scene calls during the major part of a twenty-four hour period. At other times, a delayed response - referral system will be used, with a support team member following-up on the cases within a few hours.

#### Research and Evaluation

Following the operational phase, an additional three months is provided for final analyses of the project and preparation of the evaluation report. As indicated in the following section, a comprehensive research and evaluation component has been designed as an integral part of the FACIT project, extending throughout the entire eighteen months of the project.

III. Anticipated Impact

and

The Evaluation Framework

Evaluation of this experiment in family conflict management requires a clear enumeration of its expected effects and the adoption of an experimental framework appropriate to their measurement. Should the experiment prove a success, its most likely benefits will be observable in the control of family crises by police officers and in the "treatment" of chronically conflicted families by trained community specialists. It is among these parties to the conflict situation, therefore, that the experimental framework should be directed.

The specific effects anticipated include:

1. Reduction of the rate of crisis recidivism among families coming to the attention of the police.
2. The development among police officers of skills to intervene in conflict situations without use of force and without eliciting violence directed against themselves (as measured by decreases in assaults on police officers and resort to force to control participants).
3. A decrease in the frequency of resorting to the use of force or to the arrest of parties to the conflict situation.

4. A substantial improvement in the attitudes of police officers regarding their capacity to manage conflict situations.

These effects may be regarded as the likely consequences of the FACIT experiment. They pose problems of observation and measurement, which are now addressed.

#### The Experimental Design

The most important measurements connected with FACIT are those judging its impact on family crisis situations. These measurements, along with many others, will arise from an experimental design that directs the way information is collected about the experiment. In this case, only two experimental "treatments" or stimuli will be manipulated- the presence or absence of trained police teams and the presence or absence of support services. The design may be represented as follows:

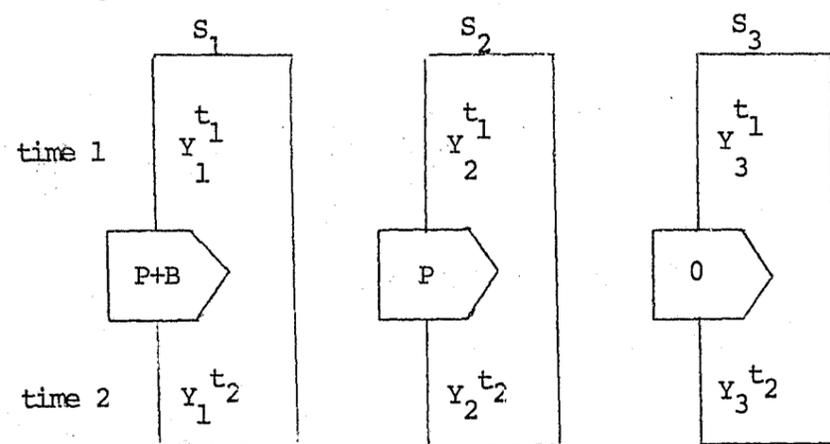


Figure 1. The Experimental Model

Y = criterion (or dependent variables)  
 S = sampling areas  
 P = trained police team stimulus  
 B = support team stimulus  
 O = no stimulus  
 t = time

In this diagram, each block represents a geographical area where measurements will be taken. Blocks S<sub>1</sub> and S<sub>2</sub> are "sampling areas" which will receive experimental treatments, and the block labelled S<sub>3</sub> is a control area matched to these experimental areas.

Arrows intruding into these blocks are labelled with the name of the stimulus each will receive. S<sub>3</sub>, a control area, receives no stimulus (police response to family conflict situations will follow the present pattern); thus, its arrow is labelled with a "0".

The various Y's stand for the variables which will be measured in each area. Subscripting and superscripting of the Y's merely label them as measurements made in one block or another and at one time or another. Thus, Y<sub>1</sub><sup>t1</sup> is variable Y measured at "time one", (t<sub>1</sub>) in area S<sub>1</sub>.

Given the fact that the 1970 Census materials for Rochester are now seriously out of date, the grounds for deciding how to "match" experimental and control areas will have to be derived from crime data or family crisis data describing previous periods. Though this is less desirable than matching on various demographic characteristics, at least it will insure that the previous levels of crisis activity in the control areas are known.

With the matching of areas in this criterion alone, one

cannot rule out the possibility that unmeasured sources of variation in the experimental setting will effect the criterion variables during the experimental period. While this possibility must caution one in drawing inferences, the basic experimental design, as pictured above, makes clear the necessary comparisons which must be made.

In general, the prediction which shall be made is that the greatest impact of the experiment on the basic criterion variable -- recidivism -- will appear in area  $S_1$ , which benefits from both treatments manipulated in the experiment--trained police intervention and follow-up support services. The second largest effect should appear in area  $S_2$ , which receives trained police intervention but no follow-up. The criterion in the control area should reveal no change during the experiment.

If we let  $Y$  stand for recidivism (and assume we are measuring "improvements" in the recidivism rate), then our expectations are that:

$$(Y_1^{t_2} - Y_1^{t_1}) > (Y_2^{t_2} - Y_2^{t_1}) > (Y_3^{t_2} - Y_3^{t_1})^*$$

\*It should be noted that the design permits one to make separate estimates of the impact of each of the experimental treatments. The difference  $[(Y_1^{t_2} - Y_1^{t_1}) - (Y_2^{t_2} - Y_2^{t_1})]$  is attributable to support service. We expect that this difference should be a function of the proportion of families receiving the services of the support treatment. The smaller this proportion, the less difference there should be between the effects produced in  $S_1$  and  $S_2$ .

The difference  $[(Y_2^{t_2} - Y_2^{t_1}) - (Y_3^{t_2} - Y_3^{t_1})]$  may not be in the direction suggested by the inequality since experience in other family crisis intervention experiments has suggested that the specialized service of trained police, though important and beneficial, increases the request for that service. We may, therefore, anticipate a competing hypothesis: namely, that the trained police team will elicit a form of dependency upon police intervention, i.e.,

$$(Y_3^{t_2} - Y_3^{t_1}) > (Y_2^{t_2} - Y_2^{t_1}).$$

In the case of other criteria, our expectations may be stated either in the same form or with slight modifications. For example, "effect 2" -- an increase in the degree of satisfaction of family "clients" with the services received -- would follow the same form as the experiments' effect on recidivism. But for effects 3, 4, and 5 -- reductions in the rate at which force is a police sanction in interventions or citizens respond with violence; reductions in resort to arrest; and improved police attitudes toward family crisis interventions -- there is no reason to expect the presence of the support service treatment to contribute an effect.<sup>1</sup> Thus, our predictions here are framed only in terms of a comparison with the control area:

$$(Y_1^{t_2} - Y_1^{t_1}) > (Y_3^{t_2} - Y_3^{t_1}); \text{ and}$$

$$(Y_2^{t_2} - Y_2^{t_1}) > (Y_3^{t_2} - Y_3^{t_1})$$

These, then, constitute the expectations, stated in the terms of the experimental design.

#### Measuring the Outcomes

The criteria discussed lead to several kinds of data collection.

<sup>1</sup>There is another way to think about "effect 5", which would cause predictions about it to take the form of the inequality representing expectations for "effect 1." Police attitudes may improve more in areas which receive support services, since officers are likely to see their own work as part of a continuing treatment of disturbed families.

1. Recidivism, Force, and Arrests. As it is not now routine for the Rochester Police Department to make separate records of family crisis services, the experiment will require an adjustment of record management and the collection of some new information by officers connected with the experiment. The intention of the change in reporting and record management is to enable keeping track of families who benefit from the experimental treatments, observing where such benefits occur, and generating data on any amelioration of conflict patterns or decline in reliance upon police intervention.

In connection with this monitoring of service or intervention histories, it also will be necessary to examine records of reliance upon force, attacks on officers, assaults between clients, and arrests of clients.

All this information, as part of the official records of the Rochester Police Department, will be retrieved for comparative analysis of the sampling areas.

2. Police Attitudes. While it is expected that the special training for police officers will be evaluated separately by the trainers, an important consequence of the training should manifest itself in the attitudes of policemen toward their capacity to intervene successfully in crime situations and must be evaluated in connection with their experience. Training and specialized crisis experience should decrease apprehension about crisis management and improve officers' attitudes about their work with conflicted families. Since family crises are high risk situations, no experiment in crisis management can

be regarded a success unless it improves a policeman's sense of competence in dealing with the special risks involved.

Measurements in this area require that a sample of officers be drawn, representing both trained and untrained personnel, and that they complete a self-administered questionnaire containing items probing relevant attitudes. These data may then be used to gauge the impact of the experiment on police reactions to the risks and clientele involved in family crises.

3. Support Team De-Briefing. Finally, to complete the evaluation, it may be regarded as useful to include a means of interviewing or de-briefing of the support personnel. Though this may be handled administratively during the experimental period, it is an undertaking that could very well reveal needs for reorganization or change in any subsequent efforts to institutionalize the experiment.

**END**