

AN INTERNSHIP IN PUBLIC ADMINISTRATION PERFORMED AT
THE CITY OF PHOENIX POLICE DEPARTMENT
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by

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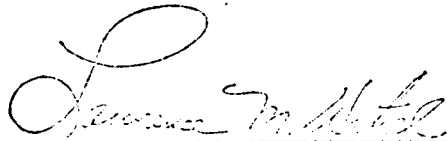
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Lawrence M. Wetzel
Chief of Police

PREFACE AND ACKNOWLEDGEMENTS

The purpose of this diary and internship experience with the Phoenix Police Department was to provide me with an increased understanding of public administration within the specialized field of law enforcement administration. This diary is the result of ten weeks of study and observation, and is comprised of four chapters.

Chapter one provides the reader with a brief view of criminality; a brief history of law enforcement; and an overview of the cultural attitudes toward criminality. Chapter two provides a brief history of the City of Phoenix and the Phoenix Police Department; a brief review of the problems confronting law enforcement; the main physical, social, and cultural characteristics of the Phoenix area; and a description of the Phoenix Police Department's organization and administration. Chapter three is the assigned projects and a discussion and evaluation of these projects. Chapter four contains both an evaluation of the Phoenix Police Department by comparing textbook theory with actual practice in the department and an evaluation of the internship experience.

An attempt to name all the persons whose aid and assistance have made this diary possible would be difficult. However, special thanks must be given to Dr. Raymond Mulligan and Professor Sanford Shoults of the University of Arizona as well as Chief of Police

Lawrence M. Wetzel and Captain Richard Porter of the Phoenix Police Department. My deepest appreciation and gratitude goes forth to all the members of the Police Planning Office for their personal attention and assistance which contributed immensely to making this internship meaningful.

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Tucson, Arizona

April 1969

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CHAPTER I

THE INTRODUCTION

INTRODUCTION

Because of the great responsibility and authority entrusted to it, the police force of a community is the most visible, dramatic and controversial of all agencies of social control. The community seeks to make its police force powerful, but demands that this authority be used with great care, restraint and sensitivity. The police are held to standards far exceeding those applied to other public service agencies. The policeman is charged with applying and enforcing a multitude of laws and ordinances in a manner that maintains a delicate balance between the liberty of the individual and society's demand for the detection and apprehension of criminals. His task requires a sensitive and wise discretion in deciding whether or not to invoke the criminal process.¹ Further, these responsibilities must be carried out in strict compliance with rigorous legal standards.²

In urban communities such as Metropolitan Phoenix, the difficulties of the police are compounded by the apathy with which some of the population greets their efforts and the outright hostility displayed by others. Cities struggling with pressing problems of unemployment, housing, education and discrimination find that the relations between police and citizen are aggravated by efforts to find solutions to these problems. Some elements of the community

see the police not as protectors but as part of an oppressive social order. The resultant hostility denies the police the full cooperation of the community in reporting crimes or suspicious circumstances and prevents compliance with police directives at the scene of an arrest or disturbance.

The scope of police authority, as defined by the legislature and courts, influences police capability to prevent and detect criminal activity. Assignment to the police of miscellaneous functions such as licensing duties may dilute the manpower available for more basic police work. Police effectiveness may be enhanced by a community's efforts to curb opportunities for criminality, through legislation or private measures by individuals or groups. Finally, it must be acknowledged that there are many crimes which the police cannot be expected to prevent. Some offenses are committed beyond the reach of police surveillance. Others are often committed in passion with little thought given to possibilities of apprehension or detection.

The inherent difficulties of police service make it impossible to measure the effectiveness of a police agency by any simple rule of thumb. The crime rate is sometimes used as an index of police effectiveness but tools for measuring crime are clearly too crude and our knowledge of underlying causes of crime too imperfect to permit this easy association. Substantial social and economic changes may prompt increases in crime notwithstanding the best efforts of an excellent police force. In some cities the

professionalization of a police force has been accompanied by an apparent rise in the crime rate as official reporting techniques are improved and increased public confidence in the police results in more crimes reported by citizens.³

Other measures of police effectiveness are similarly imperfect. The rate at which the police "clear" reported crimes has been suggested as an appropriate measure. But the clearance rate is subject to many reporting variations between police departments, making it difficult to ascertain whether a particular rate of clearance is good, bad, or indifferent. Moreover, this index only reflects a police agency's capacity to solve crimes already committed rather than its ability to prevent crime. Efforts to measure the intangibles of police-community cooperation by counting the number of assaults against policemen, for example, also provide a very limited basis for evaluating a police department.

Although its performance cannot be evaluated easily, an efficient, alert police force inevitably reduces crime. It seems apparent that intelligent deployment of manpower in high crime areas deters potential offenders. By swiftly responding to calls for assistance, the police apprehend suspects during the commission of crimes. By skilled investigation they can identify, and then apprehend, offenders. Through precise reports and testimony they contribute to the successful prosecution of offenders.

For a police force to accomplish these ends it must be staffed by an adequate number of trained, well-equipped personnel, committed

to the highest standards of police work. Its leadership must exercise strong control, be alert to social change, and ready to experiment. To enlist and maintain vital community cooperation and respect, a police force must be scrupulously fair and honest in its dealings with all citizens. The community must be convinced that officers who lack the necessary ability or integrity will not be tolerated.

This Diary is not an attempt to evaluate the Phoenix Police Department in these terms. This Diary will simply be an overview of the Phoenix Police Department specifically. Undoubtedly some of the information provided here and my own experiences with the Department will reflect upon this Department's ability and methods of accomplishing its goals. Other than these incidental reflections, this paper is aimed at a review of my learning experience as an Administrative Intern with the Phoenix Police Department and not at evaluating it.

A BRIEF VIEW OF CRIMINALITY

In order to understand the environment of the Phoenix Police Department, it is extremely important to view it in the light of modern socio-psychiatric attitudes toward criminality. This frame of reference is not necessarily my own but that of contemporaries in this field.

Short of war, our society is faced with no more serious or more important problem than crime, whether it be measured in economic, social, or moral terms. And next to war, criminality in our people offers a greater threat to lives, property, peace of mind, comfort, and convenience than any other malady confronting mankind. It is unfortunate that although great strides have been made in the treatment of problems arising from poverty, disease, and ignorance, a similar success cannot be claimed by society in its battle against criminality. On the contrary, there is reason to believe that criminality is increasing, in spite of advances in our knowledge of motivation, causation, treatment and rehabilitation.⁴

With these strides made in the treatment of disease, poverty, and ignorance it would seem that corresponding improvements in treating the problem of criminality would result. It seems that the general environmental causes for criminality, which have occupied sociologists for decades, no longer appear to be valid. Rather, modern thought seems to describe criminality in sociological and psychological terms.

The fusion of these two areas of study is what has been termed the socio-psychiatric theories. These theories suggest that psychological patterns which may result in criminality develop as early as infancy. At birth the infant begins to feel that the world operates for his benefit. This extreme self-centered attitude has led one psychologist to state that if a child had the strength of an adult, he would be one of the world's most dangerous criminals. In other words, the infant does not respect the rights, properties, possessions or pleasures of others and his own needs and interests come first above all other considerations. For the normal child, growth brings adjustment to the fact that society demands that he repress these urges. When he is secure in his feelings of being loved and respected, there is no great difficulty in this maturing process. However, if the child does not make this adjustment the lack of love and security in his home and environment are usually to blame. This may cause him to use society as an outlet for his drives. When he does this and society does not bend to his every wish, serious psychological conflicts result causing behavior which may be considered delinquent or criminal. Current thought now suggests that these conflicts are made critical by varying types of discriminatory action be they racial, social, political or economic.⁵

If one accepts these current attitudes towards criminality, it becomes extremely interesting to examine how law has responded. Strictly defined, law is a form of social power that seeks to regulate human relations by establishing rules, backed by sanctions,

which prescribe certain types of conduct in certain situations. This power is probably one of society's most perfect expressions. In the last few years it has been particularly conscious of conflicts which result from racial, economic, and political segregation. It's emphasis has shifted to social responsibility for crime rather than individual responsibility. So strong is this emphasis that totally new attitudes have developed toward delinquents, the mentally ill and alcoholics. Once these offenses were treated as crimes but today many agree that they are diseases capable of being treated and cured. The law, or at least the interpretation of this law, is becoming sensitive to the fact that the criminal, too, needs treatment rather than punishment.

Law enforcement agencies are also becoming increasingly concerned with this aspect of social responsibility. It is important to realize that it is the police who are dealing with the public and it is at this level where social-work programs are being launched. The police, while concerned with the more direct and obvious aspects of preserving the peace and protecting life and property, are also concerned with the grass-roots causal aspects of criminality. In short, it is increasingly becoming the belief that the enforcement agencies should provide programs of treatment which concentrate upon efforts to enable the individual to establish a balance between his own drives and the obstacles to these drives represented by society.

This broadened concept of social responsibility on the part of the police has resulted in a more positive philosophy of service.

The police service now includes many aspects of social work, such as those involving the mentally defective, the very young, the very old, and family relationships.

If one analyzes the problem of enforcement and correction or rehabilitation in terms of the modern concept of criminality one realizes quite soon that we are concerned with the psychological balance of the individual. To concern ourselves with correction and rehabilitation then, we must admit that we are concerned with treatment rather than punishment. This is accomplished in a variety of ways. Some of these processes include such modern methods as group therapy and psychoanalysis. The success of this system depends upon the reintegration with society, not the isolation from it. No longer can we accept Medieval attitudes toward confinement of the criminal so that he can reflect on his sins. Rather, modern emphasis is much more dynamic and manifests itself in reintegration.

A BRIEF HISTORY OF LAW ENFORCEMENT

As early as 494 B.C. the Romans had established groups of patrolmen whom they called "Adeiles". It is recorded that Augustus Caesar was appointed Police Chief of Rome in 29 B.C.⁶

Under his leadership Rome soon could boast of a well-organized, well-disciplined police force officered by men of varied ranks. When the Barbarians later swept across the empire and obtained mastery, every trace of the efficient police system disappeared. Chaos and

confusion reigned until about 800 A.D. when Charlemagne ascended the throne of the Roman emperors. One of his first acts was to create a super police force that soon established law and order. Shortly after his death, however, the police organization he had built so painstakingly tottered and fell under the onslaughts of dishonest politicians who had found their coffers dwindling as a result of honest government.⁷

The Normans who established themselves in the north of France made stringent police regulations to assure public peace. The country was overrun with vagrants who lived by plunder and who were a constant source of hardship to the peace-loving inhabitants. Under the severe police regime the hoodlums soon realized their reign of terror was at an end. They scurried to Paris and other populous centers. Previous to the middle of the Fifteenth Century, the Provost of Paris and his lieutenants were charged with preserving the peace of the city and suppressing vagrancy. Semi-military in character, the French police system was widely copied in European and later in Latin American countries.⁸

In England a curious police system was maintained in varying forms for hundreds of years. It was established at the time of the Saxon Kings and was known as the "Frithborg" or "Flank Pledge". The men of the community were divided into groups of ten. Each member of a group was held responsible for the conduct of the others. If a man stole a neighbor's sheep, the victim reported

it to one or several of the groups, the members of which became sleuths who pried into the daily lives of the other members until they found the culprit, thus setting up a kind of endless chain of espionage. Despite the ethical aspect of the system, it proved so successful that the individual groups were enlarged from ten to a hundred.⁹

Ultimately, the system gradually disintegrated and the people grew accustomed to crime and disorder and seemed to be apathetic toward law enforcement. Police duties were performed after a fashion by nondescript citizens who were known as "Parish Constables", "Special Constables" and "Town Watchmen". There was little choice in many cases between the guilty one and the officer employed to catch him. This lack of confidence in the existing parish constable was proved by the existence of groups of private citizens banded together for the purpose of capturing and prosecuting felons. These "Associations", as they were called, were obliged to defray all the expense of the prosecution.¹⁰

It was not until 1828 that Sir Robert Peel secured the passage of a statute creating the London Metropolitan Police Force and opened the way for the adoption of a uniform system for the entire country.¹¹

Until the middle of the last century there was no organized police system in the United States. Prior to that date, law enforcement was largely in the hands of sheriffs, town constables and in the cities like New York, watchmen, popularly called, "The Watch."

During crises, when crime became epidemic, citizens banded together as they did in England and did their job of law enforcement to the best of their ability. Such were the "Vigilantes", a product of the far west that ended many a criminal career in a way that satisfied justice if not the law.

In 1857 the State Legislature of New York copied the London plan and established a uniformed and well-organized police department that was placed later under the control of the City of New York. Following the English tradition, the patrolmen were called "Constables" and to that fact we are indebted for the familiar term "cop". As the men went out on various duties, their names were recorded at the desk. Those going on patrol had C.O.P. placed after their names; these letters were simply an abbreviation of Constable on Patrol. At first only those men on patrol duty were called "COP's"; eventually the term was applied to all policemen in and out of uniform. At any rate, the New York police force became a model for other cities. From these meager beginnings the police force has grown to include over 17,000 separate and distinct municipal police forces in the United States.¹²

Many countries maintain national secret police systems which are networks of agents and spies who watch for signs of disloyalty or plans for revolt against the government. The Cheka was an early Soviet extraordinary commission working as secret police against counter-revolution. Today the secret police force of the Soviet Union is called the NKVD. The most dreaded of all the secret

police were the agents of Hitler's Gestapo, or Secret State Police. So much authority and power did the Gestapo have that Hitler's reign may be termed a "police state,"¹³

CULTURAL ATTITUDES TOWARD CRIMINALITY

It has always been true that cultural attitudes toward criminality have influenced law, law enforcement, and ensuing punishment or rehabilitation. One cannot begin to understand these relationships unless one examines the body of sociological thought which has gone before. Most sociologists divide these cultural attitudes toward criminality into four basic chronological areas. In the modern age the first of these areas existed prior to the 1750's which we shall call the Age of Spirits. Here as the name indicates our culture was operating on the spiritual level. A criminal in the context of this period was usually considered a witch or a person who was possessed by evil spirits. For a crime as seemingly mild as the stealing of a horse or a farm implement could be considered a capital offense. The law was arbitrary and usually varied according to social position, wealth and influence. The punishment was also equally arbitrary and mostly severe. The proper thing to do was to burn the witch at the stake and the world would become a better place in which to live.¹⁴

The second period of cultural attitude toward criminality was considerably different in nature. This is the period termed

the Age of Reason which existed approximately between 1750-1850. It is within this period that any person was considered to be a free and independent agent capable of the choice between right and wrong. In the case of the criminal who had obviously chosen wrong, he was considered responsible and the law was an exact reflection of this attitude. This attitude of individual responsibility saw the criminal alone in an infinite cosmic universe incapable of being influenced by the environment or society in general. The punishment, too, followed these same lines and the by-words were restraint and isolation. It was thought best simply to isolate the criminal from society and let him meditate upon his sins,¹⁵

In the Age of Reform, however, approximately from 1850 to 1930, this attitude toward individual responsibility was modified somewhat. Through the influence of new developments in psychology it was thought that a person who commits a crime must be at least mentally unbalanced or mentally ill. Still, the emphasis was on the individual but crime resulted from a weakness in his own psyche or mental process. Again, law was the exact reflection of this attitude toward criminality. Here we begin to see judicial decisions being made in terms of a person's guilt or innocence by reason of insanity or temporary insanity. Even though certain criminals were thought to be mentally ill or unbalanced there was no universal concept of rehabilitation. Still the emphasis was basically on individual isolation. This attitude still exists in some degree at present.¹⁶

Today, however, we have had a revolution in thought concerning criminality. The modern period or what sociologists term the Age of Reconstruction or the Age of Reintegration exists from approximately the 1930's to the present. This revolution in sociological and psychological thought exists in the shift of emphasis from individual responsibility to social responsibility. Here we see crime as a socio-psychiatric illness induced by dominantly social, political and economic pressure which induces conflict or frustration within the individual. Thus, out of this conflict, we see the individual manifesting such behavior which we call delinquent or criminal. Treatment is concentrated upon efforts to enable the individual to establish a compromising control between his own drives and the obstacles to these drives represented by society. It might be said that today a majority of these conflicts result from discrimination whether it be racial, religious or political. Law, too, reflects this same attitude in its recent concern with civil rights, civil liberties and freedom in general. The time-honored system of punishment through individual isolation is no longer appropriate; rather, the present emphasis is upon rehabilitation. This is done not by total isolation from society but a gradual reintegration with it.¹⁷

CHAPTER II

PHOENIX YESTERDAY AND TODAY

HISTORY OF THE CITY OF PHOENIX, ARIZONA

Hundreds of years before any of the cities in the eastern part of this country were so much as clearings in the wilderness, there was a well-established, civilized community occupying the land on which Phoenix now flourishes. The Pueblo Grande ruins, which archaeologists tell us were occupied between 700 A.D. and 1400 A.D., testify to our City's ancient roots.¹⁸

Those former residents were industrious, enterprising, and imaginative. They built an irrigation system, the major part of which was some 135 miles of canals. The ultimate fate of this ancient society is a mystery. The accepted belief is that it was destroyed by a prolonged drought. Roving Indians, observing the Pueblo Grande ruins and the vast canal system these people left, gave them the name "Ho Ho Kam"--the people who have gone.

So much for the story of the City's antiquity. Modern history begins in the second half of the nineteenth century. It was in 1867 that Jack Swilling of Wickenburg stopped to rest his horse at the foot of the north slopes of the White Tank Mountains and looked down and across the expanse of the Salt River Valley. Some hours later, as he walked his tired mount toward the river, his eyes caught the rich gleam of the brown,

dry loam turned up by the horse's hooves. Here was farm land, free of rocks for the most part, level, and in a place beyond the reach of heavy frost or snow. All it needed was water.

Returning to Wickenburg, he organized the Swilling Irrigation Canal Company, which moved into the Valley. The same year, the company commenced the arduous task of digging a canal to divert some of the water of the Salt River onto the lands of the Valley. By March, 1868, water flowed through the canal. A few of the members of the company were able to raise meager crops through that summer,

Word of the successful venture spread rapidly and, once again, this often-farmed soil began to produce for those who came to tend it. By 1868, a small colony had formed approximately four miles east of the present city.

A mill located there gave the place its first name, Swilling's Mill; then it was changed to Helling Mill, after which it became Mill City and, years later, East Phoenix. Swilling, having been a Confederate soldier, wanted to name the new settlement Stonewall after Stonewall Jackson. Others suggested the name Salina. Neither of these two suited the inhabitants. It was Darrell Duppa who suggested the name Phoenix, inasmuch as the new town would spring from the ruins of a former civilization. That is the accepted derivation of the city's name.

The Board of Supervisors of Yavapai County, of which county we were then a part, officially recognized Phoenix when on May 4,

1868, they formed an election precinct there. A post office was established in Phoenix on June 16, 1869, with Jack Swilling as postmaster, and the sharp whistle of the first steam mill in the Valley added a brisk note to the sound of industry emerging. It advertised the Richard Flour Mills, built in 1869 where the Luhrs Tower now stands.

The influx of pioneers continued at such a rapid rate that by 1870, it was clear to everyone that a townsite had to be selected. On October 20, 1870, a meeting was held in the home of John Moore to select such a site. This well-known farmer offered 40 acres to the cause, but 320 were purchased by a popular subscription that raised fifty dollars. The official designation of this new townsite was the North Half of Section 8, Township 1 North, Range 3 East. Today it would encompass the downtown business section, bounded on the north by Van Buren Street, on the south by Jackson Street, on the east by Seventh Street, and on the west by Seventh Avenue.

The first store building to be erected in the new town was Hancock's Store, a general store opened in July, 1871, by William Smith. It was an adobe affair built on the northwest corner of First and Washington Streets. This building served as the town hall and county offices and general meeting place of early Phoenix.

Yavapai County was divided on February 12, 1871, when Maricopa County was created by the Legislature. The sixth county in

the state, Maricopa, in turn, gave up portions in 1875 and 1881 to help form Pinal and Gila Counties, respectively.

On April 10, 1874, President Grant issued a patent to Judge Alsap for the present site of Phoenix. The declaratory statement was filed at the Prescott Land Office on February 15, 1872. Official entry was made at the Florence Land Office on November 19, 1873. The total cost of the Phoenix Townsite of 320 acres was \$550.00, including all expenses for services.

By 1875, there were sixteen saloons, four dance halls, two monte banks, and one faro table in Phoenix. The townsite-commissioner form of government, however, was not working well. At a mass meeting held at the Court House on October 20, 1875, an election was held to select three village trustees and other officials.

The year 1880 found Phoenix with a population of 2,453, a school enrollment of 379 pupils, an ice factory, and a new brick sidewalk in front of the Tiger Saloon. On November 26 of that same year, Maricopa County had its first legal hanging.

Just as Phoenix had outgrown its original townsite-commissioner form of government, it grew too large for the village trustee operation. "The Phoenix Charter Bill" was passed by the 11th Territorial Legislature. It was signed by Governor John C. Fremont on February 25, 1881. The bill made Phoenix an incorporated city and provided for a government consisting of a mayor and four councilmen.

The first horse-drawn streetcar line was built some two and a half miles along Washington Street in 1887, and the new mode of urban transportation was inaugurated on November 5 of that year. An additional line was installed along Center Street, and the first car moved over those shaky rails on December 30, 1889. Our streetcar system became rather extensive in the ensuing years, with tracks covering most of Phoenix and extending even to Glendale.

The location of Arizona's Capitol had been moved several times since 1864. It was first established at Navajo Springs, then Prescott, then Tucson after an attempt to move it to La Paz failed, then back to Prescott, and finally to Phoenix.

By the turn of the century, the population of Phoenix had reached 5,554 and the Capitol finally got a permanent home when a ten-acre plot was donated at the west end of Washington Street. A building was erected at a cost of \$130,000. Governor Murphy dedicated this building on February 25, 1901. The newspaper reports of this event were set in type by members of the first labor union in Arizona, the Phoenix Typographical Union 352, which came into being on February 14, 1901.

President William Howard Taft approved Arizona's statehood on February 14, 1912. On March 18 of the same year, Governor George Hunt called the first State Legislature into session.

This was an auspicious step in the State's history, and, in the following year, the City of Phoenix took an equally important

one. At a special election on October 11, 1913, the people of Phoenix, by a vote of nearly two to one, ratified a new charter. The charter gave Phoenix the council-manager form of government. Thus, Phoenix became one of the first cities of the nation to adopt this progressive form of government.

With the advent of statehood, Phoenix, as well as Arizona, had come of age. The casual, easy growth that characterized a farming community slowly came to a stop. Phoenix began to grow with the hum and buzz of a young metropolis. At the end of its first eight years under statehood, Phoenix was no longer a town-- it was an important city of 29,053.

In 1930 the city's population was 48,118 and when the citizens walked, they walked on 120 miles of sidewalks. And they had 161 miles of streets to motor on -- 77 of them paved. The Public Library had 51,000 books for them to read. The police force had 70 men. The budget for the city came to \$2,033,886.

The dark clouds of war hung over the world as we came into 1940. In spite of the gloom of the world, the bright light of prosperity was on Phoenix. We had become a city of some 65,000. Most of them were gainfully employed and living comfortably. 1940 can be said to have been another turning point in Phoenix life. It had gone far as a farming center and then as a distribution center. When the sharp crack of war hit the United States, Phoenix turned rapidly into an embryonic industrial city. Luke Field, Williams Field, and Falcon Field, coupled with the giant ground training center at Hyder, west of Phoenix, brought thousands

of men into Phoenix. Their needs, both military and personal, were met in part by small industries in Phoenix.

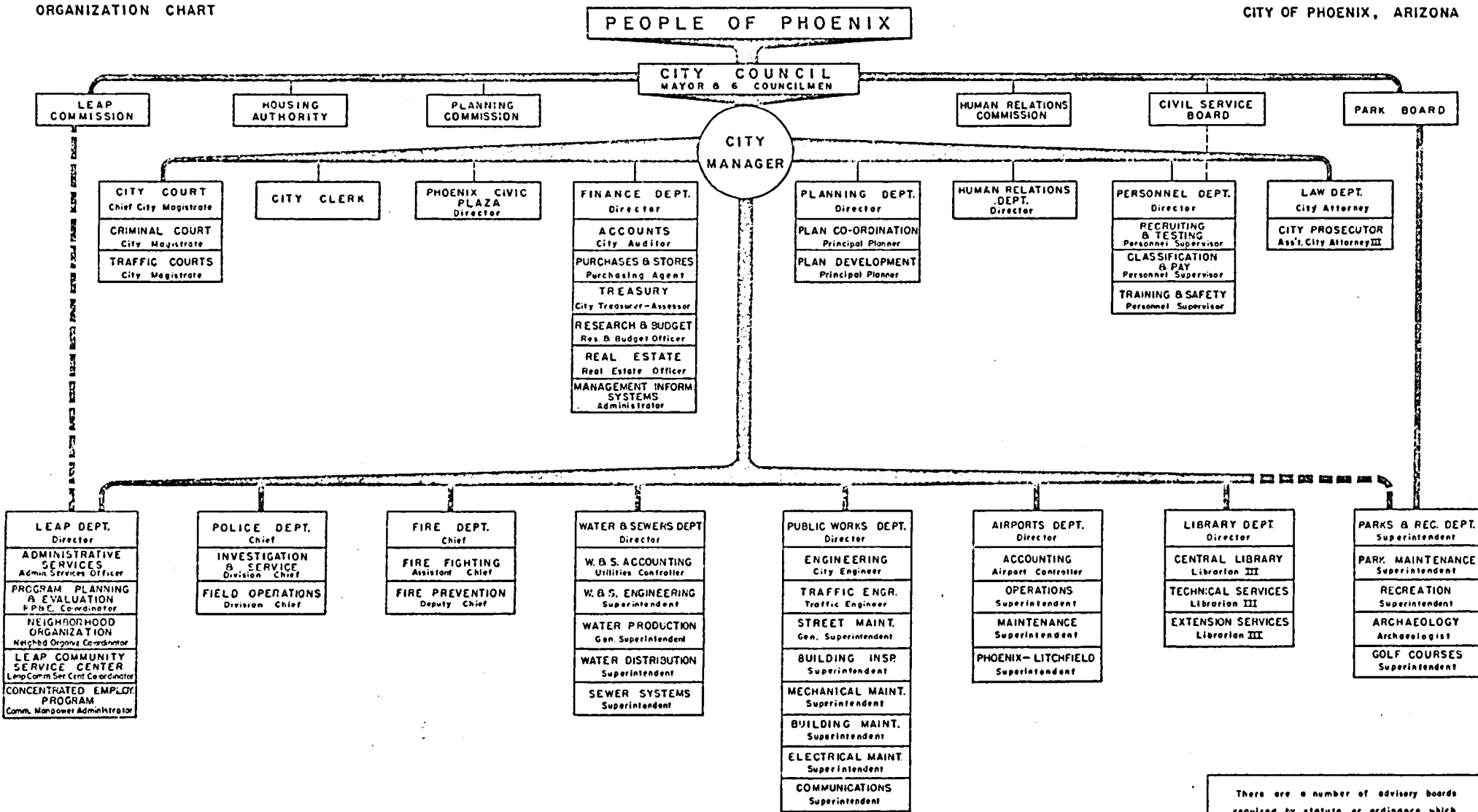
When the war ended, many of these men then returned to Phoenix. Families came with them. Suddenly thousands of people were wondering what to do for a living. Large industry, learning of this labor pool, started to move branches here. Smaller plants were started by private capital and private initiative. This provided the city with over a hundred million dollars a year of its total economy. This was important, for water again started to run out as it had done several times before. More fortunate than the Ho Ho Kam who built the first canals and saw them go dry, Phoenix had the greatness of American technology to fall back on. The era commencing with 1940 marked the end of agriculture's role as the chief provider.

In November, 1948, the people voted to strengthen the City Manager's position in municipal government. This change, plus raising the Council membership to seven, seemed to place the city in a position to go ahead with an operable council-manager form of government, but that didn't happen. The council then in power selected their own manager and continued to rule the administrative roost.

The year 1950 dawned upon 105,000 people living within the city limits of Phoenix. Many more thousands lived immediately adjacent to and depended upon Phoenix for their livelihoods. The city had 148 miles of paved streets and 163 miles of unpaved streets, making a total of 311 miles of streets within the city limits,

Fifteen years later, in 1965, the results of governmental reforms have been spectacularly demonstrated. In that past decade and a half the City jumped from the nations 99th largest city in population to the 21st; and from 17.1 square miles in area to 245.7.

The Governmental Organization of the City of Phoenix today is illustrated by Figure 1 on the following page.



There are a number of advisory boards required by statute or ordinance which are not shown on this chart.

HISTORY OF PHOENIX POLICE DEPARTMENT

Prior to 1862, when Arizona was still part of the New Mexico Territory, and prior to its annexation as a part of the Confederacy, there was very little in terms of local law and law enforcement in the Salt River Valley. The authorities, in fact, were territorial in scope and consisted mainly of military organizations. However, after the establishment of the Arizona Territorial Government as authorized by President Lincoln in 1863, our own territorial militia was established who were called the "Arizona Rangers". This rough and ready organization was later to become the Arizona National Guard. Some of their most romantic exploits were involved with renegade Apaches, stage coach robberies, and horse thieves.¹⁹

After the settling of Phoenix in 1868 more local forms of law enforcement began to appear. May 3rd of 1881 saw Phoenix receive her incorporation charter. With it came a mayor, city council and a marshall. David A, Garfias became the first marshall of this thriving town of three thousand. In 1898 the police service in Phoenix consisted of two day and two night policemen who maintained perfect order. In 1920 this police service departmentalized to include a chief, 25 men, a humane officer, one automobile patrol and one motorcycle officer. In 1925 with Phoenix at the 40,000 mark, the police department grew to 38 men. In 1928 with the Phoenix population at 60,000, 62 men were required to maintain law and order,

also 13 pieces of motor equipment were added. In 1931 it grew to 70 men and 16 pieces of motor equipment. In 1941, however, the police department became one of the most important arms of the Phoenix government. The Chief of Police, Lou Holtzendorf, had a personnel of 90 men and one matron. At this time the department was fairly specialized with radio equipment, 15 police cars, one ambulance, and five motorcycles.

Today the Phoenix Police Department has grown to full-time staff of approximately 1000. It is completely mechanized and scientifically operated. Through specialization, the police department has come to consist of a multiplicity of complex functions which have been somewhat simplified by the installation of satellite stations called "service centers". These service centers seem to simplify personnel, parking, and expansion problems. The present police department is located in the west wing of the old City-County Building in Phoenix. It once housed the total governmental facilities for the city and county and now has been "handed down" to the police department. Its facilities have now become inadequate for them.²⁰

The Police Department operates under the power granted it in the city charter. "Police Power", referred to as the right to govern people and things within the state's domain, belongs to the individual state. The state, in turn, gives the municipality the authority to establish a police department.

A brief history of the Police Department would run as follows:

- 1914: George O. Brisbois appointed as first police chief. Also, in the year was the start of the Police Identification Bureau which has since grown to be the largest and most complete in the state today. (A total of 35 chiefs have held office since the first chief. George O. Brisbois was chief at six different times.)
- 1937: The Police Pension Act of the State of Arizona was passed allowing the Phoenix Police Department to set up a pension plan, whereby an officer could retire at an earlier age than that of other industry.
- 1932: Phoenix established the one-way radio system (patrol cars had receivers only). This was quite an improvement over the Gamewell system of call boxes, horns and flashing red lights that were in use prior to this time.
- 1938: The department took another step in the improvement of its communication center. It established a two-way radio patrol system (claimed to be one of the first in the west).
- 1939: The city enacted the Civil Service Ordinance which established competitive examinations for appointment and promotion, established procedure relating to demotion, discharge and reinstatement.
- 1950: The department established a three-way F.M. radio station. The one man patrol car was initiated in Phoenix, at first for daylight patrol only,

The Arizona Temperance Association presented the department with a drunkometer, the results of which has since been approved by the Arizona Supreme Court.

- 1952: Police Chief Charles P. Thomas was appointed chief from a list of twenty-seven candidates.
- 1953: The Phoenix Police Manual, written by Chief Thomas, was published and distributed to members of the department. The manual was rated very highly by the "League of California Cities."

The Roll Call Training Program was initiated, accompanied by Weekly Training Bulletins.

1954: A departmental library was established under the Police Chief, the books being available to members of the department,

1956: The Police Department goes to a forty-four hour work week.

The city gave the Maricopa County Government control of the dog pound.

Speed control through use of radar was established,

1957: Phoenix linked to teletype network by which they can contact 46 states and 1,600 other law enforcement agencies,

The Police Department work week shortened to forty hours.

1958: The city builds a new jail compound at 3001 East Watkins Road,

1960: Police Department reorganized and briefing station in Sunnyslope established.

1961: Additional briefing stations placed in other portions of the city.

1963: Phoenix crime rate exceptionally high. Need additional men and equipment, Police Manual revised and rewritten.

1964: Police Chief Charles P. Thomas retired effective January 1, 1964.

Captain Paul E. Blubaum appointed Police Chief. Chief Blubaum, a member of the department for 17 years, is the youngest man (39) ever appointed to this position.

1968: Police Chief Paul E. Blubaum retired effective November 18, 1968. Assistant Police Chief Lawrence M. Wetzel, a member of the department for 19 years, was appointed Police Chief, ²¹

THE SITUATION

Crime is said to be increasing at a rate four times greater than the population growth. On March 14, 1968, the Federal Bureau of Investigation reported that the nation's rate of major crimes last year was 16 percent higher than in 1966. Cities of 500,000 to one million experienced an overall increase of 23 percent; crime rose 16 percent in the suburbs, 13 percent in the rural areas and a general overall increase of 17 percent was recorded in cities of 25,000 population and more.²²

Arrests of persons 18 years old or younger, increased 8 percent. Crimes of violence were up 15 percent, led by robbery which increased 27 percent from 1966. There were 12 percent more murders, 9 percent more rapes and 8 percent more aggravated assaults. Generally, crimes of violence were up at a faster rate than any similar reporting period, with armed robbery up 30 percent. See Table 1 for an illustration of the rise of population and crime in the Phoenix area.²³

At the same time, police solved 24 percent of the crimes reported to the Federal Bureau of Investigation, a decline of 7 percent over 1966.²⁴

Clearly, something is wrong with the administration of criminal justice and effective law enforcement is still to be realized. Present crime fighting methods are failing to achieve an adequate return on investment of millions of tax dollars.

TABLE 1: POPULATION AND CRIME IN THE PHOENIX AREA, 1960-1967

The following chart illustrates the rise of population and crime in the Phoenix area for an eight-year period from 1960 to 1967, inclusive. Source: FBI annual reports for the years indicated.

Year	Population	Total Crime Rate Per 100,000 Persons	Murder and nonnegligent Forceable Manslaughter		Rape		Robbery		Aggravated Assault		Burglary		Larceny \$50 and Over		Auto Theft	
			No.	Rate	No.	Rate	No.	Rate	No.	Rate	No.	Rate	No.	Rate	No.	Rate
1967	883,000	3,437.0	50	5.7	173	19.6	899	101.9	1470	166.8	12,769	1,448.6	10,061	1,143.4	4857	550
1966	851,000	2,810.0	61	7.2	185	21.8	606	71.4	1109	130.7	9,739	1,148.5	8,042	948.0	4090	482
1965	845,000	2,449.0	44	5.2	181	21.4	598	70.8	1136	134.4	8,418	996.2	7,311	865.2	3015	356
1964	848,000	2,623.4	49	5.8	160	18.9	650	76.7	1233	145.4	9,461	1,115.9	7,212	850.6	3478	410
1963	816,000	2,408.4	52	6.4	152	18.6	611	74.9	985	120.7	8,519	1,043.7	5,779	708.0	3559	436
1962	810,000	2,228.9	55	6.8	123	15.2	561	69.3	773	95.4	7,815	964.8	5,291	653.2	3436	424
1961	663,510	2,267.2	45	6.8	119	17.9	453	68.3	538	81.1	6,296	948.9	4,576	689.7	3016	454
1960	663,510	2,093.0	49	7.5	137	20.9	460	70.2	1048	160.1	5,439	830.6	3,563	544.1	3009	459

There is no evidence to indicate the administration of criminal justice in Phoenix is substantially different or immune to the general comments and evaluations of the nationwide system for which we pay about \$4 billion a year, for all police, all courts and all correctional institutions. This is less than one half of one percent of the annual national income and less than two percent of all taxes collected. For this we get about what we pay for. That is to say, we get a system that leads to arrests in only about 25 percent of all serious crimes. We get convictions in only about 10 percent of those arrested, and, in the end, those actually incarcerated amount to only about two percent.

Exhortations to leash the Supreme Court and unleash the police notwithstanding, there is no simple, cheap way to reduce crime. The President's Crime Commission, without dissent, concluded that the nation can reverse the increase in crime only by attacking the social conditions that generate crime and by a painstaking overhauling of our system of criminal justice.

Its report warned that reducing the level of crime would be hard, expensive and frustrating, particularly since the 14-24 age group, which commits most of the serious crimes, will be increasing in relative size for the next few years.

The search for scapegoats and easy explanations is likely to make the crime problem worse by diverting public attention and support away from responsible but expensive methods of crime control.

Training our police, speeding up our court systems, turning our prisons into something more than warehousing operations - all this may look more costly than curbing crime "on the cheap" by unleashing the Supreme Court and unleashing the police. But it will be a cruel hoax if the public is sold such simplistic solutions. Crime will continue to increase - probably faster, since our criminal justice agencies may be deprived of the resources and public support they need.

In the past year many governors, mayors, police chiefs, prosecutors and correctional administrators have begun to implement the recommendations of the Crime Commission. Several cities are setting up youth service bureaus to try to keep as many juveniles as possible out of the court and prison systems. Other cities are experimenting with community service police officers to build confidence between the police and inner-city residents.

In New York, Mayor Lindsay and Police Commissioner Leary, with the aid of the Vera Institute of Justice, are engineering a quiet revolution in criminal administration, including an attempt to distinguish between serious cases which require full and formal handling by the police and courts, and those cases in which providing jobs, family services or medical treatment is more likely to prevent continued criminal behavior.

It is growing late, but it is not yet too late for civilized men to confront complex problems thoughtfully.

MAIN CHARACTERISTICS OF THE PHOENIX AREA

I believe it is important at this point to achieve some insight into the make-up of Phoenix and the surrounding area. Although this diary is based on the Phoenix Police Department I feel it is impossible to understand Phoenix without considering it in the light of its total surroundings. It is for this reason I have included in this section information on Phoenix and nearby areas.

Geography

The urbanizing portion of Maricopa County comprises about 1,300 square miles, or 832,000 acres. This amounts to 14 percent of the county and 1 percent of the state.

The area is the urban and agricultural center of the Salt River Valley. The river itself flows westward through the southern-middle of the area, joins the Gila River in the southwestern part of the area, and then the Colorado, 150 miles to the southwest on the Mexico and California borders.

While the valley, as it passes through the Phoenix area, is generally broad and flat, it arises in mountains immediately to the east. It was water supply dams along canyons in these upper reaches of the river that first made large-scale development of the Phoenix area feasible, since the river and local groundwater would otherwise be inadequate. Additional future water supply, although somewhat distant and expensive, is considered adequate to meet foreseeable growth.

Most of the Phoenix area is flat enough to have first been utilized for irrigated agriculture, and this is still the predominant land use in a special sense, cotton, grapefruit, alfalfa, grains and lettuce being typical crops. Most urbanization is taking place on this land, transferring it from agriculture to urban, generally progressing from the center outward. Only one community, Chandler, is far enough out to be separated from the center by agricultural open space, not only at present but also in future plans. Two other communities, Scottsdale and Paradise Valley, are closer in but somewhat separated by hilly topography.

Small mountains and hills arise at a number of points in and on the periphery of the area. Beyond these ranges, and at some points in front of them lies the desert that generally surrounds the area and affords it an additional sense of separateness as well as open space. While some of this desert will be converted to agriculture, most of it is at too high an elevation for irrigation. The area's base elevation is about 1,100 feet.

Economy

Agriculture remains a major activity, while tourism (primarily winter vacations) and retirement are also long-established sources of export income. Recently industrial growth has taken a leading role, specializing in such fields as aero-space, apparel, electronics, machinery, metals, transportation equipment and instruments.

In addition, the Phoenix area is the transportation, commercial and governmental center of Arizona and adjoining parts of the West. As such, its economy reflects such area-wide activities as mining and cattle raising. Retail sales total \$1,570,000 annually.

TABLE 2: Employment Trends in the Phoenix Metropolitan Area

	<u>1963</u>	<u>1967</u>
Agriculture	20,000	17,000
Manufacturing	41,500	66,700
Mining	200	300
Construction	16,000	13,900
Transportation and Utilities	13,600	15,300
Trade	54,000	64,900
Finance - Real Estate	14,100	17,100
Services and Misc.	35,800	43,000
Government	36,200	50,100
	<hr/>	<hr/>
	231,400	288,300

TABLE 3: Major Area Income

	<u>1950</u>	<u>1967</u>
Manufacturing	\$90,000,000	\$1,300,000,000
Agriculture	\$125,000,000	260,000,000
Tourism	50,000,000	240,000,000

Of all the county's 14,735 employers in 1968, 13,089 employed less than twenty people, 1,398 were in the 20-100 range, and 248 employed over 100. In terms of correlations between economic activity and human behavior there are almost limitless possibilities.

Land Use

The most comprehensive data source on this subject is "Future General Land Use for Maricopa County," prepared by the County Planning Department in 1967. While it does not treat the urbanizing area separately, adaptation of its data and maps indicates the following:

TABLE 4: Land Use

<u>Use</u>	<u>Square Miles</u>
Urban	200
Agricultural	695
Military	20
Indian Reservations	25
Parks	45
Desert - Mountains	300
Other (e.g., airports)	15
	1,300

The above pattern of land use is a normal one, with the exception of the Salt River Indian Reservation, a portion of which lies within the urbanizing portion of the area.

Of the urban area, about 100 square miles was actually developed--about half residential, 4 square miles commercial, 6 square miles industrial, and the balance supporting uses (streets, etc.). Over 90 percent of the residential was single family.

Population

Federal census data show the following to be true for the Phoenix area:

TABLE 5: Population

<u>Jurisdiction</u>	<u>1960</u>	<u>1965</u>
Avondale	6,151	6,581
Chandler	9,895	12,181
El Mirage	2,702	3,258
Gilbert	1,833	1,875
Glendale	21,831	30,760
Goodyear	1,654	1,821
Mesa	33,722	50,529
Paradise Valley	2,368	4,650
Peoria	2,844	3,802
Phoenix	439,170	506,534
Scottsdale	27,447	54,504
Surprise	1,574	2,189
Tempe	24,897	45,919
Tolleson	3,886	3,950
Youngtown	1,559	1,709
Unincorporated	90,000	125,000
	<hr/>	<hr/>
	671,583	855,262

The area is dominated by one large central city, Phoenix, which in 1960 contained 66 percent of the population and in 1965 slightly less than 60 percent. This relative decline is caused by suburban development beyond Phoenix' boundary or annexation powers and is likely to continue.

The next rank is that of moderately-sized cities having over 30,000 and includes Glendale, Mesa, Scottsdale and Tempe. All are growing extremely rapidly (50-100 percent in five years). In 1960 they contained 16 percent of the total population; by 1965 it was over 21 percent.

Beyond the above, there are several other types and sources of population data, which will be summarized below. Nevertheless, there does not appear to be the data, or the manipulation of the data, that are available for other similar metropolitan areas. This appears to result from a local reluctance to probe into population data (particularly racial information) for their relevance, if any, to problems of law enforcement and criminal justice. In addition, because the area has not been eligible for Federal urban renewal programs (because of the absence of local housing ordinances for which, in turn, there is no state enabling legislation), there has not been the kind of research into population and other problems that is normally associated with such programs.

Summarizing available data:

Density

The county future general land use study states that within the county there are 32,679 acres in residential development. Of this, 29,899 acres are in single family use, 1,129 acres are in two-family use and 1,651 acres are in multi-family and trailer park use.

Within the city of Phoenix there are three mile-square areas where the density is over 7,500 per square mile and 21 mile-square areas with 5,500 to 7,500. While they are near the center of the area, they are somewhat dispersed and the center itself is declining

in population density as other uses displace housing. Over half the developed area, mostly outlying, has a density under 2,000 per mile.

From 1950 to 1960 the greatest residential growth was in the northern and northeastern sections; from 1960 to 1965 it was in the western and northwestern sections, while the downtown and Salt River sections declined.

Race

TABLE 6: Race in Maricopa County (1960 Census)

White	627,080
Negro	25,119
Indian	8,136
Other	3,175
	663,510

The "Spanish surname" population was 78,996, centered west of 16th Street north of the Salt River in Phoenix and in Tolleson (66 percent of the total population in these areas), and near Chandler, Goodyear, Avondale, Peoria, Surprise, and along the Salt River in Phoenix (33 percent).

TABLE 7: Racial Distribution

	<u>Average</u>	<u>Lowest Area</u>	<u>Highest Area</u>
White	89%	38% (Salt River)	99% (Paradise Valley)
Mexican-American	7%	- (various)	31% (Salt River)
Negro	3%	- (many)	30% (Salt River)
Other	1%	- (many)	2% (various)

Religion

TABLE 8: Religion

Protestant	65%
Catholic	26%
Mormon	6%
Jewish	1%
Other	4%
None	1%

Vital Statistics

TABLE 9: Vital Statistics (Maricopa County)

	<u>1960</u>	<u>1967</u>
Births	17,789	16,400
Deaths	5,011	6,650
Marriages	4,714	7,960
Divorces	2,666	6,109

The last of the above trends appears to merit further investigation.

TABLE 10: Family Characteristics

Persons per household	3.5
Low (Sun City)	2.3
High (West Phoenix)	4.4
Median age	23.8 years
Low (West Phoenix)	18.1 years
High (Sun City)	65.5 years
Median school years (adults)	12.6
Low (Salt River) ¹	6.8
High (Paradise Valley)	14.6
Median household income	7,757 dollars
Low (Central Phoenix and Salt River) ²	2,492 dollars
High (Paradise Valley)	15,952 dollars

¹ Over 50 percent had not gone beyond the eighth grade, according to the 1960 census.

² Other low income areas were the Salt River Indian Reservation, west of Phoenix, and near Chandler.

TABLE 11: Mobility

Length of residence in area:

	<u>Average</u>	<u>Low</u>	<u>High</u>
Under one year	9%	3% (South Phoenix)	18% (Sun City)
1-5 years	21%	7% (Salt River)	89% (North Glendale)
Over 5 years	70%	50% (Sun City)	89% (West Phoenix)

Lived in the same house in 1968 as in 1960:	36%
Low (Sun City)	19%
High (Salt River)	57%

Unemployed	6 percent
Low (various)	1 percent
High (Salt River)	23 percent

TABLE 12: Origins of New Residents Since 1960

California	17%
Illinois	10%
Ohio	6%
New York	6%
Michigan	5%
Texas	5%
Other	21%

TABLE 13: Reasons for Coming, New Residents Since 1960

Employment	37%
Health	20%
Climate	14%
Retirement	8%
Other	21%

By comparison with the existing population, new families are younger, have slightly lower incomes, are more white, better

educated, have more professional jobs, and at the same time are more unemployed.

Within the Phoenix area between 1960 and 1965 there was a 43,560 population gain from net immigration, compared to a 19,575 gain from natural increase. Of the immigrants, nearly half were under five years of age.

TABLE 14: Housing

Owner-occupied	74%
Low (Central Phoenix)	38%
High (Paradise Valley)	95%
Median home value	\$14,506
Low (Salt River)	\$ 7,125
High (Paradise Valley)	\$34,285
Median rent	\$90
Low (Salt River)	\$49
High (Scottsdale)	\$139

According to the 1960 census, 50 to 70 percent of the housing is deteriorated and dilapidated in the Tolleson and outlying areas to the west of Phoenix and along the Salt River. Twenty-five to fifty percent is substandard on the Salt River Indian Reservation, around (not in) Chandler, and near Glendale.

SUMMARY OF POPULATION AND HOUSING DATA

A wide range of socio-economic characteristics from one residential portion of the area to another is apparent. At the

favorable end of the scale is the Scottsdale - Paradise Valley section, though several others are not far behind. Such areas are not necessarily more law-abiding than average and in fact may generate their own characteristic problems.

Omitting the Sun City area because of its specialization in retired residents, most of the unfavorable characteristics pile up in that part of Phoenix designated as "Salt River." The adjacent Central Phoenix area, as well as areas immediately west of Phoenix and in the outlying Tolleson, Chandler, and Indian Reservation sections also have some of the elements of urban and rural slums.

The boundaries of the Salt River area are Broadway on the south, 35th Avenue on the west, Buckeye and Van Buren on the north, and 48th Street on the east. This area's population, now about 35,000, is declining. Most of its residents have poor educations, low incomes, poor housing, and a high unemployment rate. The fact that heads of households are older than average and families move infrequently indicates the area is not a way-station for younger families on their way up, but instead a permanent abode and metropolitan concentration point for those who are unable to make it into the mainstream. As such, it could be a breeding ground for certain local law enforcement problems common to other metropolitan areas.

However, the area is not a full-fledged ghetto, though it is the closest thing Phoenix has to one. Housing is low-density, predominantly single family, with a high proportion of home ownership. Though most of the area's Negroes live here, it is still only 30 percent Negro and there appears no trend for this to increase. Thus, rather than presenting racial problems the Salt River area appears most likely to present the more generalized problems of the under-privileged.

Central Phoenix (Buckeye to McDowell, 19th Avenue to 16th Street) appears a concentration of older people, often single or retired, living in rented quarters and moving frequently, with poor educations and incomes. This mixture, plus the fact that the area is probably losing its former residential characteristics as other land uses supplant housing, indicate typical "downtown" problems.

It should be emphasized that the above population, housing, and other socio-economic data are tied to the areas where people live. These are not necessarily the same areas where the law enforcement problems inherent in this population will occur. If people are going to get into trouble, they often leave home to do it.

PHOENIX POLICE DEPARTMENT

General Authority

The police department of the City of Phoenix was created and now operates under authority granted by the City Charter, Chapter

4, Section 2, paragraph 5, in accordance with the Constitution and Laws of the State of Arizona (see Figure 2).

The paragraph states that,

As legislative organ of the City of Phoenix, the council, subject to the provisions and restrictions of this Charter, shall have the power by proper ordinances or resolutions... to organize and maintain police and fire departments, fire alarm and police telegraph and telephone systems, provide for the management and control of the same, for the appointment of superintendents thereof, also to erect and maintain suitable buildings, equipment and implements for said police and fire departments.²⁵

Powers of the Police Chief

Chapter 2, Article IV, Section 2-119, Paragraph (a) of the City Code provides that

There shall be a police department, headed by a police chief. He shall be responsible for the enforcement of state laws, and City Ordinances, and protection of life and property, preservation of law and order, investigation of crimes, and suppression of vice and shall direct the proper assignment, establish training programs, maintain records, provide traffic control and enforcement, cooperate with other law enforcement agencies, establish rules and departmental policies and be responsible for the custody of City prisoners.²⁶

Functional Descriptions

Chief of Police: Chapter 2, Article IV, Section 2-119, paragraph (b) of the Code of the City of Phoenix lays down the general responsibilities of the Chief which are as follows:

FIGURE 2. Phoenix Police Department Organization and Authorized Strength

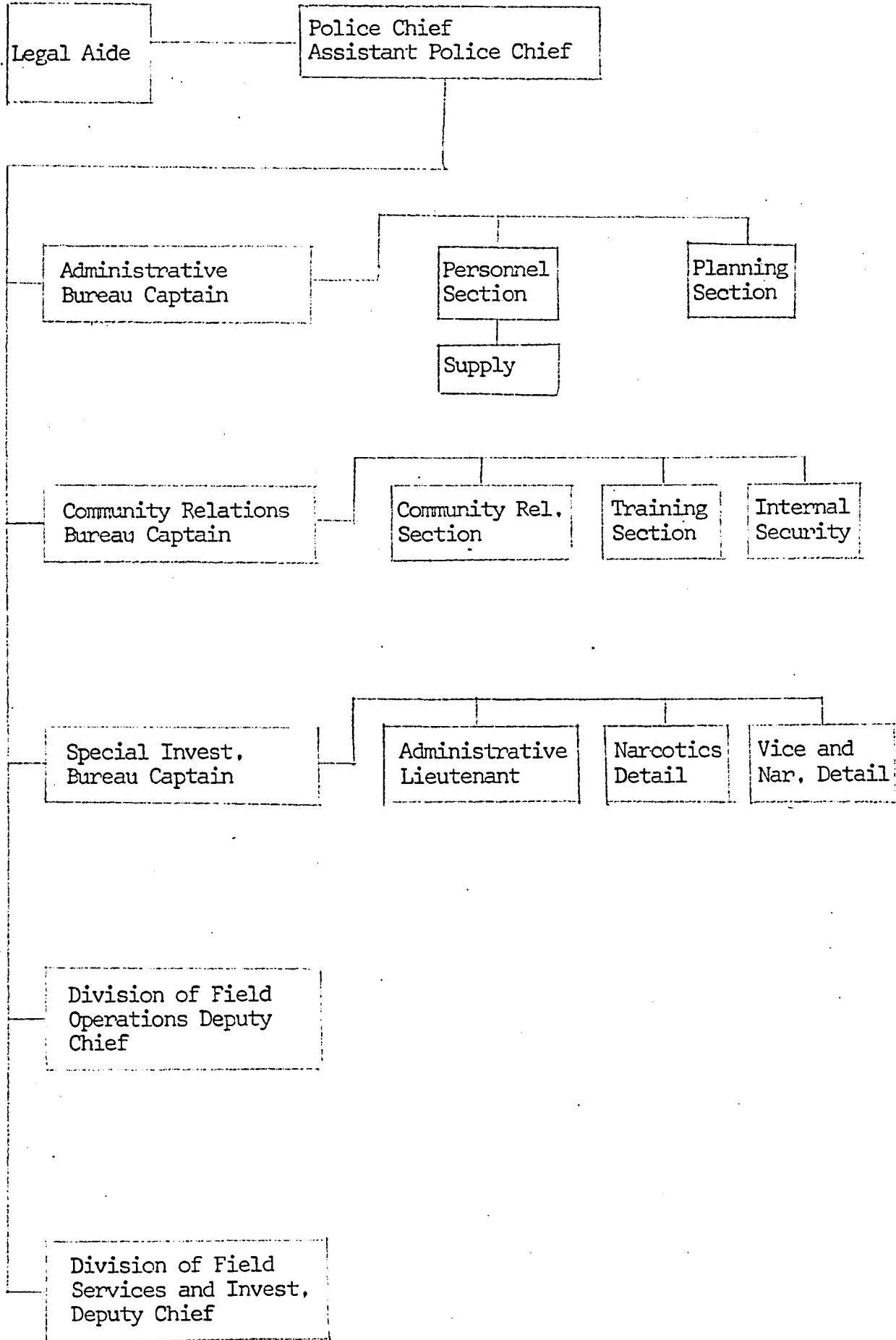


FIGURE 2. Phoenix Police Department Organization and Authorized Strength (Continued)

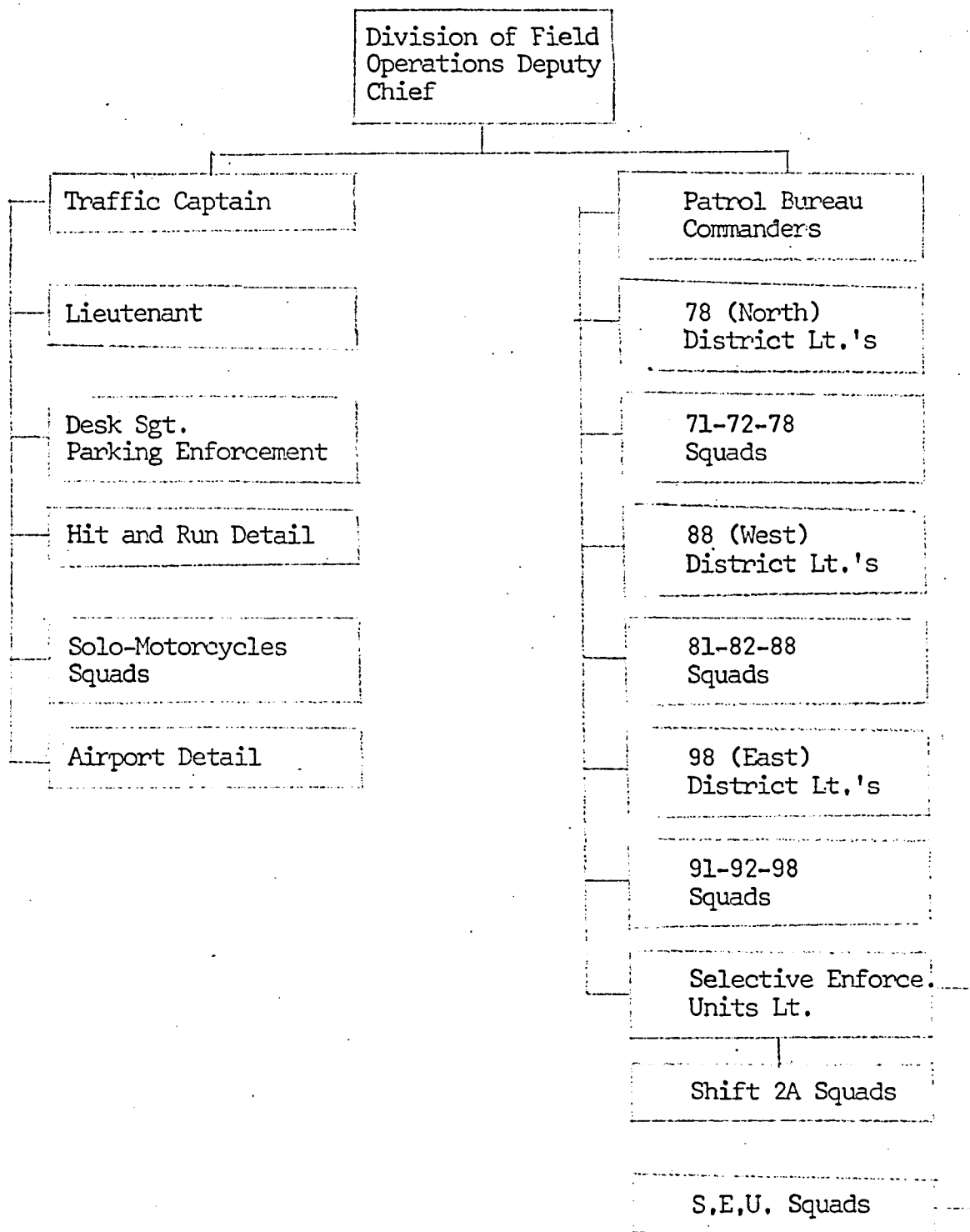


FIGURE 2, Phoenix Police Department Organization and Authorized Strength (Continued)

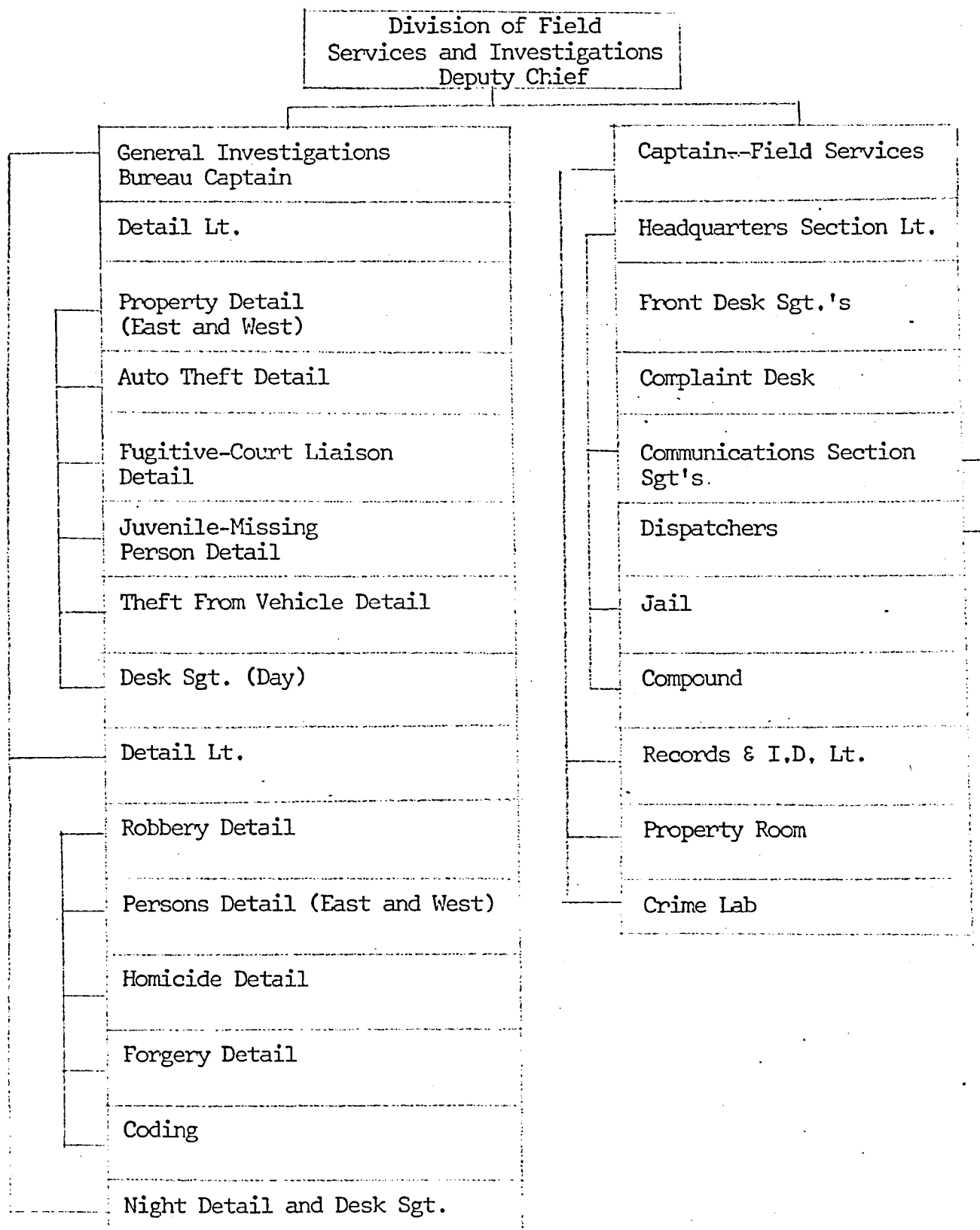


FIGURE 2. Phoenix Police Department Organization and Authorized Strength.

Police Chief	1
Assistant Police Chief	1
Deputy Police Chief	2
Police Captain	10
Police Lieutenant	24
Police Sergeant	98
Police Patrolman	697
Policewoman	5
Police Guard	32
Nurse Matron	4
Criminalist II	1
Criminalist I	2
Firearms Instructor	1
Polygraph Examiner	1
Communications Dispatchers	29
I,D. Technician	10
Photo Lab Technician	2
Police Records Clerks	34
Service Clerks	24
Secretaries	20
Clerk-typist	14
Cooks	3
Farmer	1

TOTAL . 1017

The Chief of Police shall preserve the peace of the City. He shall arrest and take before the City Magistrate all persons committing or attempting to commit an offense against the law or ordinances of the City. He shall prevent and suppress all affrays, riots and breaches of the peace which may come to his knowledge. He shall have charge and supervision of the city jail and the prisoners therein. He shall have supervision and direction of the police of the City. He shall serve all writs and processes issued by the City Magistrate and shall make proper returns. He shall keep a full and accurate record of all arrests made by him or the police of the City, showing the name of each person arrested, the date of the arrest and the nature of the charge or process under which such imprisonment was made, the length and term of such imprisonment and when and why released. He shall keep a full, accurate record and account of each and every writ and process issued by the City Magistrate for service, to whom delivered for service, and the date and return made.

He shall take charge of, preserve and care for all property of the city used in connection with the police department, and shall safely keep and preserve for the rightful owner all other property which shall be intrusted to his care or come into his possession.²⁷

The office of the Chief of Police is also assigned the following functions: The Administrative Bureau which includes personnel and plans, the Special Investigations Bureau which includes the vice, narcotics and intelligence details, and the Community Relations Bureau which is charged with maintaining public relations, conducting internal inspections, training and maintaining the security of the police department from within.

The Police Chief must also have a working knowledge of the various branches of police service and sciences. He must

understand social, psychological and biological implications of police action. A knowledge of law, history of law, general principles of evidence, provision of state codes, and, finally, behavior problems is necessary.

Since the Chief of Police cannot perform all of the above prescribed duties, he must of necessity confine his sphere of activities to broad, general management, supervision, and control of immediate subordinates. The Chief occupies most of his time with administrative organization. He must, through inspections, watch for overlapping of duties and friction between departments. He requires that each unit make use of standard police techniques and that the work of the department is part of the general program of state policy.

In the course of everyday activities, the Chief will meet with city officials, public representatives, the Assistant Chief and Divisional Commanders. His contact with the general public and working force is slight. The Chief must supervise and oversee all operations without becoming directly involved or physically interfering with other departmental duties.

Assistant Chief of Police: The activities involved in the office of Assistant Chief are primarily aiding the Chief in an advisory capacity and specialized administrative duties.

An Assistant Chief should have special knowledge in logistics, communications, tactics, and, most of all, men. The Assistant

Chief will, at times, meet with public officials and public representatives, either because the Chief is busy or the guests are of a lesser importance. He should also be careful to avoid becoming too closely involved with the general public or working force. It should be pointed out that in case of emergency, the Assistant Chief would assume command with the absence of the Chief,

Administrative Bureau Captain: The Administrative Bureau Captain is directly responsible to the police chief, and shall assist him in the performance of his duties as the police chief may direct.

In addition to this, the Administrative Bureau Captain has direct responsibility for the efficient operation of the personnel and plans and supply sections.

Personnel Lieutenant: The Personnel Lieutenant assigned to the Administrative Bureau is responsible for maintaining personnel and payroll records, preparing correspondence and reports for the office of the Police Chief.

Aside from this the Personnel Lieutenant is responsible for background investigation. The background investigation officers are charged with investigating all of the potential police personnel after taking the required entrance examinations. They are also responsible for coordinating all the interviews involved with the hiring of a new police officer.

In addition to these duties, the Personnel Lieutenant is responsible for the supervision of the supply section.

Police Planning Lieutenant: The Lieutenant assigned to the Police Planning office is directly responsible to the Administrative Bureau Captain and under his supervision carries out the planning programs, makes regular and special studies, and develops and causes to be printed manuals, training bulletins and other departmental materials.

Special Investigations Bureau Captain: The captain assigned to the Special Investigations Bureau has general supervision and personal direction of the Special Investigation Bureau, subject to the orders of the Police Chief. He sees that all cases involving vice, gambling, and narcotics violations are properly investigated for the purpose of apprehending, questioning, and prosecuting offenders. The proper investigation of license applications for massage parlors, pool halls, skill games, coin operated machines, and bail bonds are handled by him, and the investigation of and submission of proper reports on any special assignments as designated by the police chief. Further, he is responsible for the gathering of a proper dissemination of intelligence information concerning gangsters and organized crime and assists in the arrest and prosecution of offenders.

Community Relations Bureau Captain: The captain assigned to the Community Relations Bureau has general supervision and personal direction of the Community Relations Bureau, subject to the orders of the Chief of Police. He is charged with carrying out all public relations between the police department and private individuals and organizations of all types. To do this he must be familiar with all aspects of mass media.

In addition to this, he is directly responsible for police training and Internal Security.

Training Lieutenant: The Lieutenant assigned to this training section is directly responsible to the Community Relations Bureau Captain and under his supervision carries out the training programs and maintains and supervises the Police Academy.

Internal Security Lieutenant: The Lieutenant assigned to the Internal Security section is directly responsible to the Community Relations Bureau Captain and under his supervision conducts internal investigations. Also responsible for finding and correcting improper behavior of any of the police officers, he conducts inspections to determine if the chief's policies are being executed properly.

Division of Field Operations--Deputy Chief: The Deputy Chief assigned to command the Division of Field Operations is required

to supervise the work of the division and require the satisfactory performance of the division, subject to the orders of the police chief.

He uses his best efforts in meeting problems, appraising effectiveness of the police techniques and interpreting department policies and rules as laid down by the police chief. He may receive specific instructions from the police chief in unusual situations and his work shall be reviewed through observation and evaluation of reports to the police chief.

He is in command of the entire division of Field Operations, as he supervises and coordinates the activities of the Patrol and Traffic Bureau.

He must strive constantly to create and maintain high morale among the employees of the division and constantly evaluate the quantity and quality of supervision provided by subordinate officers. He strives to maintain friendly relations between the Division of Field Operations, other divisions, other city departments, the press, and the public.

DIVISION OF FIELD OPERATIONS

Patrol Bureau Captain: The captain assigned to the Patrol Bureau is directly responsible to the deputy chief assigned to field operations and under his supervision sees that all personnel assigned to the Patrol Bureau efficiently perform their duties.

The Patrol Bureau is responsible for taking all original calls of any crime, accident or etc. He is also responsible for the patrol of the city for the prevention of crime and enforcement of laws.

The Patrol Bureau is responsible for the initial investigation of all complaints, the preparation of reports, and the assistance in prosecution of guilty parties. Aside from this the Patrol Bureau is responsible for a variety of public services too numerous to mention.

Traffic Bureau Captain: The captain assigned to the Traffic Bureau is directly responsible to the deputy chief assigned to the Division of Field Operations, and under his supervision sees that all personnel assigned to the Traffic Bureau efficiently perform their duties. He strives to solve traffic problems by proper enforcement and education, and cooperates closely with the traffic engineer. In addition he is responsible for the maintenance of traffic records, inspections of the city to remove negative traffic barriers, liaison with other departments of the city and state, the serving of warrants, subpoenas, and summons issued by the City Court, the investigation and assistance in hit and run accidents and the captain also acts as liaison officer between the police department and the police reserve.

DIVISION OF INVESTIGATION AND SERVICES

Deputy Chief: The Deputy Chief assigned to the Division of Criminal Investigations has general supervision and personal

direction of the Division of Investigation and Services, subject to the orders of the police chief. He sees that all cases that should be investigated for the purpose of apprehending, questioning and prosecuting offenders, together with the recovery of lost and stolen property, are properly investigated.

Field Services Bureau Captain: The captain of the Field Services Bureau of the Division of Investigation and Services is subject to the orders of the Deputy Chief of that same division. He is charged with the proper operation of the city jail, prison compound and farm, police laboratory and police property room. He is responsible for all prisoners and complies with departmental orders regarding their booking, custody and care. He acts as custodian of police property, including equipment and vehicles of the police department. He maintains custody of property held by the department as evidence, found, or belonging to prisoners or escaped prisoners. He directs the operations of the police communications and records keeping and identification functions.

Headquarters and Detention Lieutenant: The lieutenant in charge of the Headquarters and Detention Section is subject to orders from the Field Service Bureau captain. The lieutenant is charged with effectively receiving the request for the police service either in person or by telephone or radio, dispatching and keeping track of the officers sent to render service or investigation,

and accepting bail or fines for prisoners or arranging for their release from jail.

In terms of the detention aspect of the lieutenant's duties, he is charged with supervising the activities of all the personnel assigned to the jail, jail kitchen, prison compound and farm. He is responsible for the proper care and custody of all prisoners and the safekeeping of their property. He keeps the necessary records of all persons confined in the jail. He must assure proper medical attention, segregation of prisoners, and attention to all of the laws governing the operation of jails and prisoners.

Records and Identification Lieutenant: The lieutenant in charge of the Records and Identification Bureau is subject to the orders of the Field Services Bureau captain. He sees that all monies for fines, bails, and seizure fees are recorded in accordance with departmental regulations. He sees that all offense reports received from the Division of Field Operations are properly typed and distributed and shall maintain such records as are required by departmental orders and by law. He has charge of the records and identification section, including the photographic laboratory. He is responsible for the efficient operation of the system of criminal identification established by the department, and for the proper and accurate care and keeping of all records and files pertaining hereto.

The police laboratory also falls under the authority of the Field Services Bureau captain. It is concerned with crime detection and is sometimes termed the Criminalistics Section. The Criminalistics Section deals with all matters pertaining to explosives, firearms identification and restoration of obliterated serial numbers; the gathering and analyzing of physical evidence; instrumental detection of deception and interrogation of suspects, witnesses and victims; and providing expert testimony in court. To perform its duties effectively, the section is organized into five units, each responsible for specific functions, these being: polygraph unit, chemical analysis unit, narcotic analysis unit, comparative analysis unit and firearms unit.

CHAPTER III

DIARY OF ASSIGNED PROJECTS

MERIT AWARDS

My first project was requested by Lieutenant Hugh Ennis, Officer-in-Charge of the Police Planning Office, where I was assigned for the duration of the internship. Lieutenant Ennis asked that I investigate the types of merit award systems available and submit in form of a suggestion my recommendations for a meritorious award sytem within the Phoenix Police Department.

A prior project had obtained information on merit awards utilized by eighteen other departments. This information provided a background for my suggestions. The following is verbatim my suggestion forwarded through the chain-of-command to Police Chief Lawrence M. Wetzel.

DEPARTMENTAL SYSTEM FOR
MERITORIOUS AWARDS

INTRODUCTION:

At the present time the Department has no formal method of recognizing outstanding performance by its members. During this time, when recognition of the policing function and respect for the police officer is at a dangerous low, the need for some type of recognition is almost a necessity.

In the establishment of a system of merit awards it is imperative that the system be uniform, just, and available to all members. The following system is constructed with these elements foremost in mind.

NOMINATION PROCESS FOR MERITORIOUS AWARDS:

In order for a system of awards to be uniform and fair for all employees, the investigation of the recipient's merit and the write-up of the nomination for the award should be performed by the same individual. This can best be accomplished by having the original, "Recommendation for Nomination," open to all members of the Department. This would include allowing a patrolman to recommend a fellow patrolman although the usual sequence would be for the Sergeant to recommend the patrolman.

The "Recommendation for Nomination" is the first step in the process and is merely a beginning point. "Recommendations for Nomination" (see Appendix A) are then forwarded to the Captain of the Community Relations Bureau who will assign a member of his Bureau to investigate the recommendation. Upon approval of the Captain, a "Letter of Nomination" will be written. This letter is forwarded by the Community Relations Bureau and becomes the "Nomination for Award". Finally, the "Award Review Board" evaluates the "Nominations for Award" and selects the recipient.

RESPONSIBILITY OF CAPTAIN, COMMUNITY RELATIONS BUREAU:

TO: Investigate the circumstances surrounding the recommendation, including:

- a. Interviewing the officer
- b. Interviewing witnesses
- c. Interviewing individual making recommendation
- d. Checking personnel records, Approve or disapprove the recommendation. Prepare letter of nomination.

AWARD REVIEW BOARD:

The Award Review Board will consist of three (3) members. The Assistant Police Chief will Chair the Board. The Chairman will appoint the remaining two (2) members of the Board. When necessary, the Chairman will appoint two (2) Reserve officers to the Board. Time and date of Board meetings will be determined by the Chairman.

The Board will:

- a. Review all "Nominations for Award" to determine who shall receive awards.
- b. When necessary, interview nominees to determine who shall receive the award.
- c. Provide lists of "Candidates for Award" to organizations outside the Department.

AWARDS GIVEN BY THE DEPARTMENT:

Basically, the Department will have four (4) awards which it will issue when warranted. Presently the Department has available two (2) certificates,

1. Certificate of Appreciation: Will be issued to citizens and Department civilians when it is determined they are deserving (see Appendix A).

Procedure: Any member of the Department may file a "Recommendation for Nomination" when he feels a citizen is deserving of the Departmental Certificate of Appreciation (i.e., outstanding service in the aid of the police officer, outstanding service or services provided to the Police Department). This award will be processed in the same manner as outlined above.

2. Certificate of Commendation: Will be issued to sworn members of the Department when they are found to be deserving (see Appendix A).

Purpose: The "Certificate of Commendation" will be issued to police officers for the performance of outstanding police acts, The "Certificate of Commendation" will be flexible and personal. It will be used for a wide range of Police acts and the certificate will contain a brief statement on its face of the act for which it is being awarded.

Procedure: Due to the frequency and nature of Staff Meetings in this Department, it is logical to assume that any police act deserving of a Certificate of Commendation is brought forth in a Staff Meeting, where it will be discussed. Therefore, when a police act possibly deserving of the Certificate of Commendation is brought forth in a Staff Meeting, the Captain of the Community Relations Bureau or his designate will be assigned to investigate the merits of the act and write the letter of nomination which will be forwarded to the Awards Review Board for final decision.

Type of Award: The officer will receive the Certificate of Commendation, presented by the Chief of Police at one of the Staff Meetings, a day off with pay, and the Phoenix Police Bulletin will carry an announcement of the Award. A copy of the Certificate of Commendation will be placed in the officer's personnel file.

Also included in the award system will be a new award to the Phoenix Police Department, the "Policeman of the Month

Award." The Policeman of the Month Award is outlined below,

3. Policeman of the Month: Shall be awarded once a month to an all-around outstanding policeman. Criteria for Recommendation and Nomination is as follows:
 - a. Personal appearance.
 - b. Self-improvement, on and off duty.
 - c. Outstanding performance of duty.
 - d. Understanding of police function and operation.
 - e. Other awards and commendations.

The Award Review Board shall select the Policeman of the Month on the basis of the following:

- a. "Letter of Nomination".
- b. Oral Review of nominees on following subjects:
 - (1) Knowledge of current events (national and local).
 - (2) Appearance and demeanor.
 - (3) Job knowledge.
- c. Personnel Record.
- d. Other criteria the Board deems pertinent.

The "Policeman of the Month Award" shall consist of one (1) day off with pay, a certificate (see Appendix A) and having an 8 x 10 photograph placed for one month on a board maintained in a conspicuous place for the purpose of recognizing award recipients (see Appendix A).

With the awarding of the new "Policeman of the Month", the last month's recipient's photograph will be moved to the appropriate

place on the lower portion of the board. Also, a press release will be prepared and submitted to the local newspapers.

The "Policeman of the Month Award" will serve as a fair and uniform method of providing nominations to organizations outside the Department. The recipients of the "Policeman of the Month Award", taken as a group over a year's period of time, will provide a ready pool of nominees for many non-departmental awards.

4. Letters from Citizens: When the Department receives a letter from a citizen in appreciation of a police officer's action, it will be forwarded to the Chief of Police office for comments by the Chief if he so desires, (i.e., keep up the good work), a copy of the letter will be placed in the officer's personnel file and the original will be forwarded down the chain of command to the officer.

5. Special Letters of Commendation:

Purpose: Special Letters of Commendation are to be used when any supervisor believes a subordinate is deserving of a commendation but none of the other awards are suited for this particular purpose.

Procedure: The supervisor will write the "Special Letter of Commendation" and forward it to the Award Review Board for

approval. Upon approval by the Board, the "Special Letter of Commendation" will be returned to the supervisor for presentation to the recipient.

AWARDS SPONSORED BY ORGANIZATIONS OUTSIDE THE PHOENIX POLICE DEPARTMENT

1. American Legion Officer of the Year Award: This award can be given to one of the 12 men which in the past year have been selected as "Policeman of the Month". The same Award Review Board which has chosen the previous 12 can make the determination,
2. Arizona Officer of the Year Award: The nominees for this award may be comprised of the 12 "Policeman of the Month" and those receiving Department "Certificates of Commendation." The Award Review Board will review these nominees and determine which shall be forwarded as this Department's nomination for the "Arizona Officer of the Year Award."
3. Blair Award for the Most Outstanding Police Act: The nominees for this award should be those individuals who during the year have received Department Awards of Certificate of Commendation. The Award Review Board should meet to determine who shall receive the Blair Award.
4. Phoenix Exchange Club Awards for Outstanding Academy Recruit: This Award will be presented to the outstanding Academy

graduate of each class. The Training Staff will make the selection for this award based mainly on scholastic grades.

5. Outstanding Reserve Officer of the Year: Nominations will be made by letters to the Award Review Board for this award. When the Award Review Board meets to select the recipient of this award, its membership will expand from three to five members; this will be brought about by the addition of two Reserve Command-level officers.

I forward these recommendations for consideration, comment and criticism with a personal suggestion that they be adopted as the Departmental method of providing a fair and uniform meritorious awards system.

POLICE MOTOR POOL

My second project was, with the assistance of the staff of the planning office, to prepare on paper a motor pool for the Department's 106 unmarked police cars.

Currently, the cars are assigned to the individual details and to individuals within the details. This method is resulting in a non-use rate which is not economically feasible. Also, this method does not allow ready access for personnel who do not have a vehicle assigned to them. If such an individual needs a car, he must attempt to borrow one from an individual or detail which has a vehicle assigned.

Although this project was reviewed at a command-level meeting and dismissed as a threat to morale, I believe its future enactment is inevitable.

The Department's ever-present demand for an increased budget will undoubtedly bring about a closer look by the City Manager's office at the economic aspect of the Department's operation. And, certainly, one of the areas which will come under close scrutiny will be the use of police vehicles.

The following is a copy of the General Order and modified cost benefit analysis submitted to the Department concerning this project.

POLICE MOTOR POOL

1. General

- .1 Effective immediately there will be established a Police Motor Pool. The Police Motor Pool will consist of all unmarked police cars except those listed in 1.3.
- .2 The Motor Pool check-out desk will be maintained at the Front Desk. The check-out desk will be manned by Police Aides. The Police Aides will be assigned to Headquarters Section and under the supervision of the Desk Sergeant,
- .3 The following cars are exempt from the Police Motor Pool and will be on permanent assignment to the individual or detail as indicated:

Police Chief	1
Assistant Chief	1
Deputy Chief--F.S.	1
Deputy Chief--F,O.	1
Homicide Detail	1
Shift Commander--F,O.	1
Auto Theft	1
Robbery	1

2. Procedures

- .1 When an officer checks out a vehicle he will sign his name and the time to the Check-Out Log (see Appendix B). Upon returning the vehicle he will indicate the time and the space number where the car is parked. Also, the officer will complete a Trip Report (see Appendix B) and turn it in with his keys.

- .2 Officers using Motor Pool vehicles will keep them only for the time necessary to conduct their business and will turn in their keys upon returning to the Main Station.
- .3 Officers using Motor Pool vehicles will be responsible for keeping them fueled, washed, tires maintained and other incidental daily servicing. The Police Aides will provide for oil changes, repairs, lube and inspection. Vehicles with less than 1/4 tank of gas will be refueled prior to returning the vehicle.
- .4 When officers return a vehicle to the Motor Pool they will notify the Aide on duty of any condition existent about the vehicle which needs repair or attention.
- .5 During the week, vehicles not needed for the night shift may be driven to the Briefing Stations.
 - (1) Each Bureau will provide Motor Pool with a monthly list of officers who are authorized to drive cars to and from Briefing Stations. The list will indicate the normal time of departure and the list will be posted at the Motor Pool check-out desk.
 - (2) When possible, officers with days off other than week-ends, will not take a vehicle to a Briefing Station. They should ride with an officer who will be working the next day.

(3) When an officer is required to drive a vehicle to a Briefing Station and will be off the next day (other than weekends), he will be responsible to see the vehicle is returned to the Main Station the next day.

.6 On weekends, holidays and between 1900-0600 hours on week days, the Motor Pool will be manned by personnel of the Front Desk. During these hours an officer need not turn in his vehicle each time he returns to Main Station but shall retain the vehicle till the end of his tour of duty.

3. Duties and Responsibilities of Front Desk

.1 The Desk Sergeant is responsible for supervising the Aides assigned to the Motor Pool.

.2 On weekends, holidays and between 1900-0600 hours on week days, the Desk Sergeant or his designate is responsible for insuring that personnel checking out and/or returning a car complete the Check-Out Log, Trip Report and return the keys.

4. Police Aides' Duties and Responsibilities.

The duties and responsibilities of Police Aids assigned to the Police Motor Pool are as follows:

.1 Provide services at the Motor Pool check-out window during the hours of 0600-1900 except weekends.

.2 Assign vehicles and issue keys to authorized personnel.

.3 Maintain a Motor Pool Log,

- .4 Keep and maintain vehicle maintenance schedules, mileage and other required statistical data.
- .5 Each day determine the units requiring maintenance or repairs and transport these vehicles to Mechanical Maintenance.
- .6 Insure vehicles needed for night duty and weekend duty are available.
- .7 Perform other assignments as directed by Desk Sergeant, Headquarter Section.
- .8 Make periodical checks of trustees assigned to clean the interior of vehicles.

MODIFIED COST-BENEFIT ANALYSIS OF POLICE MOTOR POOL

COST

1. Personnel: In order to operate the Motor Pool with a reasonable degree of efficiency it will require 120 manhours per week,

<u>Aide Salary</u>	<u>Hours required</u>	<u>Personnel cost, yearly</u>
\$2,82	120 per week	\$17,596.80

2. Personnel Utilization: Three Aides will be assigned to the Motor Pool. When there is more than one Aide on Duty and he/they are not engaged in transporting vehicles to and from Mechanical Maintenance or other activity necessary to the operation of the Motor Pool, he/they will assist Supply in whatever areas need attention.

The Aides' hours of duty are as indicated below.

0600	0700	0800	0900	1000	1100	1200	1300	1400	1500
#1	#1	#1	#1	#1	#1	Lunch	#1	#1	
		#3	#3	#2	#2	#2	Lunch	#2	#2
				#3	#3	Lunch	#3	#3	#3

1500	1600	1700	1800	1900
#2	#2	#2	#2	
#3	#3			

Aide #3 will be available from 0800-1700 hours to transport cars to Mechanical Maintenance for oil changes, lubes, inspections and repairs. Two Aides will be available from 1000-1200 hours should it necessary for two men to engage in transportation of a vehicle,

This need should be limited, for the Aide engaged in transporting vehicles will have access to a three-wheel motorcycle and a tow bar. Also, during 1400-1500 hours two Aides will be available to transport vehicles, if the need has arisen since 1200 hours, to Mechanical Maintenance.

It is recommended that during the time when more than one Aide is on duty and he is not engaged in transporting vehicles he should select vehicles which are in need of a wash and provide these services. This will not reduce the responsibility of the driver to wash the car, when needed, but will increase the likelihood of having clean and presentable vehicles at all times,

3. Cost to Initiate Motor Pool:

Key Tags:	110 @ 13¢ each	=	\$ 14.30
Key Board:	1 @ \$15.00	=	15.00
Remodeling of Front Desk**		=	25.00
			<hr/>
	TOTAL		\$ 54.30

**Non-professional estimate

BENEFIT

1. Personnel: Utilizing Aides in the Motor Pool System to provide for and insure cars are lubed, inspected, repaired, and oil changed will save seven (7) manhours per day now expended by G.I.B. personnel. This savings amounts to \$8,320.00 per year in Personnel Services.

The Aides will also be available to the Desk Sergeant, Headquarters Section, for approximately 50% of their time, or 7 1/2 hours per day. During this time they may perform clerical duties, answer telephones, and assist in other tasks now being performed by personnel at the Front Desk. This will allow the officers and Complaint personnel greater attention to the more important task. With the Aides providing 7 1/2 hours per day of services to Headquarters Section, this \$5,499.00 per year of personnel services is not a cost to the Police Motor Pool. The Aides will supply approximately 4 hours per day of their services to Supply. This \$2,932.00 per year in personnel services is also not chargeable to the operation of the Motor Pool,

Summary:

Yearly Cost *

Salary of Aides		\$17,596.80
Savings in G.I.B.	\$ 8,320.00	
Services received by Hdq. Section	5,499.00	
Services received by Supply Section	2,932.80	
	<hr/>	<hr/>
	\$16,751.80	\$17,596.80
		(\$ 845.00)

*Fringe Benefits not included.

2. Equipment: With central responsibility for repairs, lubes, inspections and oil changes, vehicles will receive complete preventive maintenance and quicker attention for repairs, thereby providing longer vehicle life and lower major repair costs.

Through controlled usage of vehicles, older vehicles will receive the necessary mileage to be eliminated from the Departmental fleet and will insure that non-usage of vehicles does not occur due to age of the vehicle.

The Police Motor Pool will closely approximate a condition whereby all authorized Departmental personnel will have a vehicle available when needed.

The Motor Pool will maintain complete records on vehicles, thus eliminating the need for G.I.B. to maintain any vehicle records.

Utilizing a trustee to clean the vehicles' interior, supervised by Motor Pool Aides, will insure a clean interior at all times to all personnel.

SURVEY OF AGE AND EXPERIENCE OF DEPARTMENTAL OFFICERS

My third project was to assist Officer Click of the Planning Office in a survey of the age and length of experience of patrolmen within the Department.

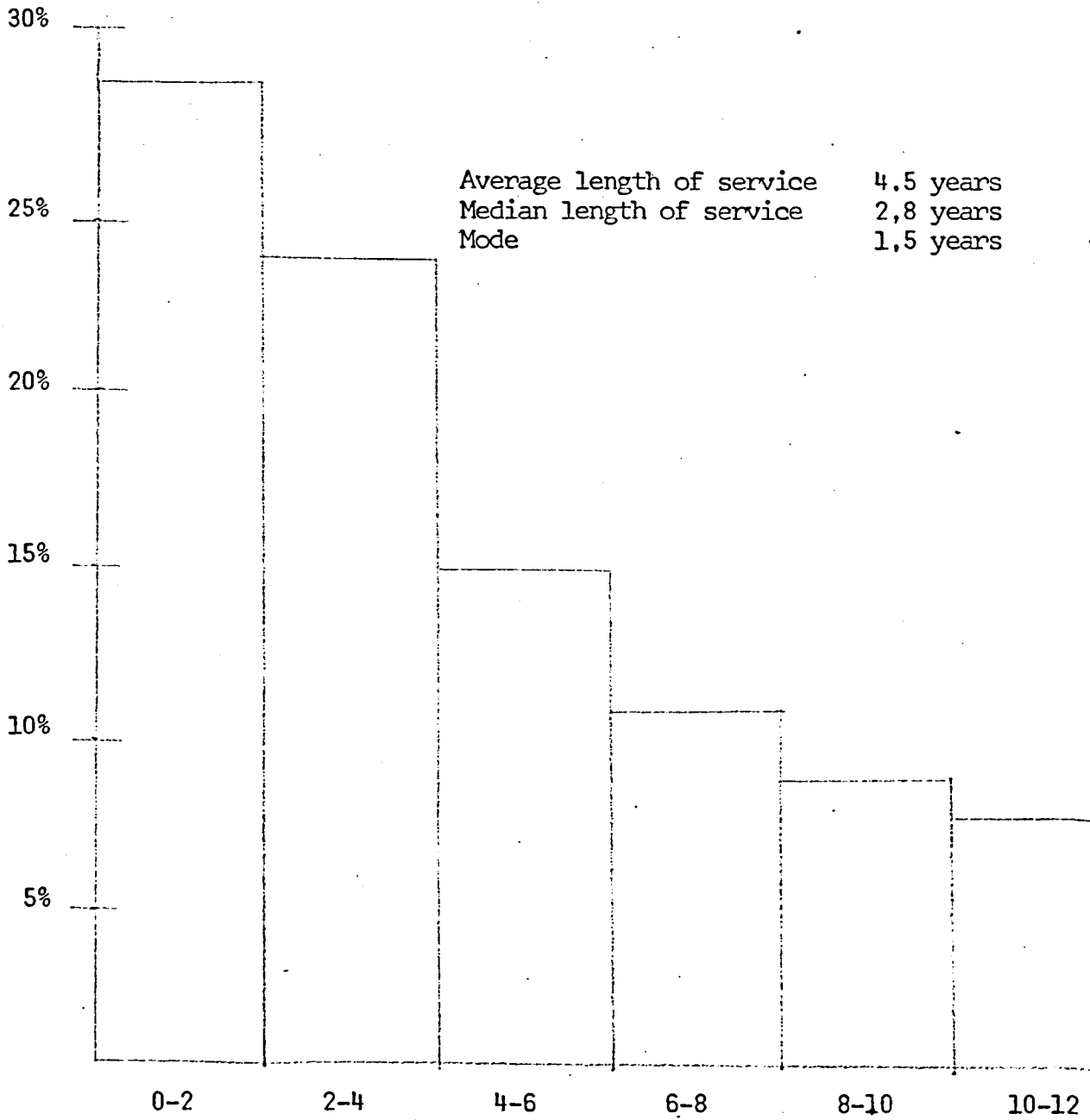
The data for the survey was obtained by placing a questionnaire in the Daily Bulletin and requesting the supervisors insure all personnel had completed and submitted the questionnaire. The following is a report of the survey as it was forwarded to Captain Richard Porter, Commander of the Administrative Bureau.

During the past decade and continuing to the present, law enforcement agencies throughout the nation have expressed growing concern over the increasing difficulty in recruiting and retaining police officers. Social unrest, rising crime rates, inadequate salaries and public apathy have all contributed to the undesirability of police work.

All types of police agencies are experiencing recruiting and retention problems. The Phoenix Police Department has recently conducted a survey in an attempt to more objectively analyze the effects these problems have introduced.

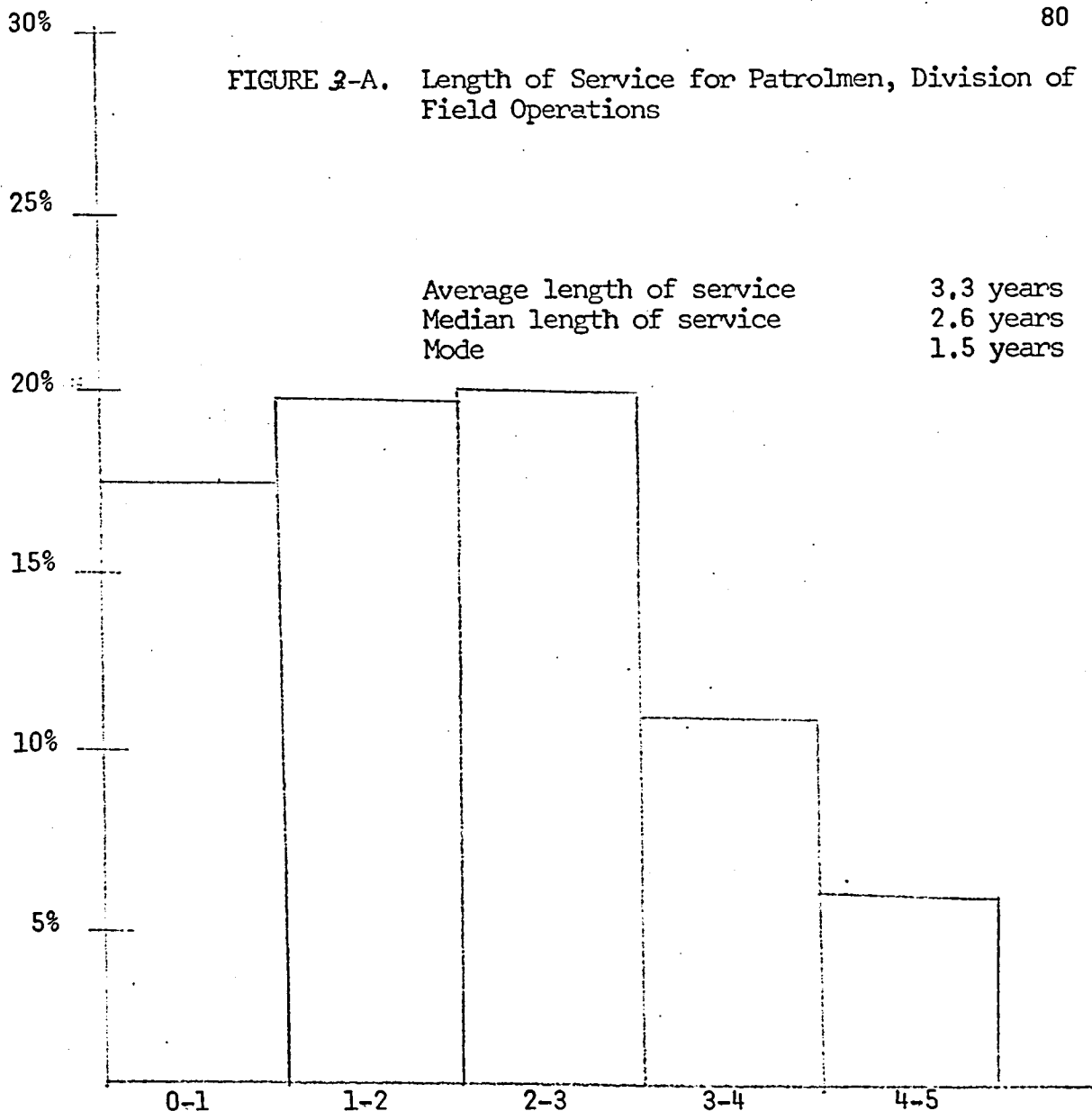
It has become very apparent that during the past three to seven years that experienced officers are leaving at a rate almost equal to the number of new men recruited by the Department. The result has been a rapid decline in the number of experienced men. The survey indicates that at the present time the "average" patrolman has 4.5 years in service with the Department. Averages are deceptive however. Fifty-three percent (53%) of all the patrolmen have less than four (4) years on the force (see Figure 3). It appears that at the present rate we can expect to lose one (1) out of every two (2) men within three years after they are successfully recruited and trained. Most administrators will agree that the essence of successful job performance is experience combined with a level of training commensurate with the job. This Department, like many others, is beginning to realize this shortage

FIGURE 3. Length of Service for Patrolmen



Fifty-three percent (53%) of all patrolmen have less than four (4) years with the Department.

FIGURE 2-A. Length of Service for Patrolmen, Division of Field Operations



Fifty-eight percent (58%) of patrolmen assigned to the Division of Field Operations have less than four (4) years with the Department.

The Division of Field Operations could be called the "backbone" of the Department. It consists primarily of the uniformed patrolmen who are in constant contact with the public.

One Shift in the East (98) District is made up of thirty-three (33) men who average 1.75 years in service while forty-five (45) percent of these patrolmen are on probation (less than one year in service),

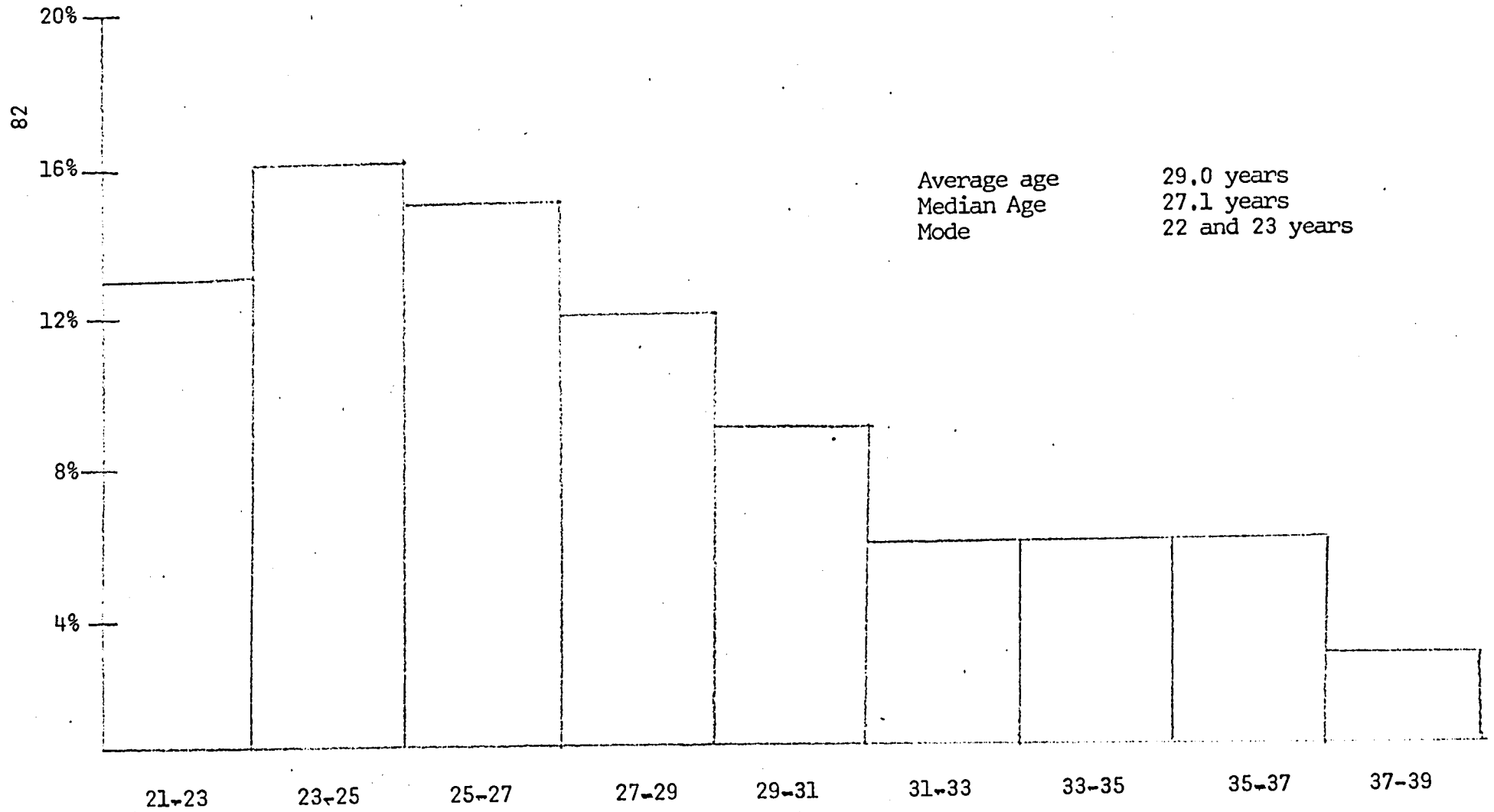
of experience, The inexperienced officer often lacks the confidence and comprehension to use sound judgement and many times his actions result in public dissatisfaction. Inadequate job performance by any segment of a Department deteriorates the general police image and further aggravates the recruitment-retention problem.

The second part of the survey was to gather information relating to patrolmen age. It is apparent that we have a very "young" Department (see Figure 4). Twenty-nine percent (29%) of all patrolmen are under 25 years of age. Youth is a necessity on a modern force. The vitality and dedication shown by most young officers are stimuli to the entire Department. However, youthful energies are sometimes detrimental to the Department's overall goals. Through lack of experience and maturity, many young officers appear overly aggressive and arrogant to the public. As the average age of the patrolman declines, it is obvious that incidents involving the inexperienced, and in some cases the immature, officers increase. Each incident of poor judgement helps to deteriorate the police image complicating an already perplexing problem.

Conclusion:

The problem facing the Department is very basic. For every man the Department cannot retain, a replacement must be recruited. If the attrition rate is high (see Figure 5), the recruitment problem is increased accordingly.

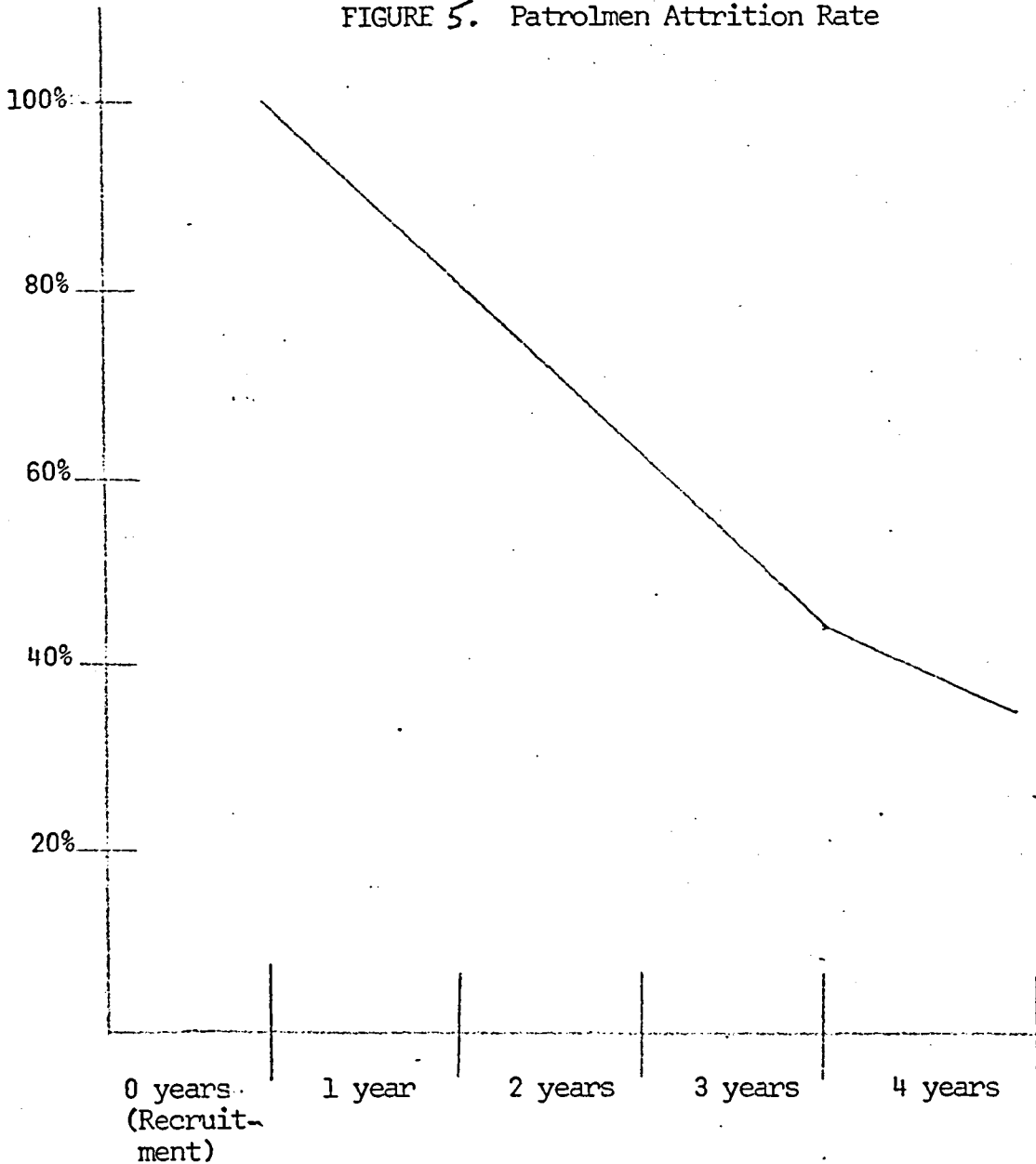
FIGURE 4. . Percentage of Patrolmen by Age Class Intervyals



Average age 29.0 years
Median Age 27.1 years
Mode 22 and 23 years

Twenty-nine percent (29%) of all patrolmen on the Department are under twenty-five (25) years of age.

FIGURE 5. Patrolmen Attrition Rate



At the end of four (4) years of service, the Department has retained only thirty seven percent (37%) of the officers hired four (4) years prior. This graph has been corrected to include Departmental expansion of 5% per annum.

The potential employee pool available to law enforcement is already very limited. There would seem to be few practical solutions to the recruitment problem. The solution to the overall problem lies in the retention of officers. If an officer remains on the Department over four (4) years, it appears that he is more likely to remain with the Department on a career basis. From the attrition graph it appears that officers must be given inducements to encourage them to remain through the four (4) year period. After four (4) years there still must be incentives offered, but perhaps on a lower level than the first four years. Retention also greatly alleviates the recruitment problem as there are fewer openings to fill.

RECOMMENDATIONS OF THE KERNER REPORT

The fourth project was requested by Captain Porter. He asked that I review the "Report of the National Advisory Commission on Civil Disorder," in light of recommendations applicable to police departments, and provide him with a summary and outline.

Following is the general summary and outline of those recommendations which are applicable to police departments.

RECOMMENDATIONS OF THE REPORT OF THE NATIONAL ADVISORY COMMISSION
ON CIVIL DISORDERS,

APPLICABLE TO POLICE DEPARTMENTS.

GENERAL SUMMARY:

Review police operations in the ghetto to ensure proper conduct by officers, and eliminate abrasive practices.

Provide more adequate police protection to ghetto residents,

Establish fair and effective mechanisms for the redress of grievances against the police and other municipal employees.

Develop and adopt policy guidelines to assist officers in making critical decisions in areas where police conduct can create tension.

Recruit more Negroes into the regular police force, and review promotion policies to ensure fair promotions for Negro officers.

Develop and use innovative programs to ensure widespread community support for law enforcement.

Establish a "Community Service Officer" program to attract ghetto youths to police work. One Community Service Officer for every ten officers.

Assign seasoned, well-trained policemen and supervisory officers to patrol ghetto areas, and to respond to disturbances.

Develop plans which will quickly muster maximum police manpower and highly qualified senior commanders at the outbreak of disorders.

Provide special training in the prevention of disorders, and prepare police for riot control and for operation in units, with adequate command and control and field communication for proper discipline and effectiveness.

Develop guidelines governing the use of control equipment and provide alternatives to the use of lethal weapons.

Establish an intelligence system to provide police and other public officials with reliable information that may help to prevent the outbreak of a disorder and to institute effective control measures in the event a riot erupts.

Develop continuing contacts with ghetto residents to make use of the forces for order which exist within the community.

Establish machinery for neutralizing rumors, and enabling Negro leaders and residents to obtain the facts. Create special rumor details to collect, evaluate, and dispel rumors that may lead to a civil disorder.

OUTLINE OF RECOMMENDATIONS

Police Conduct and Patrol Practices:

1. Officers with bad reputations among residents in minority areas should be immediately reassigned to other areas.
2. Screening procedures should be developed to ensure that officers with superior ability, sensitivity and the common sense necessary for enlightened law enforcement are assigned to minority group areas.
3. Incentives, such as bonuses or credits for promotion, should be developed wherever necessary to attract outstanding officers for ghetto positions.
4. All patrol practices must be carefully reviewed to ensure that they are properly carried out by individual officers.
5. New patrol practices must be designed to increase the patrolman's knowledge of the ghetto.
6. Means should be devised to get the patrolman out of the car and into the neighborhood and keeping him on the same beat long enough to know the people and understand the conditions.

7. The concept of patrol should be publicly explained so that ghetto residents understand it and know what to expect,

The Problem of Police Protection

1. Police department should have a clear and enforced policy that the standard of law enforcement in ghetto areas is the same as in other communities; complaints and appeals from the ghetto should be treated with the same urgency and importance as those from white neighborhoods,
2. Review existing deployment of field personnel to ensure the efficient use of manpower,

Grievance Mechanisms

1. Making a complaint should be easy. It should be possible to file a grievance without excessive formality. Police officers on the beat, community service aides, or other municipal employees in the community should be empowered to receive complaints,
2. A specialized agency, should and must, be created separate from other municipal agencies, to handle, investigate, and to make recommendations on citizen complaints.
3. The procedure should have a built-in conciliation process to attempt to resolve complaints without the need for full investigation and processing.
4. The complaining party should be able to participate in the investigation and in any hearings, with right of representation by counsel, so that the complaint is fully investigated and findings made on the merits. The results of the investigation should be made public,
5. Since many citizen complaints concern departmental policies rather than individual conduct, these complaints should be forwarded to the departmental unit which formulates or reviews policy and procedures. Information concerning all complaints should be forwarded to appropriate training units so that any deficiencies correctable by training can be eliminated.

The Need for Policy Guidelines:

The establishment of guidelines covering, at a minimum:

1. The issuance of orders to citizens regarding their movements or activities.
2. The handling of minor disputes. Should cover resources available in the community to which citizens can be referred.
3. The decision whether to arrest in a specific situation involving a specific crime. The use of alternatives to arrest, such as a summons, should also be considered.
4. The selection and use of investigating methods. The use of field interrogations and "stop-and-frisk" techniques are especially critical. Guidelines should be drafted to minimize friction with the community.
5. Safeguarding the constitutional right of free expression such as rights of persons engaging in lawful demonstrations, the need to protect lawful demonstrators and how to handle spontaneous demonstrations.
6. The circumstances under which the various forms of physical force--including lethal force--can and should be applied.
7. The proper manner of address for contacts with any citizen.

Means to ensure guidelines are:

1. A strong internal investigative unit to enforce compliance. Such a unit should not only enforce the guidelines on a case-by-case basis against individual officers but should also develop procedures to deter and prevent violations.
2. A fair and effective means to handle citizen complaints.

Community Support for Law Enforcement:

1. Police departments should intensify their efforts to recruit more Negroes. The Department of Defense program to help police departments recruit returning servicemen should be fully utilized.
2. In order to increase the number of Negroes in supervisory positions, police departments should review promotion policies to ensure that Negroes have full opportunity to be rapidly and fairly promoted.

3. Negro officers should be so assigned as to ensure that the police department is fully and visibly integrated.
4. The "community service officer" program should be adopted.
5. The police should become involved in community service matters.
6. Community relations programs and training are important in increasing communication and decreasing hostility between the police and the ghetto.
7. One way to bolster community relations is to expand police department award systems, to include work of officers who improve relations with alienated members of the community.
8. Improving community relations is a full-time assignment for every commander and every officer--an assignment that must include the development of an attitude, a tone, throughout the force that conforms with the ultimate responsibility of a policeman: Public Service.

The Use of Force:

1. In suppressing disorder, the police, whenever possible, should follow the example of the U.S. Army in requiring the use of chemical agents before the use of deadly weapons.

The Police and Control of Civil Disorders:

1. Police departments must develop means to obtain adequate intelligence for planning purposes, as well as one-the-scene information for use in police operations during a disorder.
2. Planning is also necessary to cope with the ever-present problem of rumors. A rumor collection center will enable police and other officials to counter false and inflammatory reports by giving accurate information rapidly to community leaders and others in troubled areas.
3. Obtain and review the "model operations plans" and the proposed "model mobilization plan" for departmental planning purposes.

In order to strengthen police training, the Commission recommends;

1. Departments should immediately allocate whatever time is necessary to reach an effective level of riot control capability.
2. Training must include all levels of personnel within the police agency, especially commanders. Post-recruit riot training must be a continuing process for all personnel which builds upon recruit training rather than duplicates it.
3. Riot-control planning and training must be provided to groups expected to function as teams during actual riot conditions. Required levels of teamwork can be achieved only through team training. All special riot-control units must receive additional and intensive training in tactics and procedures, as well as in special equipment and weapons.
4. Mobilization plans and emergency procedures must be reviewed in the classroom and practiced in the field. All members of the department must be familiar with riot plans at all times.
5. Police agencies must review and become familiar with recent riot experience so that training programs can be realistically adjusted in the light of anticipated problems.

Equipment:

1. Police officers must have the proper personal equipment and clothing to safeguard them against the threat of bodily harm.
2. The value of the police baton should not be overlooked and police administrators should assure that proper training in its correct and most effective use is given to all police officers.

JUSTICE PLANNING AGENCIES

My fifth project was to assist in preparing a summary of the Arizona State Justice Planning Agency and Maricopa Association of Governments for distribution to all members of the department. It was felt that this was necessary to acquaint line officers with these two important agencies.

The information for this summary was obtained through interviews with officials of both organizations. A copy of one of the eight hundred summaries distributed to departmental personnel follows.

ARIZONA STATE JUSTICE PLANNING AGENCY

The Omnibus Crime Control and Safe Streets Act of 1968 is Federal legislation designed to assist State and local governments to strengthen and improve "law enforcement". Law enforcement, as defined by the Act, includes primarily the police, Courts, prosecution and corrections and rehabilitation.

This assistance, in the form of Grants, is administered through the Law Enforcement Assistance Administration (LEAA) under the U.S. Department of Justice.

Funds from the Omnibus Crime Control and Safe Streets Act will be distributed to the States on a bloc grant basis; that is, the total allocation will be transferred to the State, which will in turn make subgrants to local law enforcement agencies. This allows the program to be administered in a way that best meets the needs of the particular state and ensures that the problems of all units of local government are considered.

The Act requires that each State, in order to obtain Federal Funds, must create an agency responsible for administering and supervising the program. The Arizona State Justice Planning Agency has been created by the Governor to perform this function,

The Justice Planning Agency consists of two parts:

- (1) A Governing Board made up of State and local law enforcement and government officials,
- (2) A staff headed by Executive Director Albert Brown, retired Philadelphia Police Chief.

For Justice Planning purposes, the State has been divided into three (3) regions:

Region I - Tucson Urban Area Regional Reviewing Committee (Pima, Santa Cruz, Cochise and Yuma Counties).

Region II - Maricopa Association of Governments (Maricopa County).

Region III - Arizona Inter-Governmental Coordinating Agency (9 remaining Counties).

Each region consists of task force committees designated to analyze the problems in the different areas of law enforcement and formulate proposals to overcome these problems. These proposals are submitted to the Justice Planning Agency. The regional function will be explained with the Maricopa Association of Governments operation.

The Justice Planning Agency Governing Board is organized into six (6) task forces as follows:

- (1) Juvenile Delinquency Prevention and Control.
- (2) Police and Sheriffs.
- (3) Prosecution and Courts.
- (4) Corrections, Probation and Parole.
- (5) Organized Crime.
- (6) Community Involvement and Support.

The six task forces shall appraise the State's criminal system, the Regional proposals and establish a "Comprehensive Law Enforcement Plan." The "Comprehensive Law Enforcement Plan" is a broad, long range plan to upgrade and improve the effectiveness of law enforcement. The Governing Board shall review applications for Grants and approve or disapprove them. Projects for which Grants are approved must fall within the "Comprehensive Plan."

The Justice Planning Agency staff coordinates the activities of the task forces and aids in the development of projects that fall within the "Comprehensive Plan." Phoenix Police Chief Lawrence M. Wetzel is chairman of the Organized Crime Task Force.

MARICOPA ASSOCIATION OF GOVERNMENTS REGION II

Maricopa Association of Government is a council of governments operating in urban Maricopa County. MAG was created in 1967 by officials of local governments in the urban portions of Maricopa County in response to the recognized need that solutions to urban problems on a regional basis must be accomplished for the good of all.

With the establishment of the Arizona State Justice Planning Agency on November 15, 1968, MAG undertook the planning effort for Region II by creating the Criminal Justice Advisory Committee. The Criminal Justice Advisory Committee is composed of 16 members, Police Chief Lawrence M. Wetzel being one.

Coordination of local law enforcement units involved in the Region II, Justice Planning Activity is achieved through membership in the Advisory Committee's nine task forces.

These are:

Law Enforcement	Judicial Process	Education and Training
Corrections	Juvenile Delinquency	Narcotic & Alcohol Abuse
Organized Crime	Science and Technology	Riots & Civil Disorders

Eight members of the Phoenix Police Department serve on the various Advisory Committee's Task Forces. They are:

Captain George Sanders, Chairman Narcotic and Alcohol Abuse
Task Force

Deputy Chief H. Neal, Chairman Science and Technology Task Force

Deputy Chief Richard Newton, Chairman Riots and Civil Disorders
Task Force

Captain Vance Bingaman, Law Enforcement Task Force

Captain Richard Porter, Education and Training Task Force

Sgt. Sid Harris, Narcotics and Alcohol Abuse Task Force

Andrew Watzek, Organized Crime Task Force

Joe Collier, Science and Technology Task Force

The plans formulated by the various Criminal Justice Advisory Committee's Task Forces are forwarded through MAG channels to the

State Justice Planning Agency for inclusion in the State "Comprehensive Law Enforcement Plan." Also, MAG submits applications for Action Grant monies to the State Justice Planning Agency for approval and funding.

CHAPTER IV

CONCLUSION

EVALUATION OF THE PHOENIX POLICE DEPARTMENT

The purpose of this section is simply an evaluation of the Phoenix Police Department in terms of comparing textbook theory and actual practice. The method used in this comparison is the administrative checklist contained in Appendix B of the textbook Police Administration, by O. W. Wilson.

This checklist is contained, in its entirety, in Appendix C of this diary. The response applicable has been added based on my observation during the internship. According to Wilson:

The following questions are intended to facilitate an inventory of department organization detail and operational procedures. The subject of a question answered in the negative should be studied in the light of the arguments set forth in this book to determine whether a change is not justified that would permit the question to be answered in the affirmative.²⁸

Each question, with specific reference to the Phoenix Police Department, that I answered in the negative is discussed briefly below to either describe the existing situation and/or point out a possible deficiency in terms of Wilson's theory. The replies below are referred to by number only, requiring the reader to refer to Appendix C for the complete question.

Organization

2. The department has undergone several organizational changes since Chief Wetzel was appointed and the department is presently

being studied by the IACP for reorganizational purposes. Once the reorganization is completed and the department has obtained organizational stability, all members will be provided with an organization chart.

Inspections

31. At the present time the inspection function is assigned to Internal Security but due to manpower shortage, they have been unable to perform this duty. In the 1969-1970 budget, additional personnel were requested for this section.

Personnel

45. Promotional examinations are only given every two years, allowing not only those who scored well to be promoted, but also those who just passed. The last promotional test for Sergeant produced a list of 54 and by July 1, 1969, all of these will probably be promoted.

55. It is not believed by the legal advisor to be constitutionally legal to prohibit affiliation with labor unions.

67. At the present time, merit awards procedures are informal and not uniform. A more formal procedure is expected to be utilized after reorganization. See Chapter III of this diary for a proposed system.

Public Relations

74. A favorable public impression is created by the officers and equipment but the old court house which serves as police

headquarters cannot be considered to provide a favorable public impression,

90. There are no organized surveys of this type conducted. However, such surveys will be conducted upon request.
92. The beat officer does not perform this function. The mass media is used to some extent for this purpose.
93. Only in the form of news media.
103. The Community Relations Bureau coordinates this program.

Detective Division

133. Not hourly, but periodically.
134. This procedure is not considered realistic.

Youth Division

155. There has not been a Youth Division since Chief Blubaum abolished it on the basis of In re Gault. However, it appears the IACP study will recommend it be re-established.
162. Manpower shortage and no youth division makes this question infeasible.
164. All cases are assigned to the detail responsible for the type of crime,

Traffic Division

196. The Department utilizes two and three-wheel motorcycles extensively for traffic enforcement. There are no immediate plans for their discontinuance.

203. It is felt that this type of information would not be permissible in court.
206. The expense of this equipment does not appear to be justified, particularly now with the implied consent law.
212. There is no local need for traffic public-address safety cars. However, all Department patrol cars are equipped with a combination electronic siren-public address system.

Dispatching

247. These are different sections under the same Captain.
248. These are different sections and located on different floors of the building.
249. The cost and lack of space in a building as old as police headquarters is prohibitive.
253. Only in the case of bank robberies where a total predetermined plan is used.

Jail

256. The records office is on the second floor and the jail is on the fifth floor.

Headquarters Building

272. The police headquarters building is the old city hall located in the west half of the old county court house.

273. The over-crowding and lack of space has necessitated a physical separation of many of the police offices.
274. The Department is in the process of numbering all offices and in the near future will have a building directory.
280. The jail is clean, but definitely not light and airy.
290. The need for this type of equipment has not justified its cost.

EVALUATION SUMMARY

There were thirty questions answered in the negative out of three-hundred and one. These questions were intended to facilitate an inventory of Department organization detail and operational procedures.

I believe the IACP study, when completed in July, 1969, will provide the bases for changes in many of these areas. The Department is aware of its shortcomings and is progressing at a reasonable rate.

Many of the problems caused by the building and lack of space may be resolved this year if the public passes a three-million dollar bond issue. Even if the bond issue passes, though, it will be five years before construction is completed.

Many of the problems the Phoenix Police Department faces are the same as those faced by many other departments and is due to a shortage of manpower, money, and space. However, I believe the Department is doing an excellent job within its limitations.

EVALUATION OF INTERNSHIP

This internship was a unique and valuable experience even though it lasted only ten weeks (400 hours). It brought to a close one and one-half years of graduate study in law enforcement administration, and provided reality to the many hours of classroom training.

The internship was especially unique in the fact that I was able to perform it with some department other than Tucson. Also, it was unique in that I was assigned to the Police Planning Office and the Planning Office of the Phoenix Police Department is very active in many areas of administration and operates very closely with the other sections of the Administrative Bureau.

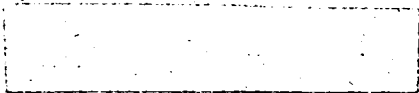
While with the Department I was given a great deal of freedom to observe the operations of the organization and to be present during discussions of the Department's problems and possible solutions. As is apparent by the projects to which I was assigned, I was afforded an opportunity to become involved and contribute to the planning function.

The value of the internship was greatly enhanced by the fact that members of the Planning Office recognized my internship as a learning experience and by their willingness to answer my questions they explained the intricate details of the Department's operation.

I consider it a privilege and a pleasure to have been associated, as an administrative intern, with Chief of Police Lawrence M. Wetzel and members of his fine Department; it was truly a rewarding experience.

APPENDIX A

DEPARTMENTAL SYSTEM OF MERITORIOUS AWARDS



EMPLOYEE'S NAME	DATE
TYPE OF AWARD	
OUTLINE INFORMATION FOR LETTER OF NOMINATION	
IF ADDITIONAL SPACE IS NEEDED, USE REVERSE	
NAME OF PERSON MAKING RECOMMENDATION (RECOMMENDATION FOR NOMINATION)	

3" X 5"

The City of Phoenix, Arizona

Police Department

is pleased to present this

Certificate of Appreciation



Police Chief

Date

The City of Phoenix, Arizona

Police Department

is pleased to present this

Certificate of Commendation



Police Chief

Date

The City of Phoenix, Arizona

Police Department

is pleased to present this

Certificate of AWARD



to
JOE BLOW

FEBRUARY, 1969

Police Chief

Date

RECIPIENTS OF POLICEMAN OF THE MONTH AWARD

8" X 10"

5" X 6"

JANUARY

FEBRUARY

FEBRUARY

MARCH

MARCH

APRIL

APRIL

MAY

MAY

JUNE

JUNE

JULY

JULY

AUGUST

AUGUST

SEPTEMBER

SEPTEMBER

OCTOBER

OCTOBER

NOVEMBER

NOVEMBER

DECEMBER

DECEMBER

FOR

1969

APPENDIX B

POLICE MOTOR POOL

DATE	EQUIPMENT NUMBER
SPEEDOMETER READING	
ENDING _____	
BEGINNING _____	
TOTAL MILES _____	
VEHICLE SERVICE NEEDS	
PARKING SPACE	
DRIVER	TRIP REPORT

APPENDIX C

ADMINISTRATIVE CHECKLIST

ADMINISTRATIVE CHECKLIST

ORGANIZATION

1. Is there an organizational chart of the department? YES
2. Is a copy of the organizational chart in the possession of each member of the force? NO
3. Do all members of the force understand the relationships delineated by the organizational chart? YES
4. Are the tasks that are assigned to each functional unit of the department similar or related in purpose, process, or clientele?
YES
5. Are the lines of demarcation between the units clearly drawn by a precise definition of the duties of each? YES
6. Are the duties of each unit made known to all members of the force?
YES
7. Has an accurate and precise line of demarcation been drawn between the duties of the youth, detective and vice divisions? YES
8. Has each police task been made the unmistakable duty of someone?
YES
9. Are all department duties, rules, regulations, and procedures suitably recorded in one or more manuals in a form that permits inexpensive amendments? YES
10. Does each member of the force know to whom he is immediately responsible, and does each member know which officers are immediately accountable to him? YES
11. Has the line of command and succession within the department under all conditions possible been established? YES
12. Is the line of command and succession understood by all members?
YES

13. Has the department organization avoided exceeding the span of control of any superior officer? YES
14. When responsibility is placed, is commensurate authority invariably delegated? YES
15. Does the head of each unit possess sufficient authority to enable him to discharge his responsibilities? YES
16. When authority is delegated, is the recipient invariably held accountable for his use of it and for his failure to use it? YES
17. Has overspecialization of the department and its component units been avoided? YES
18. Is the salary item of the police budget less than 90 percent of the total? YES

PLANNING

19. Is someone responsible for overall department-wide planning? YES
20. Are department procedural manuals and rules and regulations reviewed periodically and brought up to date? YES
21. Are plans developed in advance for the handling of special events and emergencies? YES
22. Are studies made to evaluate procedures used in policing major events in order to discover and strengthen weaknesses? YES
23. Is a procedure which reduces the hazard to officers to a minimum uniformly followed in overtaking and stopping suspicious cars? YES
24. Have suitable techniques been developed for all procedures, and are they uniformly followed by all officers? YES
25. If the community has a population of more than 75,000, has the department a special squad assigned to the traffic division to handle unusual needs in traffic and crime, and when not so engaged, to supplement the enforcement of moving-traffic regulations by the patrol division? YES

26. If the community has a population of more than 500,000, has it a squad, such as that described above, assigned to the patrol division to devote full time to meeting unusual needs in traffic and crime control? YES
27. Has a study been made of the need for police dogs and for an under-cover force using decoys in areas of frequent strong-arm robberies? YES
28. Has a specially selected squad been equipped and trained to handle unruly crowds, mobs, and riots? YES
29. Has the department a suitable civil defense plan? YES
30. Are the supervising officers truly doing a job of supervision? YES

INSPECTIONS

31. Is someone assigned to make regular staff inspections of the entire department and its operations? NO
32. Is supervision provided all officers at the level of execution regardless of the hour or place? YES
33. Do the officers understand the difference between authoritative and staff supervision and inspection? YES
34. Is staff supervision and inspection by line officers (operating personnel) used to full advantage? YES.
35. Is there an intelligence unit, or if not, has a procedure been outlined to ensure the attainment of the objectives of this unit? YES.
36. Is there an internal investigation unit, and is its function understood by all personnel? YES
37. Are complaints of officer misconduct thoroughly investigated? YES
38. Is acceptable disciplinary machinery in operation in which selected police officers participate? YES

PERSONNEL

39. Is there a police personnel officer? YES

40. Does the central personnel agency (if one exists) assist the chief in the performance of his personnel duties? YES
41. Does the chief have suitable control over police personnel? YES
42. Does the chief, with the approval of the executive head of the city, have the power of removal of police personnel without the possibility of being required to reverse himself? YES
43. Is the chief readily able to transfer back to patrol any detective who has consistently demonstrated failure in performance? YES
44. Are police examinations widely advertised? YES
45. Are the most competent men invariably selected for appointment and promotion? NO
46. Have residence requirements for candidates been eliminated? YES
47. Are doubts in reference to appointments, promotions, demotions, and dismissals resolved in favor of the department? YES
48. Is the probationary period for one year? YES
49. Has any man been removed from service during his probationary period among the last 25 appointed? YES
50. Has a system been developed to ensure that supervisory officers will search for and record incidents that may indicate the presence or absence of leadership qualities? YES
51. Has a suitable system of recording the accomplishments of the members of the department been developed to assist in selecting the most competent and the least competent? YES
52. Are competitions and other effective devices used to keep the morale and efficiency of officers at a high level? YES
53. Are the platoons used as the rungs of a promotional ladder for patrolmen and as personal opportunities to use the abilities and interests of patrolmen to best advantage and as disciplinary tools? YES
54. Has suitable attention been given to the welfare of the officers? YES
55. Is affiliation with labor unions prohibited by department regulation? NO

56. Is a three-month training course provided for recruits? YES
57. Is a continuous and adequate in-service training program provided? YES
58. Are roll calls utilized to full advantage for in-service training? YES
59. Are officers familiar with the laws of arrest, search, and seizure, the rules of evidence, and court procedure? YES
60. Are officers thoroughly trained in all phases of their work? YES
61. Are provisions made to encourage or induce members to keep physically fit? YES
62. Is an adequate and up-to-date reference library maintained for the use of the members of the force? YES
63. Are members of the department encouraged to suggest beneficial changes in service and procedures? YES
64. Are weekly conferences held with all personnel that can be spared from actual duty in departments of fewer than 125 men? YES
65. In larger departments are weekly conferences held on a territorial and functional unit basis? YES
66. In larger departments does the chief hold weekly conferences with all superior officers and less frequent conferences with other members of the force? YES
67. Are suitable procedures followed to ensure that officers are commended for meritorious service? NO

PUBLIC RELATIONS

68. Is there a full- or part-time department public-information officer? YES
69. Is there an organized speaker's bureau in the department? YES
70. Is the philosophy of service to the public suitably ingrained into the members of the force? YES

71. Do all officers seek to improve public relations in every contact they have with citizens? YES
72. Are all officers trained in the proper use of the telephone? YES
73. Are checks made by supervising officers to ensure prompt response to telephone calls to headquarters? YES
74. Is a favorable public impression created by the appearance of police headquarters, offices, and equipment? NO
75. Do police officers set an example of good and courteous driving and refrain from recklessness? YES
76. Are citizens treated courteously and efficiently when they call or come to the police for information or to make complaints? YES
77. Does the department have a good public reputation? YES
78. Does the department have the respect of the public? YES
79. Is the public cooperative? YES
80. Do citizens come to the police for assistance in problems that do not have criminal aspects? YES
81. Are appointments to the department eagerly sought? YES
82. Does the department maintain friendly and cooperative relations with the courts and the prosecutors? YES
83. Does the department welcome and encourage citizens as visitors? YES
84. Have six groups of citizens representing community organizations been taken on a tour of inspection of the department in the past 12 months? YES
85. Have department representatives in the past 12 months addressed a number of public gatherings equal to the number on the force? YES
86. Has the department established a display in a store window or other public space in the past six months? YES
87. Are nonpunitive police services to the community, designed to build public support, fully developed? YES

88. Are nonpunitive police services to the community, designed to build public support, fully developed? YES
89. Is the security of homes left vacant by the temporary absence of the occupant from the city regularly checked by the beat officer? YES
90. Does the department make a thorough survey of commercial establishments once each three years to discover physical or operating weaknesses in their security? NO
91. Does the department make a similar survey of important downtown daylight robbery hazards once each year to check on the security procedures for these establishments and the need for alarms to police headquarters? YES
92. Are merchants regularly informed by the beat officer of check artists, shoplifters, and short-change operators who are active in the community? NO
93. Does the department circularize this and other information to all retail merchants? NO
94. Has the department a publication of its own? YES
95. Are proper relations maintained with the press, and are newspapers fully utilized as a medium for public education? YES
96. Are the police utilizing available radio and television facilities to fully and effectively educate the public? YES
97. Is a consistent educational program continued throughout the year? YES
98. Are educational programs planned with due regard for advertising principles, so that ideas and messages will be conveyed to the public effectively? YES
99. Is the public kept informed on police problems, policies, and programs? YES
100. Is public support of the enforcement policy sought through convincing the public of the need for and reasonableness of the policy? YES
101. Is an effective public safety education program conducted in the community? YES
102. Are special education campaigns held at least annually to focus public opinion on the traffic problem or on special phases of it, such as the pedestrian problem? YES

103. Is the public traffic education program coordinated and directed by the traffic division? No
104. Do all interested civic groups participate in the public traffic-education program? YES
105. Is traffic education on a selective basis providing concentration on the major problems which can be combated through educational means? YES
106. Is traffic education made sufficiently specific so that the public is instructed in proper driving and walking practices as well as "sold" on the need for these practices? YES
107. Are exhibits, posters, billboards, car cards, stickers, and all other available means used in the general traffic safety campaign? YES
108. Are traffic officers trained in public speaking and scheduled for traffic talks at all available group meetings? YES
109. Is safety education of children, particularly those of pre-school age, being made more comprehensive through seeking the cooperation of the parents? YES
110. Is safety education a regular part of the curriculums of elementary schools? YES
111. Are traffic courses and driver-training facilities provided in high schools? YES
112. Do the police cooperate fully in the traffic and safety education programs of both elementary and high schools? YES
113. Are safe-driving contests for truck fleets and other devices used to stimulate community interest in the traffic problem? YES

PATROL

114. Are all tasks that do not interfere with regular patrol, and that patrolmen can perform substantially as well as the specialist, assigned to the patrol division? YES
115. Does the motorized beat patrolman, with the assistance of the evidence technician, make preliminary investigations of crimes committed on his beat, before they are assigned to the detective division for further investigation? YES

116. Does the motorized beat patrolman investigate accidents on his beat with the assistance of the evidence technician? YES
117. Are the motorized beat patrol officers held responsible for a suitable level of enforcement of moving-traffic violations? YES
118. Has the number of foot patrolmen been reduced to the bare essentials? YES
119. Are all patrol cars conspicuously marked? YES
120. Are all patrol cars operated by one man except during hours and in localities where conditions justify foot patrol in pairs? YES
121. Do motorized patrolmen recognize that their patrol car is designed primarily as a device to transport them quickly and without fatigue from the location of one task to that of another? YES
122. Do motorized patrolmen spend an adequate proportion of their time in foot patrol and at inspectional duties? Do they avoid sitting in their cars when they are not in motion? YES
123. Do patrolmen make a suitable check on the security of commercial establishments on their beats? YES
124. Have the hours of shift changes been established by a study of the hourly variation of need, so that on all shifts there is the least total hourly variation from the average need? YES
125. Has the need for overlapping shifts been explored? YES
126. Has the patrol force been distributed among the several shifts in proportion to the need? YES
127. Are frequent changes of beats among the patrolmen avoided; that is, are the patrolmen kept on the same beat as long as possible? YES
128. Do patrol supervisors exercise a staff supervision over members of special units in the absence of supervisors from the special divisions? YES

DETECTIVE DIVISION

129. Do detectives ordinarily work singly? YES

130. Are detective assignments specialized? YES
131. If the community has a population of less than 150,000, do all detectives (assigned to the detective division) ordinarily work only during the business hours? Not Applicable
132. Is a suitable call sheet always maintained to record working hours of each detective? YES
133. Are detectives required to call in hourly when out on investigation? NO
134. Are itinerary reports used to show where each detective can be reached at all times when away from headquarters? NO
135. Are monthly assignment sheets maintained for each detective to show cases assigned and those cleared by arrest and with property recovered? YES
136. Is adequate follow-up made on the disposition of cases filed in state and Federal Courts? YES
137. Are the percentage convictions tabulated according to types of crimes? YES
138. Are detectives adequately supervised? YES
139. Is there a close and harmonious relationship between detectives and patrolmen? YES
140. Do detectives utilize the services of patrolmen as completely as they should in crime investigations? YES
141. Do the detectives keep the patrolmen fully informed regarding criminals who are operating in or are likely to come to the community? YES
142. Do detectives utilize patrolmen for the dissemination of information relating to criminal operations to businessmen? YES
143. Do detectives encourage and promote patrol participation in crime investigations? YES

VICE DIVISION

144. Is responsibility for the investigation of vice offenses assigned to a special unit that is separated from the detective division and that reports directly to the chief or an assistant? YES

145. In geographically decentralized departments is dual vice control effected by giving joint responsibility to the district commander and to the head of the vice division? NOT APPLICABLE
146. Are prostitution, gambling, narcotic, and liquor law violations assigned to the vice division? YES
147. Is the patrolman held responsible for the elimination of vice conditions on his beat? YES
148. Is vice evidence adequately safeguarded? YES
149. Is suitable action taken when the vice division head reports apparent collusion between vice operators and members of the department? YES
150. Is the vice division provided with adequate undercover operators and funds? YES
151. Are disbursements from undercover funds handled and recorded in such a manner as to disprove a charge of misappropriation of funds? YES
152. Does the system used for recording vice complaints and investigations ensure secrecy and avoid oversight and willful neglect? YES
153. Has a crime commission been organized in the community? YES
154. Does the vice division cooperate with the local crime commission and use its facilities to advantage? YES

YOUTH DIVISION

155. Has a youth division been established in the department? NO
156. Does the youth division work with the other divisions without friction? YES
157. Does the youth division successfully enlist the active assistance of patrolmen in the eradication of unsatisfactory conditions, in the frequent inspection of hazardous locations, and in the informal supervision of adjustment cases on their beat? YES
158. Are all members of the department imbued with the desirability of crime prevention, of keeping people out of jail and off the road to the penitentiary? YES

159. Are parents invariably notified immediately of police interviews with children and youths, relating to complaints? YES
160. Has the youth division exclusive police responsibility for the disposition of the young offender? YES
161. Are suitable case-history files, separate from files relating to the investigation of offenses, maintained on young offenders who deserve special attention? YES
162. Have qualified adjustment officers been assigned to the youth division to assist in correcting maladjustments and their causes (utilizing all community agencies to this end) in cases that do not require the attention of juvenile probation officers or the juvenile court? NO
163. Are efforts made (except in serious offenses) to correct the maladjustment of the child that causes unacceptable behavior, without filing a petition in juvenile court? YES
164. Are all cases (police) having social welfare significance assigned to the youth division? NO
165. Is attention given to promoting the treatment of the physically, mentally, and emotionally ill, regardless of age? YES
166. Are all the resources of the community utilized to best advantage in the treatment of the individual? YES
167. Has the youth division won the support and cooperation of all community agencies that are in any way interested in the problem of juvenile delinquency? YES
168. Is the friendship and respect of the children in the community sought by the police? YES
169. Are regular police inspections made of locations where youth may be subjected to unusual moral risks? YES
170. Are efforts being made by the police to eradicate delinquency-inducing influences in the community? YES
171. Are efforts being made by the police to promote wholesome influences in the community? YES
172. Has a community council for the prevention of delinquency been organized? YES

173. Does the youth division play an important role in the coordinating council? YES
174. Do the police, the juvenile probation officers, and the juvenile court work in harmony? YES
175. Do the police and the schools work in harmony in all delinquency-control matters? YES

TRAFFIC DIVISION

176. Is there a central traffic division in the department? YES
177. Does the traffic division exercise staff supervision over the traffic work of nontraffic officers? YES
178. Is each traffic task performed by the unit best fitted to do so? YES
179. Do motorized beat officers devote adequate attention to traffic enforcement and regulation? YES
180. Does the administrative head or staff of the traffic division keep constantly informed on traffic conditions, trends, and the quality of the program? YES
181. Are new traffic-enforcement programs preceded by a suitable public education? YES
182. Is police traffic-engineering work continuously and consistently performed? YES
183. Are general traffic surveys made at least every five years? YES
184. Are traffic-flow maps and other engineering data readily available to the traffic division for reference? YES
185. Are special studies made at sufficiently frequent intervals to provide up-to-date information on important traffic trends? YES
186. Are thorough engineering studies made of all hazardous locations and conditions before remedial action is decided on? YES
187. Are all regulatory measures and installations of traffic signs, signals, and markings based upon thorough engineering studies? YES
188. Are all engineering recommendations made with due consideration to the enforceability of contemplated regulations? YES

189. Has the traffic-control program been developed on the basis of facts by study of traffic records to determine engineering, education, and enforcement needs and proper control methods? YES
190. Is the traffic-control program in all its phases carried on as a continuous plan rather than in sporadic "campaigns"? YES
191. Are traffic officers stationed on foot at intersections only where and when actually needed? YES
192. Are officers assigned to intersection posts stationed at points where they can most effectively control traffic and pedestrians with a minimum of hazard to themselves? YES
193. Do intersection officers direct traffic so as to provide the maximum free movement of vehicles and pedestrians with a minimum of regulation? YES
194. Do officers stationed at crosswalks avoid unnecessary interference with moving vehicular traffic and at the same time provide maximum safety and reasonable convenience to pedestrians crossing the street? YES
195. Is parking supervision in limited-time parking areas expedited by the use of three-wheeled motorcycles? YES
196. Has the use of two-wheeled motorcycles been discontinued? NO
197. Is the enforcement program developed on a selective basis, providing concentration on the violations most frequently involved in accidents at the time and locations of most frequent occurrence in accidents? YES
198. Is the enforcement index maintained at a suitable level? YES
199. Is "in-the-hole" enforcement forbidden as a general rule? YES
200. Are traffic violators treated by officers in such a way that argument and ill feeling are avoided? YES
201. Are warnings and other nonarrest methods used in suitable instances instead of arrests to obtain compliance with a minimum public resentment? YES
202. Are minor offenses disposed of through a properly organized and operated traffic-violations bureau? YES
203. Do citations or notices of violation bear a notation to show when they are issued to violators of moving-traffic regulations who have been drinking but are not sufficiently intoxicated to justify a charge of driving while intoxicated? NO

204. Are chemical tests of intoxication employed? YES
205. Are chemical tests supplemented by a report containing a detailed description of the appearance and behavior of the person arrested for driving while intoxicated? YES
206. Is the department equipped to take motion pictures of persons arrested for driving while intoxicated? YES
207. Does the traffic division operate a traffic-violator school, and does its operation enjoy the full cooperation of the prosecutor and court? YES
208. Does the course given at the violators' school aim to improve both the ability and the attitude of motorists? YES
209. Are schoolboy patrols operated in cooperation with school authorities? YES
210. Are patrol boys properly trained, disciplined, and equipped? YES
211. Have schoolboy patrols eliminated the need to assign policemen to school-crossing duty? YES
212. Are public-address safety cars operated by the traffic division? NO
213. Are public-address cars operated in a manner to avoid public resentment? NOT APPLICABLE
214. Is there a well-organized and active safety council or similar organization in the community? YES
215. Is the traffic division making every effort to effect the complete organization of all sections of the community for cooperation in the safety program? YES

RECORDS

216. Is there a central records system in the department that places responsibility for the supervision of all complaint, arrest, and identification records on one man? YES
217. Is there a satisfactory system for disseminating information to all members of the force on cases to which they are assigned and on other matters of police importance? YES

218. Are all incidents listed on page 393 recorded on a complaint (offense) sheet and registered by a central complaint number? YES
219. Are incident-report forms made out and registered immediately on receipt of the complaint? YES
220. Does the accident-report form include spaces for all information called for on the standard form of the National Safety Council? YES
221. Are identification records a part of the central records system? YES
222. Is information relating to arrest and identification records made a part of the complaint records system? YES
223. Except in very large departments, does one general alphabetical index serve for complaint, arrest, and identification records and correspondence? YES
224. Does the filing system permit ready access to any report for reference or study? YES
225. Are records properly cross-indexed by the use of a general alphabetical index, classification index, and other files? YES
226. Is there maintained, in addition, a separate driver index containing information on drivers reported for moving violations and accidents? YES
227. Is an accident-location card file maintained? YES
228. Is there one or more report-review officer? Do they recognize the limitations of their staff function? YES
229. Is a report-review procedure used to ensure accurate reports and proper handling of cases? YES
230. Are all records-division duties outlined in a manual or other form that permits any member of the division to review quickly, and ascertain certainly, tasks assigned to him? YES
231. Are traffic tickets controlled and audited in a manner to prevent their improper disposition? YES
232. Is department-owned property and property temporarily in police custody safeguarded by suitable controls? YES
233. Is the department suitably equipped to reproduce reports and other printed matter? YES

234. Is a daily summary containing information relating to the past 24 hours laid on the desk of the chief of police each morning before his arrival? YES
235. Is a suitable complete summary report prepared each month making comparisons with the previous month and the same month one year ago? YES
236. Are monthly accident statistics forwarded to the National Safety Council? YES
237. Are monthly crime and arrest statistics forwarded to the FBI? YES
238. Are monthly tabulations made that show percentage clearances by arrest, property recovered, and convictions for all crimes investigated by the detective division for the purpose of appraising the accomplishments of each member? YES
239. Are suitable comparative summaries made of city vice-control activities? YES
240. Are delinquency trends evaluated? YES
241. Is a map maintained to spot locations of juvenile offenses and another to spot the residences of delinquents? YES
242. Are monthly accident and traffic-enforcement summaries, charts, graphs, and other compilations prepared for analysis by the traffic division? YES
243. Are weekly or monthly accident and enforcement spot maps or beat cards maintained for each platoon? YES
244. Is a general-accident spot map maintained for each year? YES
245. Is the records division able to prepare any statistical study of police problems that may be requested by any division in the department? YES

DISPATCHING

246. Is the central complaint clerk located within the central records office layout, or immediately adjacent to it, or tied to it by a suitable system for the speedy transfer of records? YES
247. Is the central complaint room under the control of the head of the records division? NO

248. Is the dispatcher assigned to the records division? NO
249. Is the dispatcher's map, which shows officers on duty available and not available by radio, tied into panels of signal lights at strategic points in the building (such as division secretary's desks and the office of the station commander) so that the availability of officers may be known to others? NO
250. Have broadcast procedures been devised to ensure the dispatch of an adequate force in a manner to ensure safety to the officers and the accomplishment of the mission? YES
251. Have broadcasts been prepared to be used for each robbery alarm that terminates, directly or indirectly, at police headquarters? YES
252. Are floor-plan, street, and alley sketches instantly available to the dispatcher for each building connected, directly or indirectly, by burglar alarm with police headquarters? YES
253. Is the quadrant plan of assignment used in dispatching officers to a crime scene where a search may need to be made for the criminals? NO
254. Have plans been prepared for community-wide and lesser disasters, for extensive man-hunts, and for blockading sections of the community or the entire jurisdiction? YES
255. Do all persons who may ever have occasion to dispatch officers understand where the prepared broadcasts and plans are filed and the procedures to be used in all kinds of dispatching? YES

JAIL

256. Do department regulations forbid incarcerating an unconscious prisoner, or one who is ill or injured, without a statement signed by a medical authority that such incarceration will not injure the prisoner? NO
257. Is the booking clerk located in the records office, or (in departments where space limitations make this impossible) immediately adjacent to it? YES
258. Is a head count and check by roll call made of all prisoners at the change of each shift? YES
259. Is a regular daily inspection made of the jail? YES

260. Are drunk tanks inspected at least once each hour? YES
261. Does a commanding officer make a more searching inspection of the jail once each week? YES
262. If the jailer should be overpowered and his keys taken from him, is the escape of prisoners impossible because of a locked door for which they would not have a key? YES
263. May prisoners be taken from their jail cells into the courtroom without the necessity of traversing space to which the public or officials other than jail staff have access? NO
264. Are prisoners fingerprinted and photographed in the jail area? YES
265. Are prisoners fingerprinted and photographed by the jail staff? YES
266. Has a jail emergency plan been worked out and made known to the members of the department and posted where it may be reviewed? YES

LABORATORY

267. Has the department an adequately equipped police crime laboratory? YES
268. Has the department a college-trained laboratory criminalist? YES
269. Are evidence technicians, suitably equipped and trained, on duty on each shift to search crime and accident scenes for physical evidence, and to record, preserve, and transport it to the crime laboratory for further examination? YES
270. Is all evidence found at the scene of the crime or accident properly handled, preserved, and prepared for presentation in court? YES
271. Has the department a lie detector and a qualified operator? YES

HEADQUARTERS BUILDING

272. Can a stranger recognize the police building easily when he sees it in daytime or at night? NO
273. Are police office locations well arranged in relation to the use that is made of them by the police and the public? NO

274. Is the building supplied with a well-located, well-arranged building directory and well-placed and easily seen room numbers? Can a stranger find the office or officer he wants readily without asking? NO
275. Are police quarters, and especially public areas in it, kept immaculate? YES
276. Are police headquarters suitably equipped with intercommunicating devices for transfer of records, voice transmission, audible signals, and signal lights? YES
277. Has the telephone company made a check on the adequacy of the department trunk lines in the past two years? YES
278. Has the local electric light company made a survey of the adequacy of the illumination in police officers housing workers doing clerical work throughout the 24 hours? YES
279. Is the police headquarters building suitably ventilated? YES
280. Are the jail quarters clean, airy, and light? NO

EQUIPMENT

281. Is police equipment kept in satisfactory repair? YES
282. Is office equipment (files, typewriters, adding machines, reproducing equipment, and so on) adequate? YES
283. Is all motor equipment (including three-wheeled motorcycles) equipped with two-way radio? YES
284. Are the patrol cars suitably equipped? Do they all carry fire extinguishers? Have call selectors been installed so as to enable an audible or visual alarm to be communicated to the officer who may be on patrol out of earshot of his radio? YES
285. Is motor-vehicle equipment adequate? YES
286. Has a system of flexible reassignment of police vehicles been worked out to ensure an adequate number for peak patrol hours with a minimum total? YES
287. Are service facilities for police vehicles adequate so that delays do not impair service or waste manpower? YES
288. Has the department made arrangements for the emergency use of any armored trucks that may be available in the jurisdiction? YES

289. Is the department suitably equipped with tear gas and masks? YES
290. Are bullet-resisting shields used by the department? NO
291. Do traffic officers use the same uniform as patrolmen? YES

FOOTNOTES

1. Richard C. Donnelly, "Police Authority and Practices," The Annals of the American Academy of Political and Social Science, 399 (January, 1962), pp. 90-110.
2. *Miranda v. Arizona*, 34 U.S.L. Week 452 (U.S. June 13, 1966).
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5. Don Martindale, The Nature and Type of Sociological Theory, (Boston: Houghton Mifflin Co., 1960).
6. "Law," The World Book Encyclopedia, 1964, XII, pp. 116-120.
7. Ibid, 116-120.
8. John L. Sullivan, Introduction to Police Science, (New York: McGraw Hill, 1966), pp. 123-138.
9. A.C. German, Frank D. Day, and Robert R. Gallati, Introduction to Law Enforcement and Criminal Justice, (7th printing; Springfield; Charles C. Thomas, 1968), pp. 37-63.
10. Ibid, 37-63.
11. Ibid, 37-63.
12. Sullivan, Op. Cit., 123-140.
13. Sir Frederick Pollock and Frederic W. Maitland, The History of English Law (Cambridge: The University Press, 1899), pp. 1-24.
14. William H. Ryerse, "Criminology," (unpublished paper presented to Dr. June Morrison of the University of Arizona, for Public Administration Course 365, January, 1969).

15. Ibid, "Criminology."
16. Herman Mannheim, Comparative Criminology, (Boston: Houghton Mifflin Co., 1965).
17. Ibid
18. Unless otherwise indicated, this section is paraphrased from James M. Barney and Barry M. Goldwater, "History of the City of Phoenix, Arizona," Phoenix, 1965 (mimeographed), pp. 1-13.
19. Lecture outline used at Phoenix Police Department Police Academy (typewritten).
20. Ibid
21. "History of the Phoenix Police Department," Vertical files of Phoenix Police Department, 1964 (typewritten).
22. U.S. Department of Justice, Uniform Crime Reports for the United States, 1967 (Washington, D.C.: Government Printing Office, 1967).
23. Ibid
24. Ibid
25. The Code of the City of Phoenix, Arizona (Washington, D.C.: NIMLO [1969]), p. 25.
26. Ibid, p. 179.
27. Ibid
28. Wilson, op. cit., p. 479.

TABLE AND FIGURE FOOTNOTES

- FIGURE 1: Governmental Organization Chart for the City of Phoenix
- FIGURE 2: Phoenix Police Department Organization and Authorized Strength
- FIGURE 3: Length of Service for Patrolmen
- FIGURE 3A: Length of Service for Patrolmen, Division of Field Operations
- FIGURE 4: Percentage of Patrolmen by Age Class Intervals
- FIGURE 5: Patrolmen Attrition Rate

All of the above six figures were taken from the typewritten material in the vertical files of the Phoenix Police Department (unpublished).

- TABLE 1: Population and Crime in the Phoenix Area, 1960-1967
Research Department of Valley National Bank, Arizona
Statistical Review: 1968, p. 14.
- TABLE 2: Employment Trends in the Phoenix metropolitan area
Ibid, p. 14,
- TABLE 3: Major Area Income
Ibid, p. 2
- TABLE 4: Land Use
Ibid, p. 2
- TABLE 5: Population
- TABLE 6: Race in Maricopa County
1960 Census, Ibid
- TABLE 7: Racial Distribution
Ibid, p. 7
- TABLE 8: Religion
Ibid, p. 11

TABLE 9: Vital Statistics (Maricopa County)
Ibid

TABLE 10: Family Characteristics
Ibid

TABLE 11: Mobility
Ibid, p. 9

TABLE 12: Origins of New Residents Since 1960
Ibid, p. 9

TABLE 13: Reasons for Coming, New Residents Since 1960
Ibid, p. 9

TABLE 14: Housing
Ibid, p. 26

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