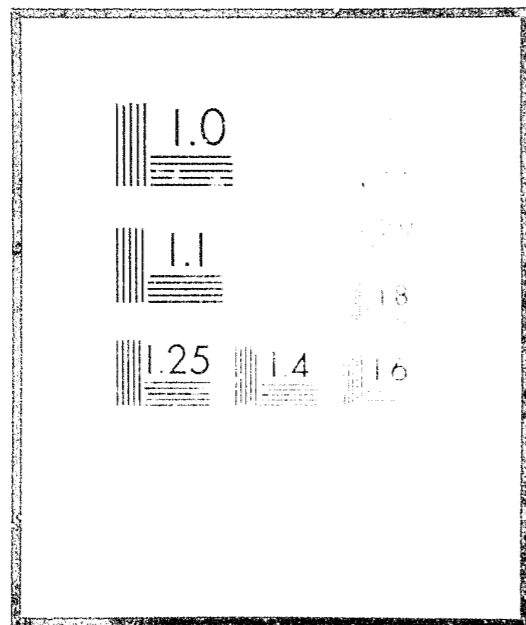


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U.S. DEPARTMENT OF JUSTICE  
LAW ENFORCEMENT ASSISTANCE ADMINISTRATION  
NATIONAL CRIMINAL JUSTICE REFERENCE SERVICE  
WASHINGTON, D.C. 20531

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PROGRESS REPORT

CITY OF PHOENIX, ARIZONA

CRIMINAL JUSTICE PLANNING COMMITTEE

1972-1973

35837

ARIZONA STATE JUSTICE PLANNING AGENCY

CONTINENTAL PLAZA BUILDING, SUITE M  
5119 NORTH 19TH AVENUE  
PHOENIX, ARIZONA 85015  
TELEPHONE (602) 271-5466

JACK WILLIAMS  
GOVERNOR  
ALBERT N. BROWN  
EXECUTIVE DIRECTOR

May 6, 1974

Mr. Frank Maes  
Operations Division  
LEAA - U.S. Dept. of Justice  
1860 El Camino Real, Fourth Floor  
Burlingame, California 94010

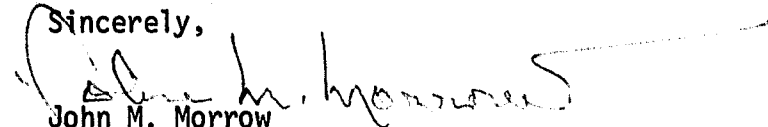
RE: Final Report - 72-DF-09-0004

Dear Frank:

Mike Haveman has completed the final bound report for the project noted above. As you recall, a preliminary final was completed and forwarded to you some time ago. The preliminary report was to act in-lieu of this final one, in order that compliance with special condition number five of grant #73-DF-09-0044 was met.

On March 11, 1974, Tom Devine issued Grant Adjustment Notice Number One, which retired Special Condition Number Five on subject grant.

Sincerely,

  
John M. Morrow  
Police Programs Unit

JMM:ab

CITY OF PHOENIX CRIMINAL JUSTICE PLANNING COMMITTEE

PROGRESS REPORT 1972-73

December, 1973

CITY COUNCIL

John D. Driggs, Mayor

Henry E. Brodersen, Vice Mayor

Margaret Hance

Armando de Leon

John T. Katsenes

Calvin C. Goode

Ed Korrick

ADMINISTRATIVE STAFF

John B. Wentz  
City Manager

Marvin A. Andrews  
Assistant City Manager and Committee Chairman

Michael R. Havemann  
Criminal Justice Planner

NCJRS

AUG 17 1976

ACQUISITIONS

This report was prepared under grant number 73-DF-09-0044 between the Law Enforcement Assistance Administration of the U.S. Department of Justice and the City of Phoenix, Arizona.

The opinions and viewpoints expressed in this report do not necessarily reflect the policies of the Law Enforcement Assistant Administration.

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CITY  
OF  
PHOENIX

OFFICE OF THE CITY MANAGER

F O R W A R D

On April 12, 1971, the City Manager organized the City of Phoenix Criminal Justice Planning Committee to provide a planning mechanism to strengthen law enforcement coordination and planning within the City administrative organization. A primary objective of the committee has been to determine crime problems which are of major concern to the community and to develop priorities in those areas where the City has direct responsibility, i.e., the police department, the municipal court, the City prosecutor, and community-based problems.

During the past three years, the committee has worked successfully to coordinate the day-to-day and shorter-range planning efforts of the criminal justice agencies supported by the City. A significant amount of time has been spent developing, implementing and evaluating projects funded by the Law Enforcement Assistance Administration of the U.S. Department of Justice (LEAA). It should be noted, however, that the committee has emphasized the utilization of these funds for both police and non-police criminal justice programs. Significant police funds have been utilized in community relations and non-hardware program categories.

Committee members have also spent time and effort to initiate coordination and improvement of the regional criminal justice system. Here, emphasis has been placed on operational criminal justice planning and the discussion of issues that are area-wide in impact.

This program report provides a brief review of Phoenix Criminal Justice Planning Committee efforts since the organization of that body. It will hopefully be used as a bench mark from which we may now begin to confront the problems of overall criminal justice system operational improvement in the City and the region. In the future, the Committee will be closely coordinating its work with the recently appointed Citizens' Criminal Justice Planning Advisory Committee headed by Mr. Jack A. LaSota, Professor of Law, Arizona State University College of Law.

*Marvin A. Andrews*

Marvin A. Andrews  
Assistant City Manager  
CHAIRMAN

### I. Purpose of Report

In February, 1972, the Law Enforcement Assistance Administration (LEAA) awarded Large City Discretionary Grant #72-DF-09-0004 Part B to the City of Phoenix. The purpose of the grant was to provide the City's Criminal Justice Planning Committee (CJPC) with a staff assistant. That grant was terminated on August 30, 1973. However, a new discretionary grant #73-DF-09-0044 has been awarded to the City to continue the staff position. The new grant agreement stipulates that a progress report be written to provide LEAA with an orientation and update on the activities of CJPC during the original project period of February 1, 1972 to August 30, 1973. The following informational report complies with that agreement.

A secondary purpose of this report is to hopefully provide members of the City Council, the City Manager, the Citizens' Criminal Justice Planning Advisory Committee and the CJPC with an overview of the accomplishments of the Criminal Justice Planning component of the Criminal Justice System, and a recommended direction for concerted future effort by that component.

### II. Phoenix Demographic Statistics

A few demographic statistics on the City of Phoenix are presented here and graphically displayed in Appendix A to provide a background to the reader. The Phoenix crime statistics discussed in the next section become more relevant if related to the data detailed here.

The 1970 U.S. Census placed Phoenix as the 20th largest city in the United States. Between 1960 and 1970, Phoenix population grew from 439,170 to 581,862. Although that figure represents a dynamic growth rate for a ten-year period, the December, 1973 estimated Phoenix population of

743,400 presents a disproportionate rate of increase compared with most large cities in the United States. The City has increased its population by as much in the past three years as it had in the preceding ten. That population now spreads over an area of 269.3 square miles.

Approximately 20% of the total population is of ethnic minority background with Mexican-Americans composing 70% of that 20%, or 14% of the total. Of the remaining ethnic minorities represented, the largest groups are Black American and American Indian. An examination of census tract data reveals that the greatest percentage of the members of those minority groups live south of Thomas Road.

That research also reveals that the lowest median family incomes in Phoenix are earned by families and individuals who live south of Thomas Road. These families, on the average, earn less than \$9,000 a year, while most of those living north of that line earn above \$11,000 a year and many earn more than \$13,000 per year.

Figure 1 graphically displays some of the natural and man-made boundaries which form the geography of the City and at times impose barriers to its inhabitants. The principal barrier, the dry river bed of the Salt River, fills with water when there is a substantial rainfall, thereby closing many of the roads into South Phoenix and the southeastern adjoining communities of Mesa and Tempe.

The Black Canyon freeway which runs north and south and the Maricopa Freeway which runs east and west through Phoenix control access to areas on either side of these freeways with crossings only at mile intervals. The Phoenix mountains in the northeast also controls access to the northeast subdivisions and Paradise Valley.

Three factors, the rapidly growing population, the large geographic area, and the geographic barriers, provide serious constraints to the sworn police officers who must respond to citizen problems and criminal activities in the City.

Natural and Man-Made Barriers

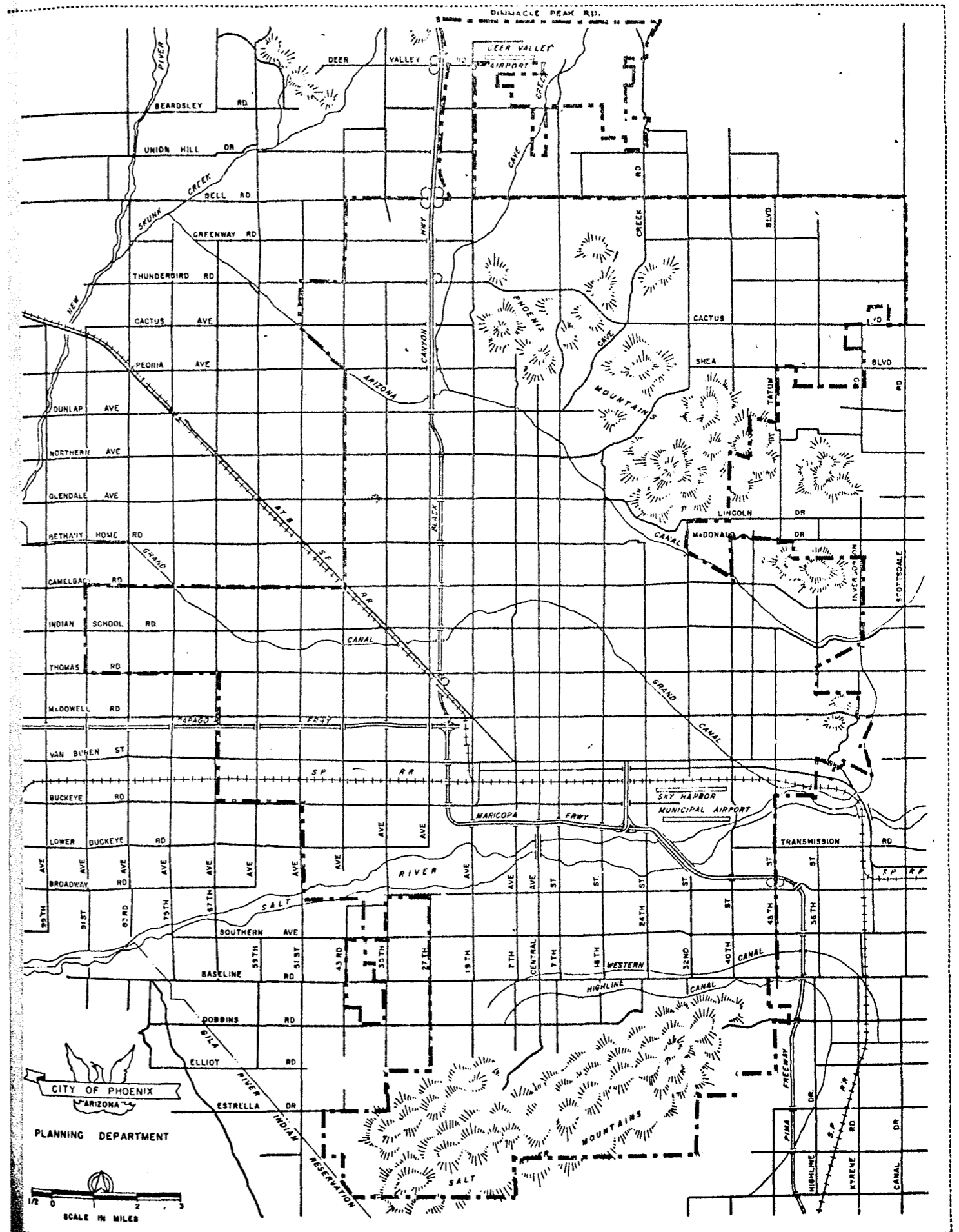


Figure 1



III. Phoenix Crime Statistics

The Criminal Justice System in Phoenix consists of four components: (a) the Police; (b) the City Prosecutor; (c) the City Court; and (d) the City Jail Compound. The Police are responsible for all law enforcement activities in the City, while the Prosecutor, Court and Compound elements are directly involved only with misdemeanor offenders. The City Court is not a court of record and cases tried there may be appealed and tried de novo at the Superior Court level. All felonies are processed through the County Prosecutor and the Superior Court. The crime statistics that follow reflect the activities of the Phoenix Police but relate to the work load of the County Prosecutor and the Superior Court rather than the City Prosecutor and the City Court.

A comparison of index crime rates in Phoenix for 1972 and 1973 indicates a reversal in the number of Part I crimes committed in each category. Table I shows a decrease in the crimes of murder, rape and assault and increases in auto theft, burglary and robbery. The crime index rate in the twelve months of 1973 compared to 1972 was up 12.65% per 100,000 population. There were increases in Auto Theft (+27.77%), Burglary (+18.72%) and Robbery (+24.20%) and decreases in Murder (-24.04%), Assault (-7.91%) and Rape (-2.71%). In 1972, the increases were in Murder (+43.2%), Rape (+26.1%) and Assaults (+4.7%), while decreases occurred in Auto Theft (-36.8%), Robbery (-9.6%) and Burglary (-0.6%).

A report from the Police Research and Development Bureau (Table II) indicates that 51% of all reported Part I crimes in 1972 were committed in the geographical area south of Thomas Road. This same area contains approximately 37% of the total population of the City. Expressed another way, this means that 77% more crimes per 1,000 population are committed south of Thomas Road than north of Thomas Road.

PHOENIX POLICE DEPARTMENT

INDEX CRIMES: ANNUAL REPORT 1972 COMPARED TO 1973

OFFENSES	NUMBER OF OFFENSES		
	1972	1973	% CHANGE
Murder	82	66	-19.51%
Rape	256	264	+ 3.13%
Robbery	1,292	1,701	+31.66%
Assault	2,643	2,580	- 2.38%
Burglary	15,359	19,328	+25.84%
Larceny	27,881	32,139	+15.27%
Auto Theft	<u>4,111</u>	<u>5,568</u>	<u>+35.44%</u>
CRIME INDEX	51,624	61,646	+19.41%

OFFENSES	RATE PER 100,000 INHABITANTS		
	1972	1973	% CHANGE
Murder	11.69	8.88	-24.04%
Rape	36.50	35.51	- 2.71%
Robbery	184.23	228.82	+24.20%
Assault	376.87	347.06	- 7.91%
Burglary	2,190.08	2,600.03	+18.72%
Larceny	3,975.62	4,323.38	+ 8.75%
Auto Theft	<u>586.20</u>	<u>749.01</u>	<u>+27.77%</u>
CRIME INDEX RATE	7,361.19	8,292.70	+12.65%

Note: Phoenix population December 31, 1972 701,300;  
December 31, 1973, 743,377, a +6.00% increase.

Prepared by: Research & Development Bureau, January  
15, 1974.

PHOENIX POLICE DEPARTMENT

THE 1972 RATIO OF INDEX CRIMES AND PART II OFFENSES  
 IN THE AREA SOUTH OF THOMAS COMPARED TO THE AREA NORTH OF THOMAS  
 WITH RELATIONSHIP TO POPULATION AND AREA SIZE

OFFENSE	TOTAL CITY WIDE	SOUTH OF THOMAS		NORTH OF THOMAS	
		NUMBER	% OF TOTAL	NUMBER	% OF TOTAL
Murder and Neg- ligent Manslaugh- ter	157	103	65.6%	54	34.4%
Rape	286	196	68.5%	90	31.5%
Robbery	1,339	983	73.4%	356	26.6%
Assault	2,690	1,948	72.4%	742	27.6%
Burglary	14,904	7,656	51.4%	7,248	48.6%
Larceny	27,274	12,780	46.9%	14,494	53.1%
Auto Theft	4,200	2,628	62.6%	1,572	37.4%
Part II Offenses	27,377	13,585	49.6%	13,792	50.4%
TOTAL	78,227	39,879	51.0%	38,348	49.0%
Area (in square miles)	269.3	106.5	39.5%	162.8	60.5%
Population January 1, 1973	701,341	259,680	37.0%	441,661	63.0%
Number of Offen- ses/square mile	290.5	374.4	N/A	235.6	N/A
Offenses/1000 population	111.5	153.6	N/A	86.8	N/A

This next year a concerted effort will be made to attack the crime of burglary in a region-wide effort to implement crime specific programs. More detailed information is provided on this effort later on in the report.

IV. History of Criminal Justice Planning Committee

On April 12, 1971, the City Manager created the City of Phoenix Criminal Justice Planning Committee (hereafter called Committee). In his memo, the Manager pointed out the need to create a planning mechanism in the City which would develop programs to "... strengthen law enforcement and generally combat the causes of crime ...". He further indicated that the creation of a City comprehensive planning unit would serve to strengthen the City's relationship with the regional planning agency.

The function of the Committee is to serve as an advisory agency to the City Manager on overall City criminal justice planning. The Committee membership represents the various elements of City activity concerned with the criminal justice system. Members of the Committee are:

1. Assistant City Manager, Chairman
2. Police Chief
3. City Prosecutor
4. City Presiding Judge
5. Human Relations Director
6. Community Action Department (LEAP) Director
7. Drug Control Coordinator
8. Youth Activities Coordinator
9. Intergovernmental Programs Administrator
10. MIS Public Safety Group Leader
11. Federal Aid Coordinator

In addition, representatives of other City Departments and Divisions are invited to consider special problem areas from time to time.

Soon after the Committee was created, it was realized that a full-time staff assistant would be needed to: (1) carry out research projects under the direction of the Committee; (2) gather and analyze data for Committee use; (3) assist in the design, preparation and coordination of City and Regional criminal justice applications; (4) provide recommendations for Committee direction and future action; and (5) foster overall systemic improvement by serving as a catalyst for inter-departmental cooperation. The Large City Discretionary grant mentioned previously was awarded in February, 1972. The Criminal Justice Planner position was filled on August 14, 1972.

The first assignment received by the Planner was to present the City's 1973-74 LEAA Part C funding plan to committees from MAG (Maricopa Association of Governments), the Regional planning agency. After the plan was approved, the Planner was assigned chairmanship of a subcommittee whose assignment was to develop a pilot alcoholism rehabilitation project for Maricopa County. The project, called IARC (Local Alcoholism Reception Center), was created in response to a mandate from the legislature to create such a facility by January 1, 1974. An excerpt from a report on project accomplishments prepared by the coordinator of the existing program is included in the appendix.

More recently, the Planner has spent time performing research on some on-going, LEAA-funded City projects and at present coordinates the administrative reporting efforts of all Phoenix criminal justice grant programs. A great deal of time has also been spent preparing grant applications for 1974-75 LEAA funding, working on a Region-wide burglary reduction study and a City Court reorganization proposal.

V. Purpose of the Committee

Throughout the initial meetings of the Committee, members discussed what they felt should be the purpose of the Committee and attempted to delineate

appropriate goals the Committee should accomplish. It was determined that the central objective of criminal justice coordination in the City should be to strengthen law enforcement and criminal justice efforts in the metropolitan area by improving the City's ability to: (a) define its criminal justice problems; (b) develop alternative solutions and select priorities; (c) develop short-range and long-range comprehensive plans to best utilize available resources to overcome crime problems; and (d) coordinate the efforts of the various elements of the criminal justice system within the City and the Region for the greatest possible effect.

A. Define Criminal Justice Problems

On May 7, 1971, the Committee held its second meeting. At that time, extensive discussion was held concerning the major criminal justice problems each member perceived within their own interest area. From that discussion, it was decided that the problems of drug abuse, minority awareness, juvenile attitudes, stranger to stranger crimes, burglary, alcohol abuse, and overall system improvement were areas that required immediate attention.

Since that time many good projects have been developed to handle these problems, particularly those on juvenile attitudes and alcohol abuse. During the coming months, members will be required to seriously reevaluate these problems and to prioritize their importance. New problems will be examined to determine their relevance to existing concerns.

The Committee has set a policy to continually review all on-going projects to determine strengths and weaknesses and make recommendations for improvement.

B. Develop Alternative Solutions and Select Priorities

To this point, the development of alternative solutions has come through the preparation of applications which attack the elements of a problem. For example, the problem of juvenile attitudes is being attacked with two projects, Project AWARE and PAYS (Police Assisting Youth Section). AWARE places off-duty officers in Phoenix Boys Clubs. PAYS place on-duty officers in Phoenix schools. Both programs provide alternative means to attack the main problem.

Priorities are established each time the Committee meets to discuss applications for funding. Priorities are set, however, by project rather than by problem areas. New priorities are set for each funding category. Part C projects are prioritized at one meeting while Part E applications are prioritized at another. Discretionary projects are not prioritized, although each Committee member would probably rank them in the same order of importance if asked to do so. Developing alternative solutions and selecting the priorities formulate the second step toward providing direction to the criminal justice system. The Committee will need to spend more time and thought in this area in the future.

C. Develop Short-Range and Long-Range Comprehensive Plans to Best Utilize Available Resources to Overcome Crime Problems

Interaction among Committee members concerning the problems of the criminal justice system has developed the ability of each member to think in terms of the system and the means by which it could be improved. Much thought and consideration has been given, particularly at the policy-making level, to the need for coordination and cohesiveness of planning efforts. Although much has been discussed concerning the development of short-range and long-range plans, and projects have been developed as a result of these discussions, no written comprehensive criminal justice plan has yet been formulated as a guide for future planning efforts.

Recognizing this fact, the Committee has directed the Planner to research and compile data on existing plans. The Committee will use this data to develop a plan format. From that point, concentrated Committee efforts will be directed into several areas with the ultimate goal to formulate a written, comprehensive, five-year, criminal justice plan. The plan will then be used to provide direction for future project efforts, and provide input to Regional and Statewide plans.

D. Coordinate the Efforts of the Various Elements of the Criminal Justice System within the City and the Region for the Greatest Possible Effect

Coordination of efforts with other elements of the Regional system has proved to be one of the strong points of the Committee. The Committee chairman also acts as the chairman of the principal Regional project review committee, the MAG Technical Advisory Committee on Criminal Justice. The Phoenix Chief of Police sits on several committees and State task forces as well as being a member of the State Governing Board. The Chief Presiding Judge, the MIS Public Safety Group Leader, and the Drug Control Coordinator are very active in several State and Regional committees and task forces.

A majority of the Regional projects over the past three years have been originated by Phoenix and adopted on a Region-wide basis. Phoenix has been given the role of sub-grantee in many Regional projects. Because of the size of Phoenix in relation to other cities in the Region, the City has developed a relationship of advice and assistance that usually assures Phoenix involvement in all Regional projects. However, cities such as Avondale with 1/100th the population of Phoenix hold equal voting power on Regional committees so the "big city" image does not imply authority over other Region political jurisdictions.



During the past few years, many attempts have been made to break down the barriers of autonomy that have existed among the various law enforcement agencies in the Region. It appears as if some of these attempts have produced successful results. In April, 1973, a trial Regional Criminal Justice Training Center opened its doors to prospective police officers from various cities in the Region. Police administrators have agreed to send recruits to the center to test the feasibility of uniform training for all police officers, trainees, and assistants.

The concept of a Regional jail system has also been discussed favorably, and the development of a Local Alcoholism Reception Center system is being planned on a Regional basis. A few years ago, these commitments would have never been possible. The determination of local officials to cooperate in order to improve the system has begun to pay dividends.

The lack of private citizen involvement in the local criminal justice planning process has been a source of concern to members of the Committee and particularly to members of the City Council. Positive steps have been taken to provide for private citizen input and personal involvement in the local planning effort.

On November 6, 1973, the Mayor and Council passed an ordinance authorizing the establishment of a Citizens Criminal Justice Planning Advisory Committee. This Committee is composed of eleven members, and was created primarily to: (1) study the total criminal justice system as it relates to the City of Phoenix, (2) generate citizen interest and involvement; and (3) provide the leverage necessary to effectively improve criminal justice planning and coordination at all levels. The Committee reports to the City Council periodically and provides criminal justice planning policy recommendations. Membership has been drawn

from the academic community, professional groups, public interest groups and private citizens.

VI. Summary of LEAA Grants Awarded to Phoenix in 1972

Grants awarded to Phoenix during 1972 are described in the following pages. Each grant was proposed and reviewed by the Committee. Each operational project has also been reviewed by the Committee during the past year. In some cases, newspaper articles have been written describing the accomplishments of outstanding projects. These articles are included in the appendix.

City Prosecutor

- . Twenty-Four Hour Prosecutor Project - Assignment of prosecutors to the arraignment court and to the Police Department. Provided experienced attorneys to advise police, public, victims, defendants and judges as to legal rights and proper court procedures. Provided a liaison between the Police Department and the Prosecutor's office.

City Court

- . Criminal Procedures Study - City Systems Analysts studied the procedures in criminal section of the City Court to recommend changes in operation and modernization of this section of the Court. The end result was an on-line computer system for the criminal division of the City Court.
- . On-Line Computer System - An on-line computer system for use by Police, the Prosecutor's office and the Court was designed by City Systems Analysts and Programmers. The system provides access to information regarding defendant prior histories, up-dates on specific cases, and assists in recording payment of fines for related traffic matters.
- . Volunteer Probation Project - Involves the use of volunteer probation sponsors who work on a one-to-one basis with criminal misdemeanants. The sponsor provides personal and counseling influence and serves as a resource person in the rehabilitation of the probationer.

Community Projects

- . Coordination: The Key to Drug Abuse Control - This grant underwrote the cost of developing consultation materials and services used by communities interested in creating a coordinated drug abuse control effort similar to the existing Community Organization for Drug Abuse Control (CODAC) located in Phoenix. Phoenix subcontracted the discretionary grant to CODAC to perform these services.
- . Valley Big Brother Delinquency Prevention Program - Implemented and operated a program for fatherless boys referred to Valley Big Brothers from the Maricopa County Juvenile Probation Office.

Police Department

- . Burglary Reduction and City-Wide Criminal Justice Coordination - A special surveillance unit was trained and provided with special equipment to work specifically on burglary cases and to observe known burglars. To date, most of the adult burglary cases worked by the police team have resulted in convictions. The efforts of the team have failed to reduce the rising burglary trend in Phoenix but did determine that a large portion of the problem rests within the male teenage community. The concepts and surveillance techniques learned in this program are being integrated into police department procedures and a new program is being planned which centers on the male juvenile offender.

The second portion of this grant funded the Phoenix Criminal Justice Planner position.

- . Compound Counseling Project - Placed a counselor-social worker in the jail compound to provide inmates with the opportunity to enter into some type of rehabilitative program other than jail. The jail population has been reduced and some of the regular inmates have improved their living standards and are now employed.

- . Police Assisting Youth Section - Places police officers in Phoenix public schools. The large number of positive contacts between police and youth in this program appears to be facilitating a better image and rapport with the teenage population of the school system.
- . Computer Aided Dispatch System Design - Comprises the initial step of a two-and-one-half year design and development study to provide the Police Department with a computer aided dispatch system.
- . Personal Communications - Provides eight antenna sites to improve police radio communication in the City. This project is coordinated with the Mobile Radio Extenders grant funded the previous year which provides officers with portable radio units.
- . Computer Aided Master Index File - Comprises the initial step toward the transfer of data now recorded manually into a Police Master Index File to a computerized data bank. The grant has identified the number of different card files, content of files and average number of characters per card in the Police Information Bureau. Along with the initial design of a computer automated index system, this information will allow a closer estimate of future conversion, implementation and computer storage costs.
- . Movable Briefing Station - Provides a movable briefing station for police use in the southeast section of Phoenix. The proposed station lies directly in the path of airport expansion. The mobile station will allow continuous, uninterrupted police protection services to all residents and businesses in the southeast section of Phoenix.
- . Project AWARE - AWARE is a program designed to provide an alternative to juvenile delinquency and improve police-youth relations by developing mutual respect, trust and understanding between resident youth of high delinquency areas and police officers. The involvement of officers in Phoenix Boys' Clubs gives the clubs an opportunity to provide programs

above the normal limits of on-going activities. Eighty-four per cent of the extreme delinquency problem areas are now being served by the project.

- . Organized Crime Intelligence Unit - Funds have been provided to develop a professional surveillance unit, equipped with modern equipment and procedures. The unit has conducted in-depth observations and performed background checks on persons known or discovered to be associated with organized crime operations and personnel.
- . Comprehensive Scientific Crime Detection System - Provided funds for the purchase of a Laser Raman Spectrophotometer and an Energy Dispersive X-ray Spectrometer. Both items of equipment have been purchased and installed, and each shows promise of being an excellent aid to law enforcement investigative operations.

VII. Summary of LEAA Grants Awarded to Phoenix in 1973

Grants awarded to Phoenix for new programs during 1973 are described in the following pages. Each grant was proposed and reviewed by the Committee. The Committee will review the operations of each project during the next year, including the following projects which are continued for another year:

1. City Court - Volunteer Probation
2. Community - Valley Big Brothers Delinquency Prevention
3. Police - PAYS, Communications, Command and Control (Computer Aided Dispatch), Alternative to Incarceration Counselor (Compound Counseling), AWARE.
4. City Manager's Office - City-Wide Criminal Justice Coordination

City Prosecutor

- . Intern Prosecutors - Utilizes third-year law students from the Arizona State University College of Law to work as interns in the City Prosecutor's Office. The program was first implemented in 1971, and was revised

and approved again this year. The interns have been able to gain valuable experience in trial and research activities. The project has allowed the Prosecutor's office to maintain the size of its staff in the face of a greatly increased work load and to provide the service required to the public and the police.

#### City Court

- . Volunteer Probation Psychiatric Counseling - A program to provide psychiatric counseling for certain misdemeanor offenders assigned to the Court Volunteer Probation Project. The program is aimed at individuals with character disorders or psychological problems such as sexual deviates and prostitutes who do not normally respond to punishment or regular rehabilitative methods.
- . Court Records Microfilm Project - Provides for the microfilming of City Court records presently stored in the court in an effort to provide efficient storage in a location convenient to court use. Information has been stored on cards in three separate locations. The project will reduce the retrieval time necessary to find information on past cases and records.

#### City Manager's Office

- . Local Alcoholism Reception Center (LARC) - The City is sponsoring a pilot LARC in response to the legislation abolishing public intoxication as a crime on January 1, 1974. The new law creates LARC facilities to provide care to public intoxicants after they can no longer be arrested. LEAA funds have been used to help set up and implement the pilot project and have been used most effectively to decriminalize this historically criminal offense.

Police

- Recruitment and Orientation of Minority Patrolmen (ROMP) - A recruitment program directed at minority groups to encourage more minority members to become police officers and to engender a better image of the police department in the minority community.
- Model Communications Console and Records Retrieval System - To develop an ideal communications console for the operations center of the new Police and Public Safety Building. Funds also purchased an automated file card retriever for the Police Information Bureau.

VIII. Crime Specific Emphasis on Burglary Reduction

At the MAG Regional Criminal Justice Coordinating Committee Seminar held on April 5, 1973, goals and objectives for the criminal justice system in Maricopa County were discussed. The highest priority established was to develop a crime specific plan to attack burglary in the Region. It was envisioned that MAG member agencies would set aside a portion of local and regional funds from LEAA for programs which would attempt to reduce burglaries.

The ultimate goal of a crime specific attack on burglary may not be to reduce the crime itself, but more logically is an attempt to consolidate and unify the entire system. It was realized initially that the rather nebulous concept of a "criminal justice system" could be reduced to a practical and tangible model if efforts were aimed at reducing crime rather than improving the system. It was in this first meeting that officials began to talk about the elements of the system. They

realized that an attempt to intensify the apprehension of burglars, without a corresponding attempt to strengthen the prosecution, judicial, and correctional elements of the system, would only magnify the backlog and overloaded conditions that already exist. As a result of those discussions, MAG staff was directed to develop recommendations that would impact on the entire system. Each recommendation to improve one element of the system was to be carefully weighed in terms of its influence on every other element.

Since the time of that first meeting, MAG staff has held meetings with local criminal justice planners and State planning agency personnel to review problems and develop a plan of attack. It was determined that the first step toward plan development would be to utilize local criminal justice personnel to study the burglary problem in the Region. This study unit was assembled and began work on August 1, 1973 to study the problem and propose solutions.

The unit, composed of representatives from police, prosecution, courts and juvenile corrections, has developed the following program objectives.



1. To develop for purposes of regional application a workable plan to
  - a. promote community awareness of the burglary problem.
  - b. coordinate inter-community burglary reduction efforts throughout the Region.
2. To evaluate present programs as to their effectiveness in reducing burglaries.
3. To significantly reduce the occurrence of burglary within the Region.

The unit has studied the Police system, the judicial system and the penal system and has provided an evaluation and recommendations for each of those areas.

The scope of the study includes:

1. Statistical patterns to show target areas.
2. Profile studies of juvenile and adult offenders.
3. Statistical data reflecting the value of stolen property.
4. Needs for citizen awareness and solutions to citizen apathy.
5. Recommendations to improve burglary investigation including alternative solutions to the manpower shortage.
6. Recommended programs for target area saturation, curtailment of fencing activities, regional seminars for burglary investigators, prosecutors and probation officers, and a computerized property identification and recovery system.

The support and emphasis given to crime specific planning by local officials has caused the development of applications for burglary reduction programs from several municipalities. Those projects developed by Phoenix in response to this planning emphasis are discussed in the following section.

IX. Summary of LEAA Grant Applications to be Submitted by Phoenix in 1974  
PART C Grant Applications

Brief descriptions of projects for which Phoenix will submit applications for PART C LEAA funds in 1974 are presented here. Two existing projects are proposed for continuation in 1974, PAYS from the Police Department and Intern Prosecutors from the Prosecutor's Office. Again, these projects were proposed and the applications were reviewed by the Committee.

Following the Regional directive to develop crime specific burglary reduction projects, the Committee requested that a major portion of the City's PART C allocation be directed toward that goal. As a result, approximately 50% of 1974 funding will go to the first two projects described. Both are burglary reduction oriented.

- . District Crime Prevention Units - A unit will be provided to each of the four Police districts to identify and eliminate specific crime problems. The unit will monitor crime trends and patterns, analyze the trends to isolate the causative factors and then, through active patrol, surveillance, stake out or other policing techniques, including community involvement efforts, work toward eliminating the problem.
- . Automated Burglary Location Project - The project is planned to provide a computerized statistical analysis of UCR Part I offenses, particularly burglary data. This automation will provide more timely information on which to base development of officers.
- . Maryvale Youth Center - A program aimed at the higher teens in the Maryvale district. This age group is most often involved in petty theft, burglaries, dope pushing and other criminal activities. A youth energy center aimed at this age group will be manned by counselors and outreach volunteers who will provide activities in which these youth can

become involved. This program has shown promise of success in other cities. The Maryvale district currently has no program aimed at the higher teens.

Discretionary Grant Applications

Discretionary grant applications for 1974 will include requests to fund the remaining phases of the Master Index File Conversion project. A request to fund a third year of Project AWARE and an application for a Burglary Reduction project aimed at community involvement will be submitted.

A discretionary grant will also be requested to fund a specialized police task force. The task force will investigate organized crime activities in the area of land fraud, security swindles and con games with the purpose of gathering accurate evidence to convict the perpetrators of these crimes.

Part E Grant Applications

Unless funding to the State in this area is greatly increased, it is anticipated that sufficient funds will be granted to Phoenix only to continue the Alternative to Incarceration Counselor and Volunteer Probation Psychiatric Counseling projects, initiate a Big Sisters Delinquency Prevention Project similar in concept to the Valley Big Brothers project described previously, and fund a portion of the South Phoenix Youth Service Bureau which has been previously operated by Maricopa County.

X. Conclusions and Recommendations for Future Effort

A review and appraisal of the activities of the Committee must at best be subjective. However, response from members of the Committee concerning past results and suggestions for future action has produced a delineation of accomplishments and problems as well as recommendations for future direction and effort.

- . The most useful activity to this time has been the review of existing programs. The review has given Committee members a better understanding of program operations and provided a more informative base on which to recommend program continuation or termination.
- . Crime specific planning has offered the first real opportunity to direct efforts at one goal. To this point, most programs proposed by the Committee have attempted indirect attacks on problems with little evaluation of goal accomplishment.
- . The scope of planning by the Committee has been essentially limited to grant-oriented activity.
- . Until recently private citizens have not been included as contributors to the local planning effort although input from community groups has been invited and favorably received.

Future Committee efforts should include the following actions:

1. A discussion and self-evaluation of past accomplishments and failures in order to provide direction for future planning and system improvement.
2. Active liaison with the membership of the Citizens' Criminal Justice Planning Advisory Committee to receive input from representatives of the private sector.
3. Compilation of a written comprehensive criminal justice plan for the City which outlines goals and delineates programs to accomplish those goals.
4. Extension of the scope of planning beyond planning for the utilization of grant funds.

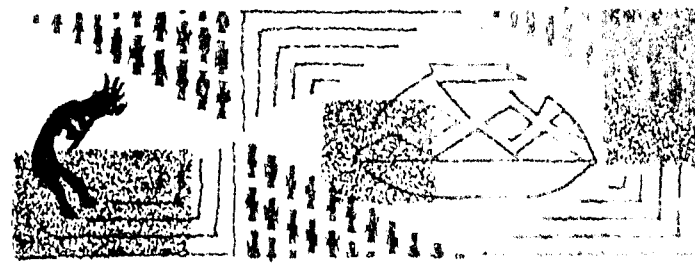
.... Grants for projects are only one of several tools for improving the criminal justice system and reducing crime. Policy changes, administrative changes, city or county budget changes, process changes are all additional, and often more important tools for change. This is not to demean the value of the LEAA grant program. It is only to say that there is a real danger in planning becoming grant oriented, rather than improvement oriented, and then using the best tools, grant or otherwise, to realize these changes. A planning process which is not a part of the regular planning-policy maker process of government, but rather wholly the creature of the grant system would have great difficulty increasing the breadth of planning actions beyond grantsmanship ... (Survey of Local Criminal Justice Planning, National League of Cities and United States Conference of Mayors, June, 1973, page 13.)

Since the Administration and LEAA have indicated their interest in and support of local planning, it is appropriate that the Committee convincingly demonstrate its capability to plan and coordinate law enforcement and criminal justice efforts within the Phoenix community. Such action will not only benefit the City but will provide example to the entire Region.

APPENDICES

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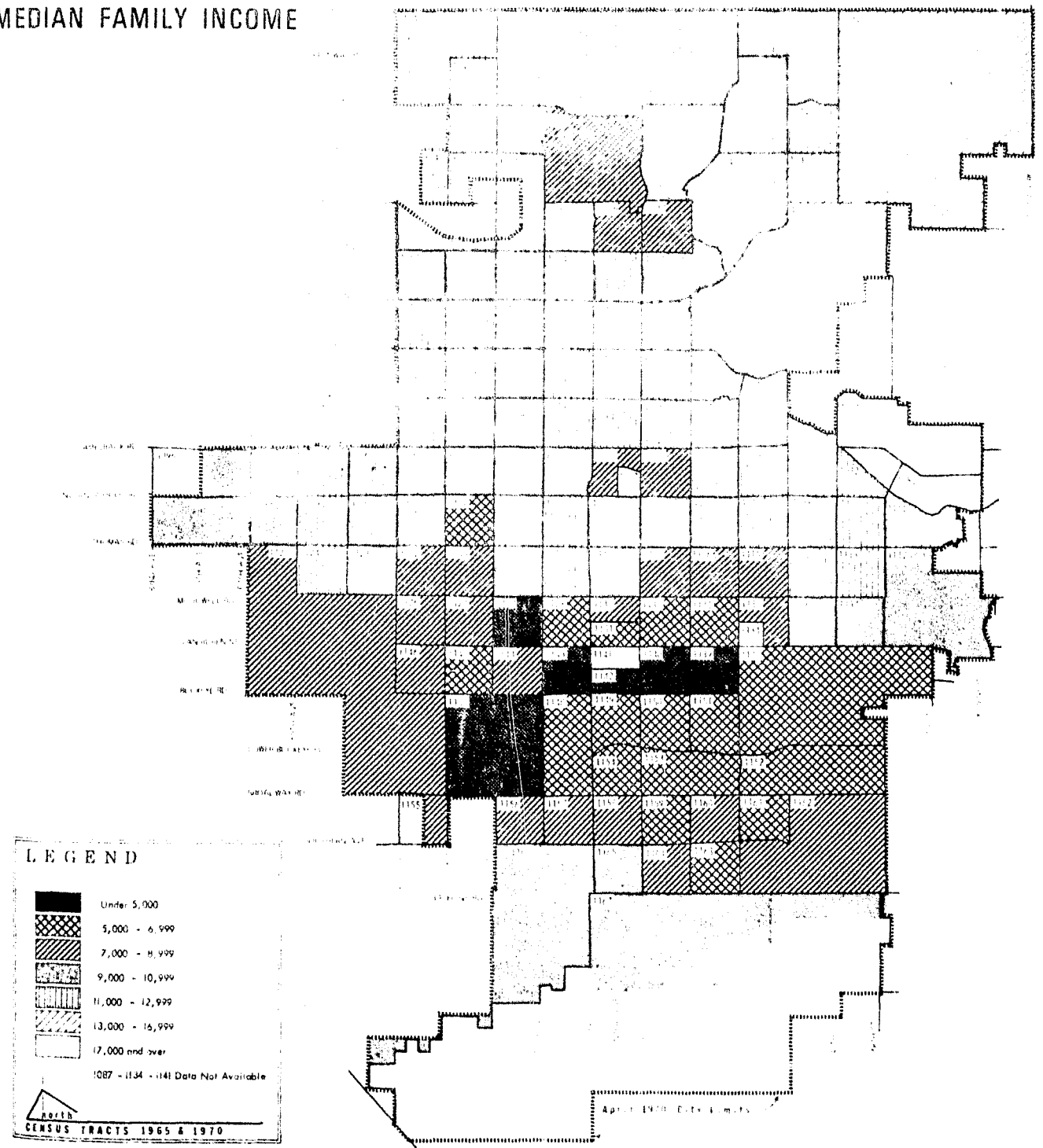
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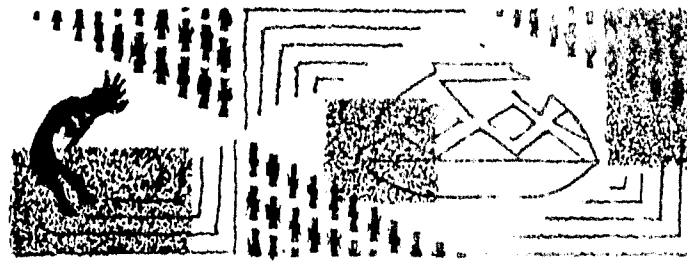


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OFFICE OF ECONOMIC DEVELOPMENT, ARIZONA PLANNING DEPARTMENT, 201 WEST WASHINGTON

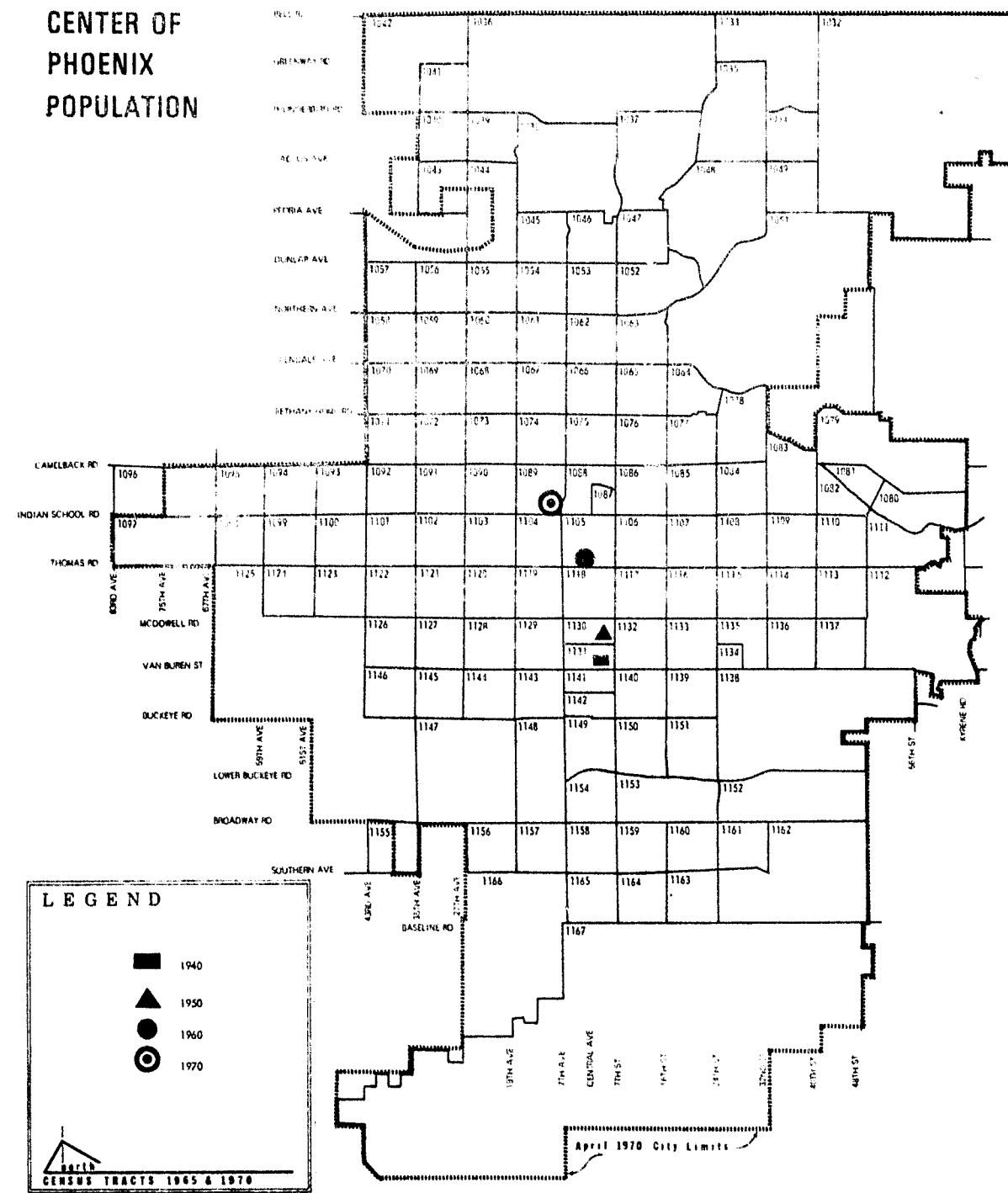
## MEDIAN FAMILY INCOME



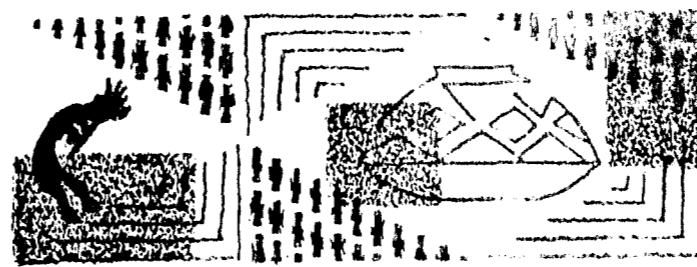


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## CENTER OF PHOENIX POPULATION

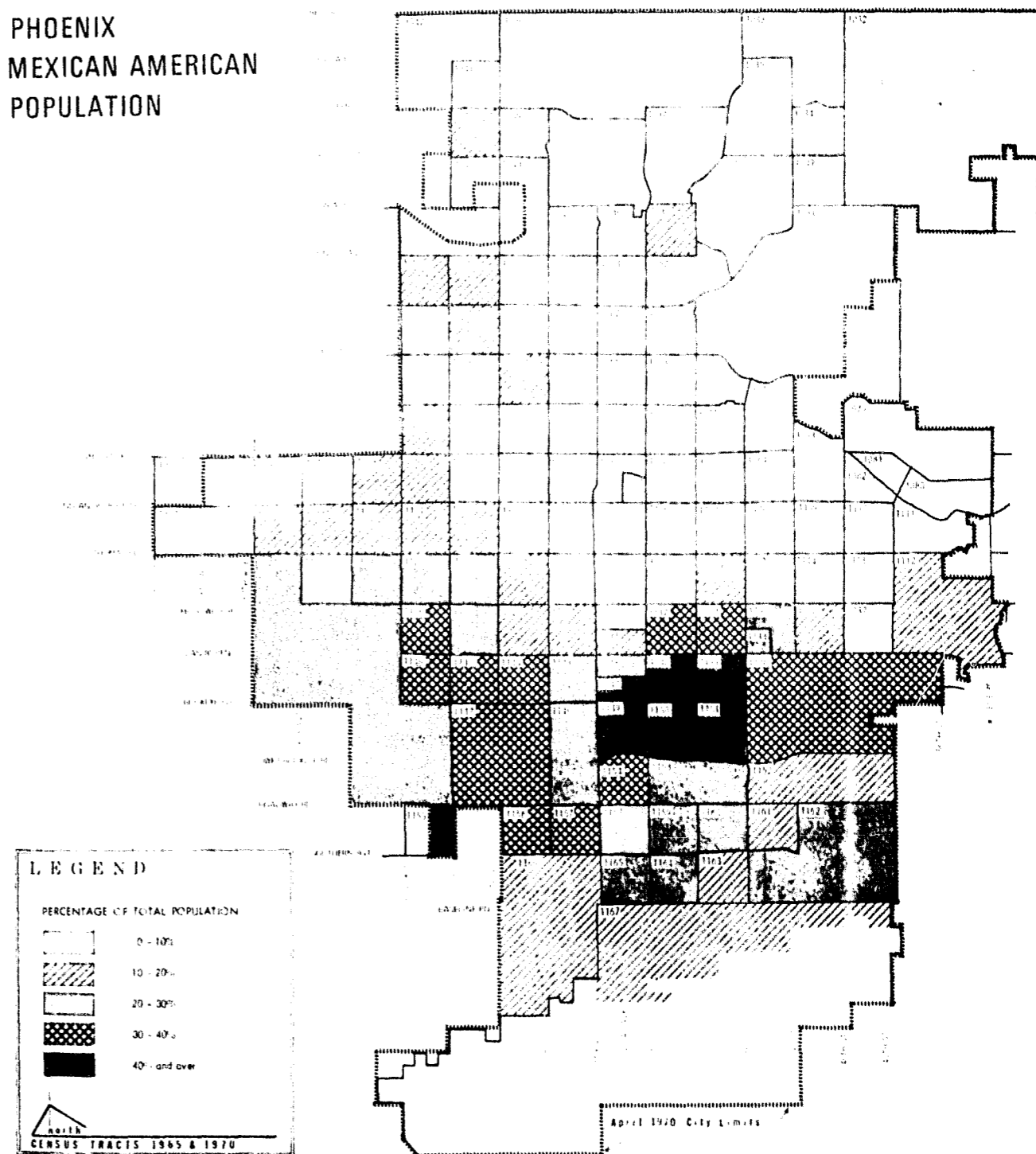


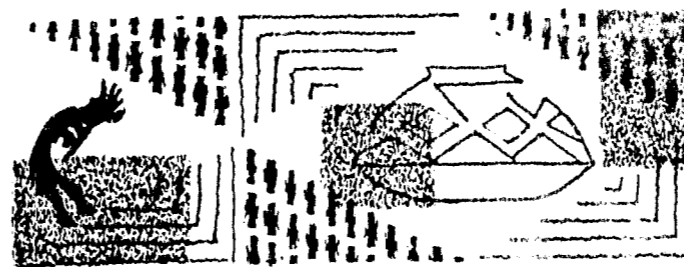




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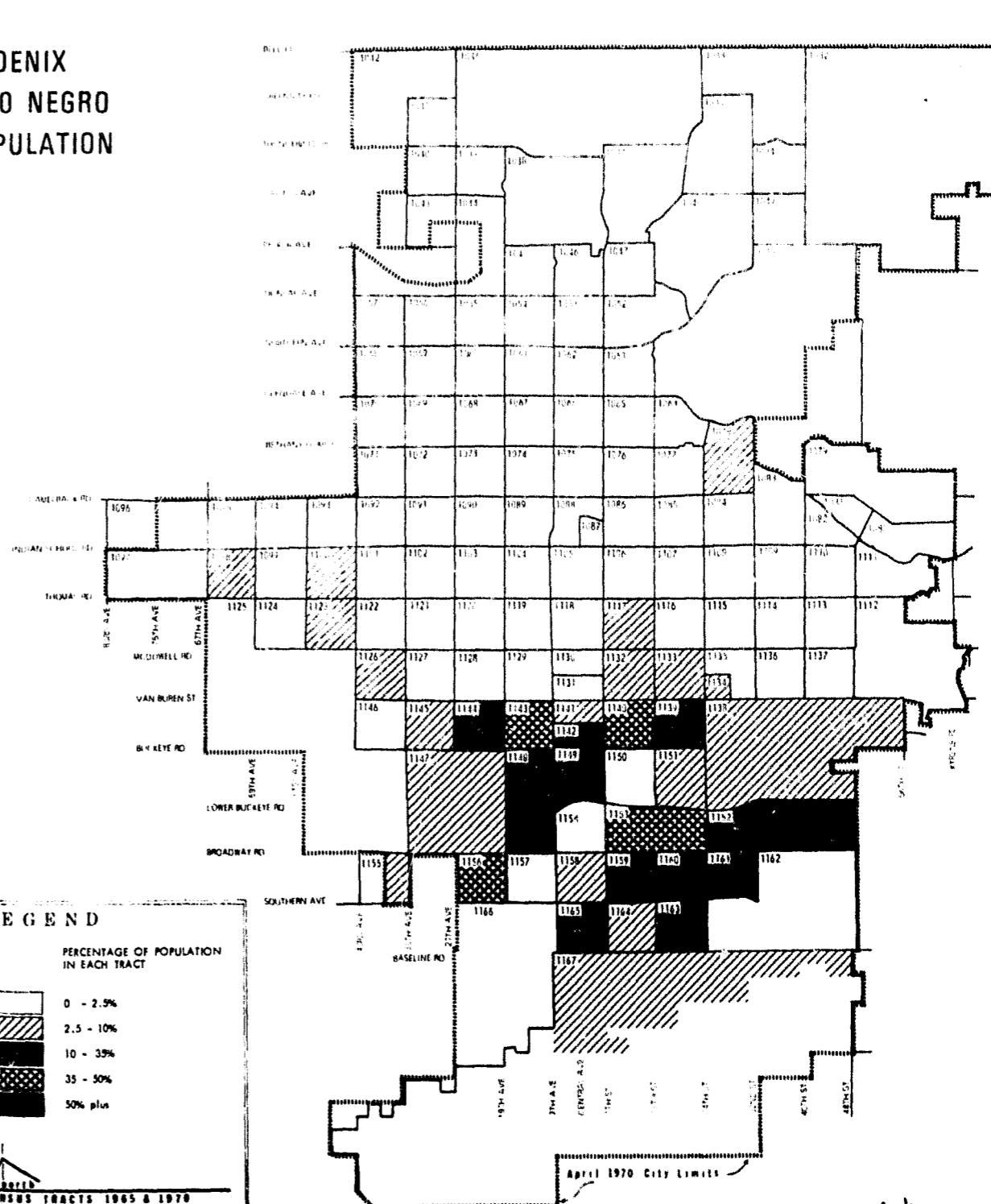
## PHOENIX MEXICAN AMERICAN POPULATION





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## PHOENIX 1970 NEGRO POPULATION

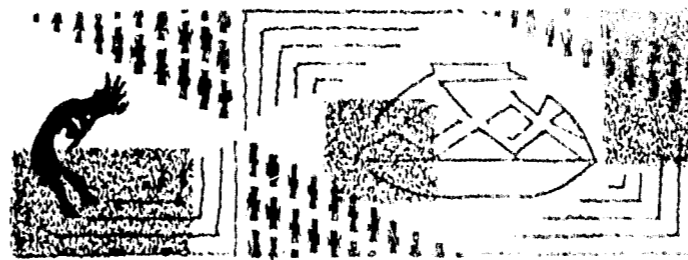


**LEGEND**

PERCENTAGE OF POPULATION  
IN EACH TRACT

- 0 - 2.5%
- 2.5 - 10%
- 10 - 35%
- 35 - 50%
- 50% plus

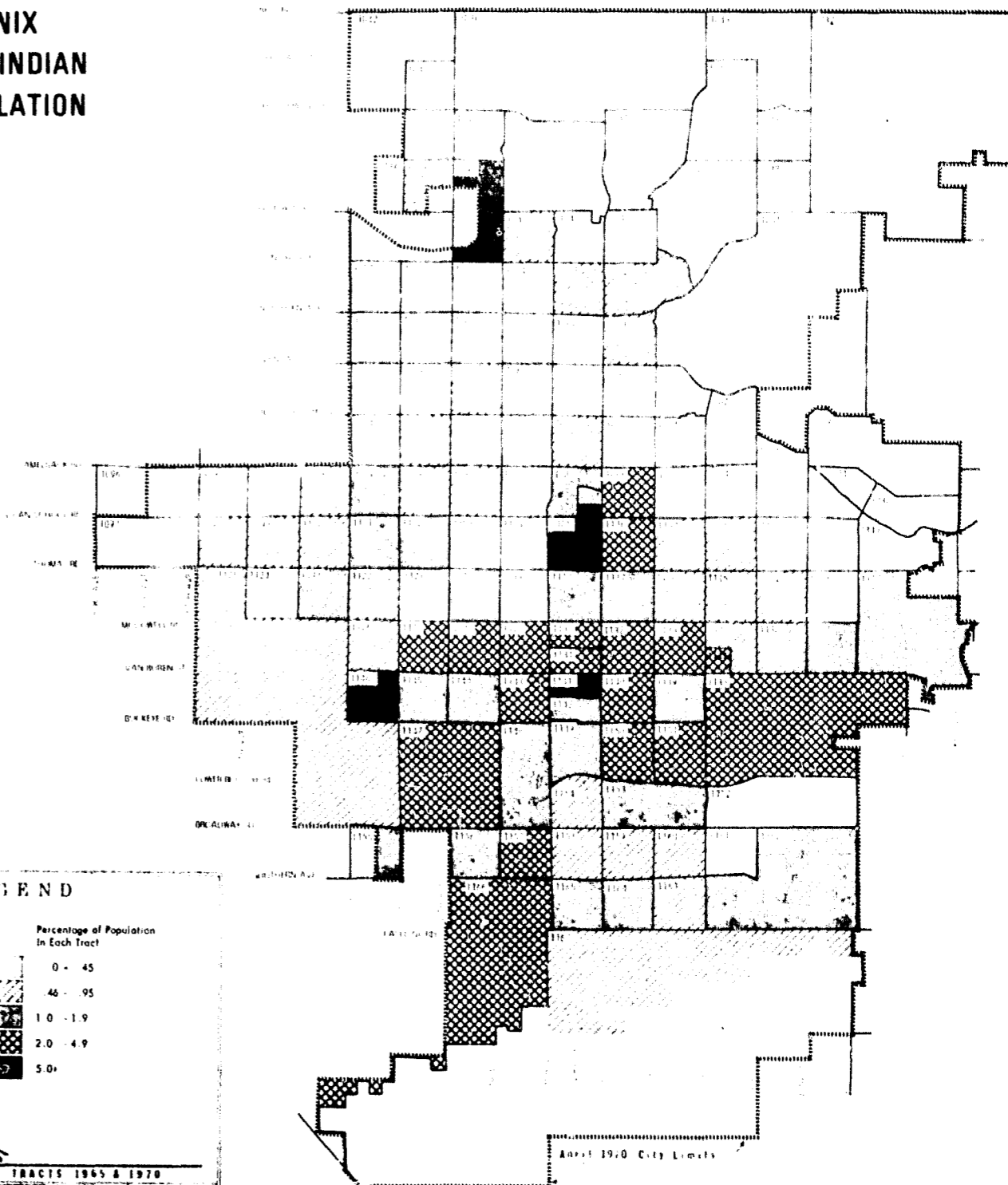
**CENSUS TRACTS 1965 & 1970**



# DATA

PHOENIX, ARIZONA PLANNING DEPARTMENT 751-1151

## PHOENIX 1970 INDIAN POPULATION



**LEGEND**

Percentage of Population  
In Each Tract

(White)	0 - 45
(Diagonal lines)	46 - 95
(Cross-hatch)	1.0 - 1.9
(Dotted)	2.0 - 4.9
(Solid black)	5.0+

North

CENSUS TRACTS 1965 & 1970

Approx 1970 City Limits

MARICOPA COUNTY GENERAL HOSPITAL

ADDRESSEE	SUBJECT	FROM -- DATE
Farnsworth, M.D. County Manager Health Services	REPORT CONCERNING THE LARC PROJECT FOR THE PERIOD BETWEEN March 1, 1973 - July 31, 1973	S. W. Hollingsworth, M.D. Chairman Department of Psychiatry

August 14, 1973

May I briefly review the LARC Demonstration Project. The LARC Demonstration Project had its source both within the Maricopa County Department of Health Services, the City of Phoenix, as well as an outgrowth of the Comprehensive Health Planning Council study of Senate Bill #1107 and its implications for Maricopa County. The model as developed envisioned renting a suitable facility in skid row which would offer room and board, health services, and serve as a social brokerage center with appropriate referrals. The atmosphere of this center would be neutral and, thereby, maintain the trust and respect of its clients.

If a client was interested in a lifestyle change, the ARCA (Arizona Recovery Centers Association) network of halfway houses was to be used for the longer term social-rehabilitation strategies. In addition, the medical detoxification units at St. Luke's Hospital Medical Center and the Maricopa County General Hospital would also be involved for selected referrals from the LARC medical-nursing team.

Parallel to the model there is a research project which will attempt to evaluate and understand the total problem and which will attempt to understand the social-cultural aspects of the derelict public drunkenness problem as well as tentative conclusions as to the effectiveness of the various strategies.

The Maricopa Association of Governments decided to sponsor the project and the Maricopa County Department of Health Services is the overall prime contractor and coordinating umbrella agency. The Maricopa Association of Governments will appoint a Maricopa County-wide Advisory and Technical Evaluation Committee. The Maricopa County Department of Health Services has subcontracted with the City of Phoenix so that the City of Phoenix can directly administer and staff the LARC Social Brokerage Center. The Maricopa County Department of Health Services is furnishing the medical-nursing staff that functions at the LARC and suitable subcontracts have been obtained with ARCA for halfway house placements and St. Luke's Hospital Medical Center for a select number of medical detoxification admissions.

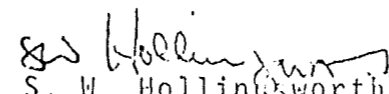
The City of Phoenix proceeded to lease a suitable facility at 715 West Washington Street which has been remodeled and has space for approximately 60 beds. All of the strategies have been completely implemented and the results are as follows:

- Appendix #1 - LARC Social Brokerage Center
- Appendix #2 - Experience of the Medical-Nursing Unit
- Appendix #3 - The ARCA Experience
- Appendix #4 - Research Section
- Appendix #5 - Separate Research Report by Skip Heck, Program Coordinator, Division of Alcohol Abuse
- Appendix #6 - Cost Benefits Analysis
- Appendix #7 - Statistics of Re-admissions and Length of Stay in LARC
- Appendix #8 - Employment Characteristics of LARC Clients

The social outcome measurements involve studying two distinct populations -- (1) LARC plus Halfway House and (2) LARC only. We have two groups we're following with a 60 and 90-day follow-up and will repeat the follow-up in approximately two months which will give us a 120 and 150-day follow-up. The LARC-only group is too small to draw any conclusion, but the LARC plus halfway house group shows some remarkable social outcomes in my opinion. There were 71 clients in the 60-day follow-up, of which 50 were contacted. Of the 50 in this follow-up, 20 were dry. (53% and 43% respectively.) The next follow-up sample will be larger with a much higher number of LARC-only follow-ups.

Due to the unusually high sobriety rates, attached is an independent research study done by Mr. Skip Heck, Division of Addictive Behavior Services Agency, State Department of Health. (Appendix #6)

The early results are quite impressive and it is my own opinion that we are developing an effective and competent composite model which is utilizing both public and private resources in a remarkable way.

  
S. W. Hollingsworth, M.D.  
Chairman  
Department of Psychiatry

wg

Attachments

# Students plead to keep police counselor

By JACK WEST

The parents of more than 500 students and city police Paroleman Mark Barnett want to stay with them.

Barnett, one of seven officers assigned to Phoenix schools as a counselor in a program called PAYS (police assisting youth sections) has been spending three days a week at Shea, 10349 N. 27th St. However, he is scheduled to be assigned at the end of the semester to Greenway across from Greenway.

The students have piled up more than 500 names on petitions asking that Barnett remain with them and that another officer be sent to Greenway. The petitions have been sent to Mayor John Driggs and Police Chief Lawrence Wilentz.

Barnett and the other officers in the program are not on the payroll of the security center. Instead, their duty is to answer any questions the youngsters may have about the law, the police, and other topics, and counsel youngsters with problems.

"The basic responsibility of education," said J. Robert Hendricks, principal of Shea School, "is to teach the students to become good citizens; that's an important part of the educational process."

"The students identify with Mark as a person, and they identify positively with him," Hendricks said. "They also identify with him as a policeman, and this can only help in their reaction toward policemen in the future."

"Everybody thinks cops are so bad," said Christina Albac, 12. "With Mack, we found out that they aren't really that way at all. We want him to stay with us."

"He tells us different things about the law and stuff," said Diamma Tanner, 12. "Everybody likes him."

"He has added so much to our pro-



Republic photo by Forrest Stroup

Popular policeman Mark Barnett with Shea School students Jon Hill, 13, and Jenine King, 12.

gram," said Dick Buscher, science teacher at the school. "Relations between people and authority tend to stabilize our society. Mark's job helps stabilize our society. Mark's job helps stabilize the lives of our students."

"He tells us like it really is," said Student Council President Kelly Braser. "The kids trust him and respect him for that. And he likes to be around kids. Kids can tell when people really like to be around them, and he does. And the kids like to be around him, too."

As Student Council president, Kelly wrote a letter to Mayor Driggs.

"We very much like and appreciate officer Barnett and everything he does and has done for us," she wrote. "Officer Barnett is very much everyone's friend and we are his friends. The point I am

trying to make is, we want him to stay."

"We want all," he continued. "Officer Barnett does already, everybody needs at Shea and we all know him."

Mayor Driggs wrote a letter in reply to Mrs. Braker, in which he said there was no way to add another police officer to the program this year. But the mayor noted the Paradise Valley School District has the power to place the available officers in the schools they choose, and the City of Phoenix will abide by any decision the school district makes regarding officer Barnett.

A meeting is scheduled today between school district and city officials.

Barnett said that, of course, he will do his best wherever he is assigned.

CITY OF PHOENIX, ARIZONA

SUBJECT: Police To Take Inner City Youth Into Wilderness Date: June 14, 1972

PAPER: Arizona Republic

FILE: Police / ~~General~~ C.R.

## Police to take inner city youths into wilds

Phoenix policemen will be taking inner city boys into the wilderness this summer.

But it's the opposite of police brutality — the policemen are participants with members of the Boys' Clubs of Phoenix in Operation Survival Trek.

The three-day weekend treks are scheduled to begin Friday and run for nine weeks, involving 90 boys between the ages of 13 and 17 from the inner city.

The program is part of Project AWARE begun with a federal grant last year — a cooperative program between the Boys' Clubs and the police department to bring about a better understanding between inner city youth and police officers.

The campsite will be in a

<sup>R-6-14-72</sup>  
heavily wooded area on the Ft. Apache Indian Reservation near Whiteriver.

Each week Dave Bernard, survival program director, will drive a group of 10 boys and one policeman to an area near Whiteriver. The group will then hike about 25 miles into the wilderness area with back packs.

"This will be a great test of endurance," said Bernard. "The group will eat mostly dehydrated food and live off the land."

Each survival team will be allowed to camp free in exchange for policing and clean-up work in the area. They

will report unauthorized activities in the area and clean the shores of the lake.

A walkie-talkie will be provided by tribal authorities for the group to use in case of emergency.

The survival project has the support and cooperation of the Arizona Game and Fish Department, U.S. Forest Service, Bureau of Indian Affairs and the Ft. Apache Tribal Council.

CITY OF PHOENIX, ARIZONA

SUBJECT: Seven Police Officers Assigned to Schools DATE: August 20, 1972

PER: Republic FILE: Police General C.R.

## 7 police to attend school to aid Phoenix students

*R. 8-20-72* BY TOM KUHN

A successful public relations experiment at Alhambra High School last year that directly involved policemen with students will be expanded this year to more than a dozen Phoenix campuses.

The police department calls the program PAYS, for Police Assisting Youth Section. It works like this:

Seven policemen will be assigned full time to school facilities as lecturers. They also will serve as counselors. Sometimes they will wear uniforms, sometimes not.

They won't "seek out minor infractions," act as campus security force or spy on students, school officials said.

### Related Stories on Page B-11

Their job, they said, will be "to build a better image of the police among young people."

"They will take the time to sit down with that kid and find out how to help him," a police department spokesman said.

Phoenix Union High School District and high schools located within the city but administered by Glendale Union and Paradise Valley districts have agreed to participate in PAYS, based on the success of the Alhambra experiment.

Students at Alhambra High were asked "to critique the program at the end of the year and they wanted the officers back again next year," said Po-

lice Lt. Ed. G. Anthony, officer in charge of PAYS.

He said Phoenix Union has not designated which campuses will have PAYS police on duty.

The Glendale Union schools are Sunnyslope, Washington, Cortez, Moon Valley and Thunderbird. Apollo and Glendale, outside of Phoenix, cannot participate.

In Paradise Valley, Anthony said, PAYS police will be on the campuses of Shea and Greenway junior highs.

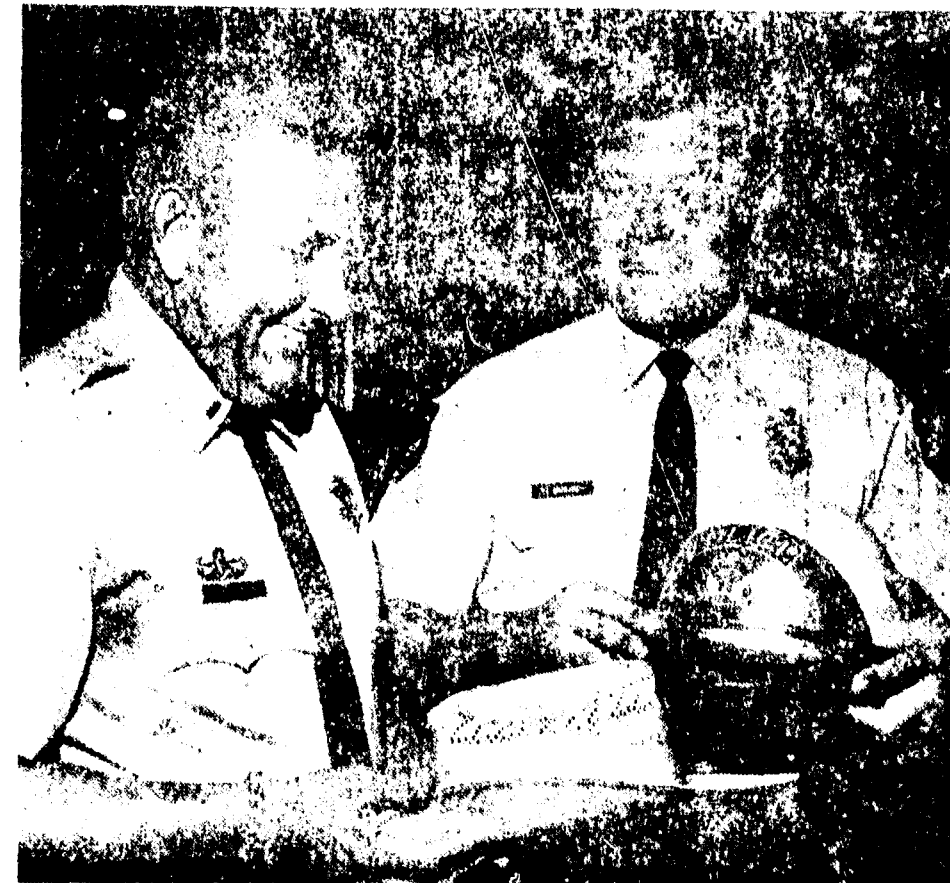
The PAYS program will cost \$149,780, of which \$37,445 will come from Phoenix funds and the rest from the federal Law Enforcement Assistance Administration.

Anthony said the PAYS staff will consist of six policemen, a policewoman and a sergeant and officer in charge. Four officers will be assigned to the Phoenix Union district, two to the Glendale Union district and one to Paradise Valley, he said.

The PAYS officers average 24 years of age, "still able to communicate with those young guys," Anthony said. The officers were specially chosen, he said, because of good service records and higher education.

John Irwin, Glendale Union curriculum administrator, said the PAYS officer "will usually wear his uniform while on campus and will remain under the direction of the police department," but subject to school district policies.





Gazette Staff Photo

## REGIONAL GRADUATION

Officers from the Phoenix, Surprise, Avondale, Chandler, Tempe, Buckeye and Glendale Police Departments and the Maricopa County Sheriff's Department graduated in regional ceremonies yesterday held in the City Council Chambers. Sheriff graduate Lt. Newlin Happersett (left) holds western hat worn by his department, while Officer Joseph Manfred of the Phoenix Police Department holds helmet.

Subject Groups Honored by Dunham AwardsDate August 1973Paper Phoenix Gazette*The Phoenix Gazette*

## Groups Honored By Dunham Awards

An organization that helps prevent crime and a group that helps disabled workers have been honored with H.L. "Doc" Dunham awards.

The Community Council, at its annual meeting yesterday in the TowneHouse, presented awards to Phoenix City Court Volunteer Probation Services in the government agency division, and to PUSH (People United for Self Help) in the voluntary group.

Frank Moss, chairman of the Community Council selection committee that included five past council presidents, presented plaques to the winners.

THE COURT program was cited for "its progressive approach to crime prevention and saving of tax dollars." In the past 1 1/2 years, more than 200 volunteers have counseled young adults who were beginning trouble with the law.

Thayer Merrill, chairman, and Patrick F. Healy, program administrator, accepted the award for the group.

PUSH was formed in 1971 to help workers disabled through injury or illness. The organization has attracted aid from several community organizations. Projects include operation of a farm on city

donated land to grow food for themselves and low-income families; helping members with education and work training, and participation in civic affairs that benefit the community.

Accepting the award were Australia Hollins, Guillermo Navarrete and Ruby Bowen.

VALLEY Big Brothers received an honorable mention for programs for inner-city youth and pre-delinquent boys, as did Phoenix Center for the Blind for establishing a residential evaluation and train-

ing program last January.

Douglas Shaw accepted for Big Brothers, and Walter Herendeen for the Blind Center. Both are United Way agencies.

Honorable mention in the government agency category went to the new Arizona Department of Economic Security for providing 40 day care centers in the state that take care of 2,000 children.

Officers re-elected include Mrs. Joseph Clifford, president; Rosendo Gutierrez and Dr. John F. Prince, first and

second vice presidents; Ray Smucker, treasurer, and Mrs. Charles Lakin, secretary, were newly elected.

H.L. "Doc" Dunham helped found the Community Council and was first president. He is an honorary life president. The awards are given to voluntary and governmental organizations, not individuals.

CITY OF PHOENIX, ARIZONA  
REAL ESTATE AND GENERAL SERVICES  
SPECIAL PROJECTS PRESS CLIPPINGS

SUBJECT: \_\_\_\_\_ DATE: 5-23-73 *Police*  
PER: Arizona Republic FILE: *Smith*

## Phoenix youth project will be cited in Senate

*CS 23 73*  
A program cosponsored by the Boys Club and the Phoenix Police Department to curb the juvenile crime rate will be cited as a model project in testimony before the Senate subcommittee on juvenile delinquency, the national director of Boys Clubs said yesterday.

William R. Bricker, who heads the organization of one million boys, said he will tell the subcommittee that the Phoenix program, Project Aware, is a new and dramatically successful way to approach youth development through delinquency prevention.

The Phoenix Project Aware, in its second year, has been the most effective of similar Boys Club programs nationally in redirecting boys aged 7 to 17 who are heading for trouble, Bricker said.

Bricker spoke to police and Boys Club project workers during a luncheon meeting at the Arizona Club in the United Bank building.

Last night he spoke in the Townhouse at a testimonial dinner for Phoenix builder Del Webb, a member of the Boys Club national board of directors.

The 26 police officers who devote at least 16 hours a week to Project aware sponsor athletic and handcraft programs and rap sessions with the 6,000 youngsters at four local Boys Club locations. Boys Club members, many of whom have been detained by police, develop through the project "a new sense of trust and respect for police officers," Bricker said. "They can relate to the individual man instead of the uniform."

One of every five boys in Phoenix was detained by police last year and almost half lived in the inner city, a report by the Arizona State Department of Corrections bureau of preventive services shows.

The three inner city Boys Clubs helped cut by 10 per cent the 1972 juvenile arrest rate in that area from the previous year's, the report shows.

Patrolman Jim Watson, who works solely with Project Aware, said more than half of the 1,000 youngsters referred to the Boys Club by their probation officers last year joined the program.

The number is expected to be higher this year, he said, because the program has expanded to include Miller Boys Club 2218 W. Missouri, in addition to the three inner city clubs.

**END**

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