

**REGIONAL CORRECTIONS SYSTEM  
LOWER RIO GRANDE VALLEY  
DEVELOPMENT COUNCIL**

4

PLANNING REPORT (PR-07)

APRIL 1973



**TEXAS DEPARTMENT OF CORRECTIONS  
TREATMENT DIRECTORATE  
RESEARCH AND DEVELOPMENT DIVISION  
HUNTSVILLE, TEXAS**

013155

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PREFACE

In the administration of justice today, the conditions of our jails is probably one of the more pressing problems. While criminal justice planners are aware of the situation, they have been handicapped by a lack of data and information describing the criminal justice system in the 24 planning regions of Texas. In order to provide the regions with this information, the Texas Department of Corrections provides a planning unit to collect data pertinent to an evaluation of the existing system.

This report represents the preliminary phase of the planning and development of a region correctional system. The data for this report was gathered in January and February of 1973. The purpose of the present report is to provide local criminal justice planners, law enforcement officials, and community leaders with a planning tool for use in the Lower Rio Grande Valley Criminal Justice and Community Agency Systems. In addition to a description of the State Planning Region 21, the report also provides specific program recommendations for the Region.

The authors are indebted to a number of individuals whose cooperation made this report possible: the law enforcement personnel, district and county clerks, and others who aided in the completion of the surveys. Appreciation is also extended to the Lower Rio Grande Valley Development Council for their assistance in introducing the planning

unit to Region 21. The study was funded by the Texas Criminal Justice Council under Grant No. 2-L2-870. The fact that the Criminal Justice Council furnished financial support to the activity described in this publication does not necessarily indicate the concurrence of the Criminal Justice Council in the statements or conclusions contained herein.

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## SUMMARY OF MAJOR FINDINGS

### GENERAL

Agriculture and tourism are the mainstays of the economy.

A 9 to 15 percent decrease in population is expected over the next 20 years.

Unemployment rates are higher in this area than in most areas of Texas.

Twenty-one percent of the Region's population received welfare assistance during 1972.

### COURTS

Adequate pre-trial diversionary programs for arrested individuals do not presently exist.

Utilization of such court aids as pre-sentence investigation or court volunteers are non-existent.

### JAIL CONDITION AND PROGRAMMING

Local jail management involves extensive duplication.

Conditions of most jails within the region are in various stages of decay while none meet standards set forth in Title 81, Article 5115, V.C.S.

Basic programs, in areas such as visitation, recreation, religion, and hospitalization, were generally lacking in the Region's jails.

Segregation areas were not available to support adequate systems of inmate classification within the Region's jails.

### JAIL POPULATION AND LAW ENFORCEMENT

City and federal prisoners held in local jails constitute a significant portion of the Region's jail population and predictive data to base these contract services upon do not exist.

Of all arrests made, alcohol related offenses ranked the most frequent.

The average daily jail population during 1972 was 258 while there was a capacity for 404. However, a lack of consolidation left some jails overcrowded and others empty, especially during the peak periods.

SOCIAL SERVICES

There is a lack of coordination among local community service organizations.

## RECOMMENDATIONS

This report was prepared and developed as an aid to the criminal justice planning effort presently ongoing in the Lower Rio Grande Valley Development Council. Based upon the data gathered, specific recommendations are proposed.

These recommendations were prepared utilizing regional community correctional concepts as a guide. Such concepts include: facilities to reduce crowded conditions of jails; reduction in the number of offenders awaiting trial; focusing available community services on the problems of the public offender; and possession of flexibility to adapt to changing needs of the community and its criminal justice system. The recommendations detailed herein focus primarily upon what are visualized as the Region's most critical needs, and can be of value in developing a functional system of programs to meet those needs.

The data presented can be utilized to develop local plans concerning corrections. Local planning may dictate the use of a centralized or a decentralized corrections system. Two such systems, to be used as guides, are shown in Figures 1 and 2. The recommendations below will fit either concept with the exception that the final recommendation, concerning the maximum size of a regional correctional facility, would only apply to the centralized concept.

FIGURE 1

# COMMUNITY BASE CORRECTIONAL NETWORK

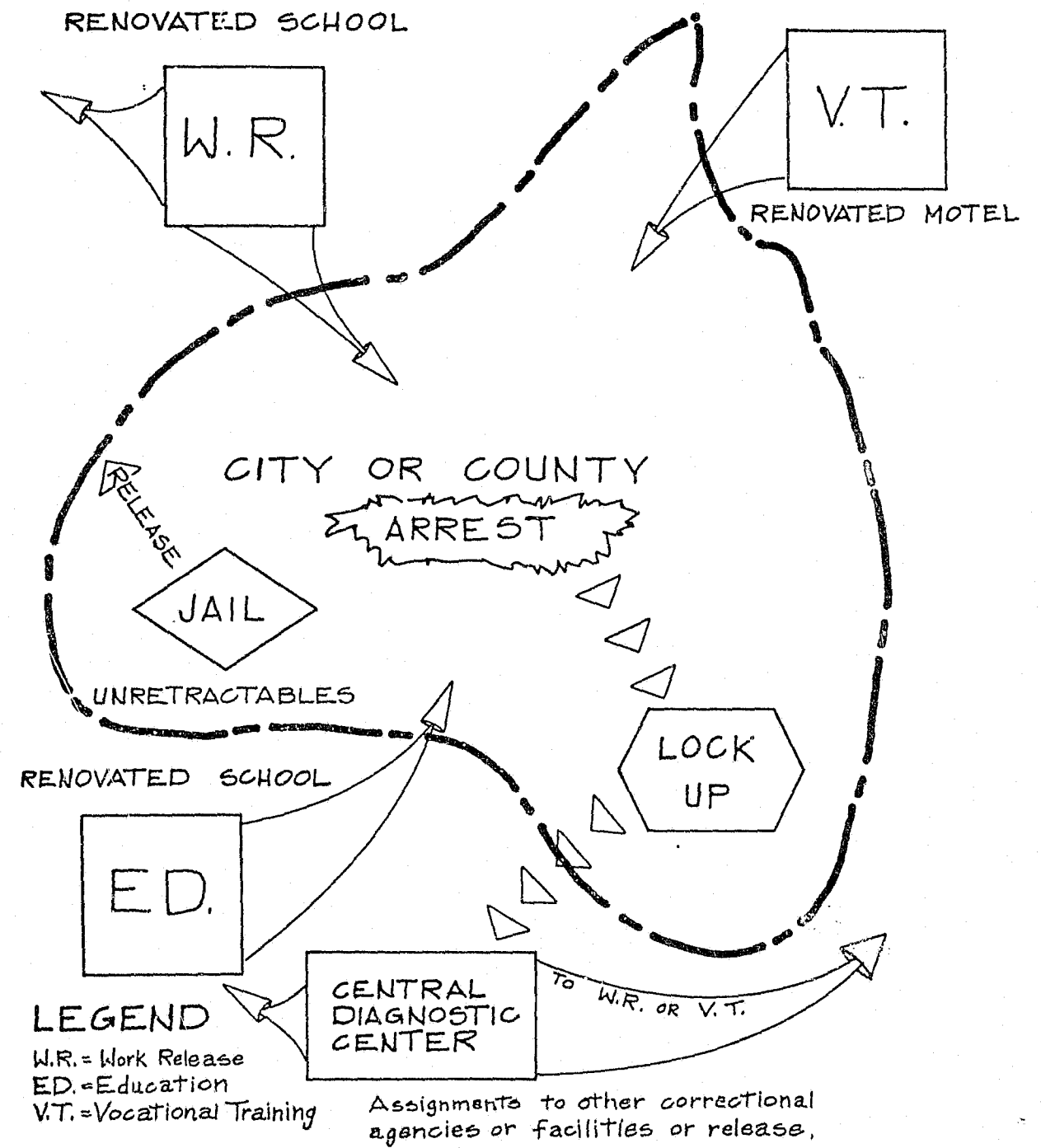
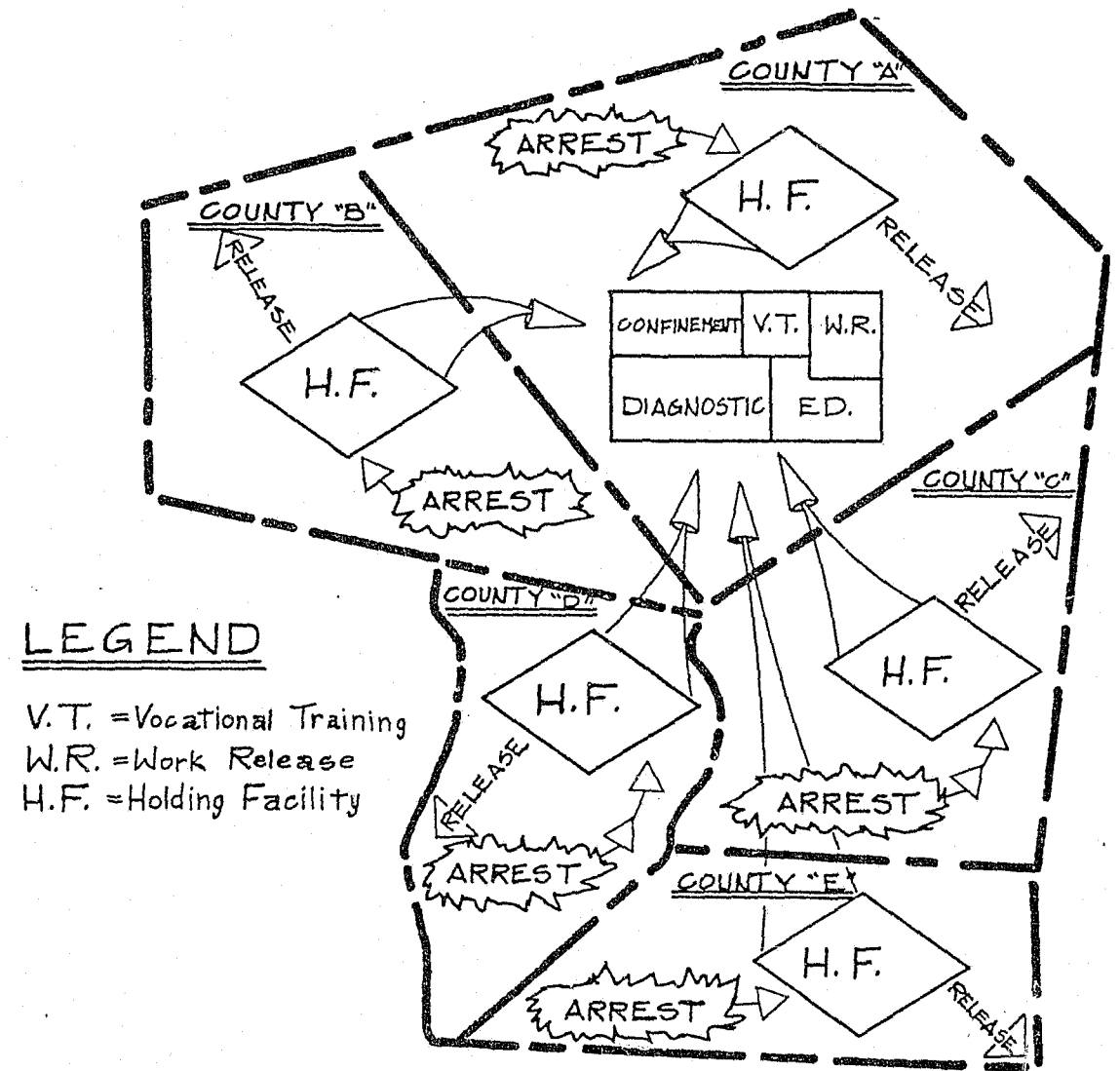


FIGURE 2

# REGIONAL CORRECTIONAL NETWORK MULTIPLE COUNTY BASE



## LEGEND

- V.T. = Vocational Training
- W.R. = Work Release
- H.F. = Holding Facility

RECOMMENDATION

It is recommended that cost accounting for the operation of local jails be initiated and continued. Holding service contracts with city and federal authorities should be based and adjusted via data gathered.

JUSTIFICATION

City and federal prisoners held in local jails constitute a significant portion of the Region's jail population. Predictive data to base contract services upon does not presently exist.

RECOMMENDATION

It is recommended that all jails in each county within the Region be operated under singular administration through interlocal cooperation agreements.

JUSTIFICATION

The present operation of local jails involves duplication of efforts on the part of law enforcement agencies. A singular administration would bring about uniformity in jail operations and procedures as well as economy of operation.

RECOMMENDATION

Renovate selected jails only for the purpose of creating holding facilities under the regional concept.



JUSTIFICATION

Under the regional concept, all sentenced jail prisoners and certain categories of prisoners in a pre-sentence capacity would be housed in a central facility. It might not be necessary to utilize all existing jails that are now in operation in the Region. A careful study should be made in the Region to determine what jail facilities are needed and what renovation is necessary.

RECOMMENDATION

It is recommended that a comprehensive alcoholism program be established to serve the planning region via inter-local agreements with Mental Health/Mental Retardation. Components of the program should minimally include the following:

- A. Detoxification
- B. Physiological and psychological diagnostic services
- C. Counseling services
- D. Aftercare services
- E. Design flexibility to allow the inclusion of treatment services for drug offenders at a later point in time.

JUSTIFICATION

Appropriate diversions for persons arrested for alcohol related offenses do not presently exist.

RECOMMENDATION

It is recommended that, where appropriate, county jails in the Region pre-screen obvious offenders into six program areas. These are:

1. Bail, Bond, and Probation Service
2. Release on Recognizance Bond
3. Crisis Counseling
4. Telephone Summons
5. Direct Law Enforcement Summons
6. Traffic Related Alcohol Referral.

Offenders who are not diverted at this level should be referred to an Evaluation Center.

The Evaluation Center should be established to serve the Planning Region and function in such a manner as to coordinate the efforts of correctional delivery within the Region.

At this point, the Evaluation Center would function as a friend of the court to provide such services as required by the court in the areas of pre-trial psychological evaluations (voluntary), sociological classification, pre-sentence psychiatric and psychological services, job placement, educational assessment, medical services, and sentencing alternatives. It would also serve as the coordination point for other correctional related government agencies including post-incarceration programming for TDC, Board of Pardons and Paroles, jails, and a Regional Correctional Center.

JUSTIFICATION

Diversions within the criminal justice system beyond standard bail, bond, and probation programs are not presently utilized. Also, evaluative and coordinating services within the correctional delivery system do not presently exist.

RECOMMENDATION

It is recommended that a Regional Correctional Center be established to serve the Planning Region. The primary responsibility of such a center would be to provide in-house correctional programs under variable security conditions for an average daily population ranging from 45 to 65 persons.

JUSTIFICATION

Post-conviction sentencing alternatives beyond probation and delivery to the Department of Corrections do not presently exist.

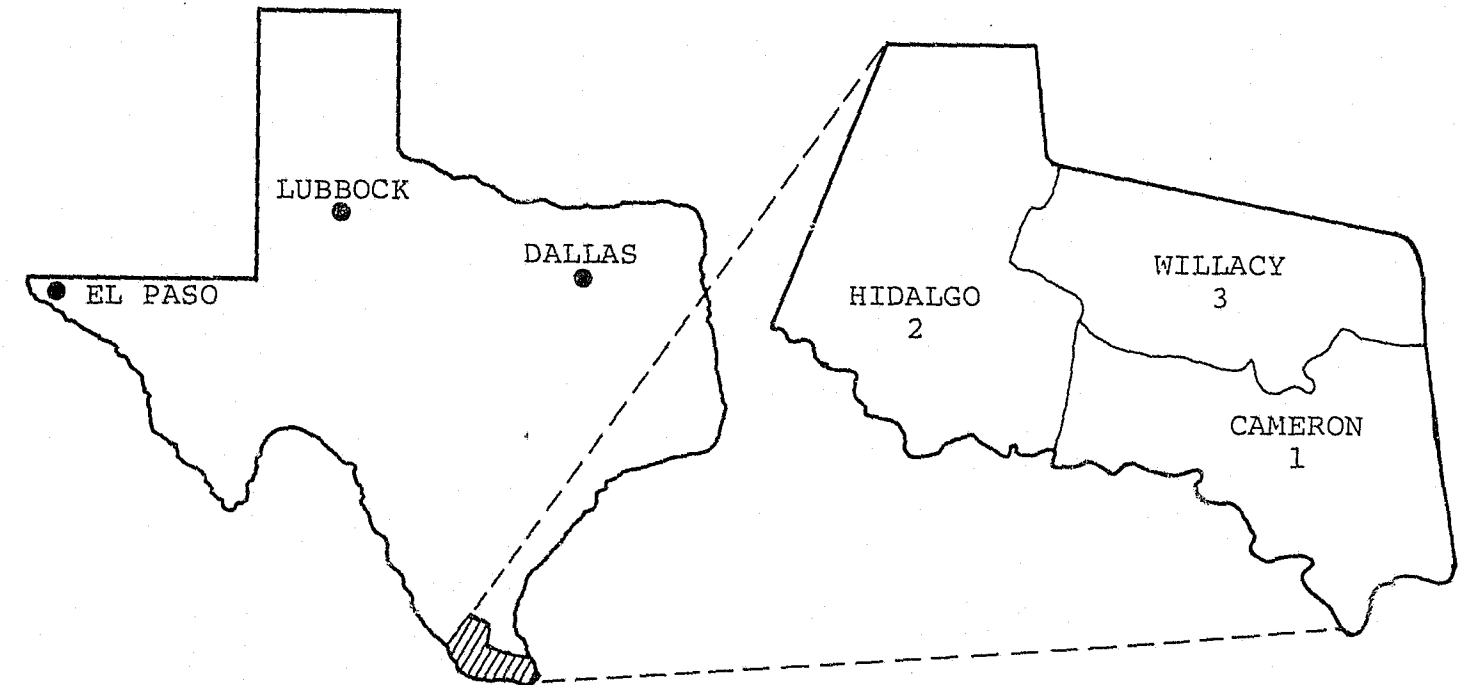
The economic condition of most counties in Region 21 will make it difficult for them to foresee the implementation of the above recommendations. To many, such a system will seem to be beyond the scope of reality. This is not the case. Through a coordinated effort of community leaders, court and police administrators, and the myriad of other interested individual citizens, such a system can be a reality. These people, working in concert, are the key to whatever successes the Region will enjoy.

## SUMMARY OF RECOMMENDATIONS

The social and criminal justice resources of Region 21 are sufficient to support the planning and development of a regional corrections facility. Under this concept, it is assumed that a central facility would be constructed to serve a multi-county area and that selected local jails would be utilized as short-term holding facilities. It is expected that court reform and alcohol, drug, and pre-release programs would significantly reduce jail populations. Several of the present jails might be closed rather than being rebuilt under this plan such that savings from not constructing new jails could be applied to the cost of a regional facility. The size of any regional facility would depend on the number of counties represented and on agreements concerning housing of pre-trial and appeal inmates as well as the possibility of housing state pre-release inmates. In any case, the number of beds required in a central facility should not exceed 65.

DESCRIPTION OF THE REGION

PHYSIOGRAPHY - REGION 21



The Lower Rio Grande Valley of Texas, State Planning Region 21, comprises a 3,109 square mile area which includes the counties of Cameron, Hidalgo, and Willacy. This area is located at the southern tip of Texas and bounded by the Rio Grande River, the Gulf of Mexico, and the Balcones Escarpment.

The land in the Region is characterized by rich alluvial and sandy loam soils with a generally flat topography. The climate is subtropical with an annual average temperature of approximately 75° F and an average annual rainfall of 24 inches. The agricultural production is centered largely around

citrus, cotton, vegetables, grain, and livestock.

Total agricultural income from the Region averages \$147 million yearly, representing the principal income. Other income sources include natural gas, oil, tourism, and manufacturing.

Three of Texas' principal ports are Port Isabel Harbor, Brownsville Harbor, and Port Mansfield Harbor located in the Region. Crude petroleum, petroleum products, shellfish, grain, unmanufactured shell, nonmetallic minerals, and basic chemicals are some of the materials handled at these ports.

#### DEMOGRAPHY

The regional population is 337,473 persons (Exhibit A), of which 22.1% are white, 77.3% are of Spanish heritage (Mexican), and less than 1% are Negro and other races. The median age of the population is 19.7 years. Forty-eight percent of the population are males and 52% are females. Approximately 74% of the population live in urban areas. Welfare statistics indicate that \$2,905,384 were distributed to 70,902 persons in the Region (21% of the population). By using the percentage of persons receiving welfare to predict the rate of employment, an estimated 6.3% to 7.9% rate of unemployment was predicted. This prediction is consistent with the 6.9% of unemployment reported by the Texas Employment Commission.\*

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\*Texas Employment Commission, Fourth Quarter Report, Austin, Texas, 1972.

EXHIBIT A

SELECTED DEMOGRAPHIC CHARACTERISTICS  
BY COUNTY AND REGION, 1970

Category	Cameron 1970	Hidalgo 1970	Willacy 1970	Region 1970
Total Population	140,368	181,535	15,570	337,473
Persons under 5	15,107	20,057	1,628	36,792
5 - 20	53,002	70,507	6,168	129,677
21 - 44	36,417	47,422	3,737	87,576
45 - 64	23,838	29,281	2,721	55,840
65 & Over	12,004	14,268	1,316	27,588
Total Male	66,547	87,031	7,510	161,088
Total Female	73,821	94,504	8,060	176,385
Rent Occupancy				
Under \$40	3,911	4,152	299	8,362
\$ 40 - \$ 99	4,435	4,263	266	8,964
\$100 - \$199	1,035	1,059	14	2,108
\$200 & Over	142	151	---	293
Units 1.01 -				
1.5 per room	4,830	6,479	518	11,827
1.51 + per room	5,399	8,088	662	14,149
Vacant Seasonal				
Migrant Units	876	1,725	128	2,729

SOURCE: Texas Health Data Institute

Estimates of population growth (Exhibit B) indicate a decline in the population of each county and an overall decline of 9% to 14.6% in the Region in the next two decades.\* However, this would not be significant over the decade 1990-2000 since it would be reflected in stabilization, not growth.

Reflective of the projected population decreases in the counties, the cities in the Region are anticipated to decrease in population in the next two decades with the exception of McAllen and Brownsville which expect increases of 22% and 16% respectively.

The proportion of the population less than 14 years of age and more than 65 is large compared with the number between those ages, resulting in a dependency ratio substantially larger than that of the state (Exhibit C).\*\*

#### ECONOMY

The economy of the Lower Rio Grande Valley is based principally on agricultural production and has been boosted by the development of gas and petroleum reserves, tourism, and a substantial seaport income. Industrial operations are principally related to the processing and shipping of petroleum and agricultural output (i.e. crude petroleum and petroleum products; grain; shellfish and shell; basic chemicals;

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\*United States Department of Commerce, Bureau of the Census, 1970.

\*\*Texas Health Data Institute, Austin, Texas, 1970.



EXHIBIT B  
POPULATION PROJECTION

County	1970		1980		1990	
	Increase	Decrease	Increase	Decrease	Increase	Decrease
Cameron	140,368	140,368	127,100	119,400	93,400	83,300
Hidalgo	181,535	181,535	166,400	156,400	128,200	114,400
Willacy	15,570	15,570	13,300	12,500	10,700	9,500

EXHIBIT C  
DEPENDENCY RATIO AND MIGRANT POPULATION  
STATE, REGION, AND COUNTY, 1970

	Texas	Cameron	Hidalgo	Willacy	Region
Dependency Ratio	0.623	0.795	0.789	0.807	0.793
Total Population	11,196,730	140,368	181,535	15,570	337,473
Population 14 years and under	3,331,268	50,189	65,847	5,639	121,675
Population 65 years and over	990,368	12,004	14,268	1,316	27,588

SOURCE: Texas Health Data Institute, Austin, Texas

and nonmetallic minerals). By necessity, the development of water resources has paralleled the agricultural growth of the area.

The Valley is becoming an increasingly popular winter resort area and a retirement haven for visitors from other states. This is due to its subtropical climate, proximity to Mexico and the Gulf of Mexico, and the extensive development of recreational facilities.

The Brownsville-Harlingen-San Benito SMSA encompasses an 883 square mile area with an estimated population of 140,368 (1970 population census). General characteristics of the SMSA include: (1) five banks with total deposits in excess of \$240 million; (2) two hospitals, one specializing in the treatment of tuberculosis, with a capacity of more than 300 beds; (3) 101 doctors and 23 dentists; (4) one AM and two FM radio stations, two TV stations, and cable television; (5) over 50 churches representing more than 15 denominations; and (6) over 50 motels and hotels with a capacity of over 1200 rooms.

The McAllen-Edinburg-Pharr SMSA encompasses 1,541 square miles with an estimated population of 181,535 (1970 population census). General characteristics of the SMSA include: (1) seven banks with total deposits in excess of \$200 million; (2) two hospitals with a capacity of more than 290 beds; (3) 98 doctors and 28 dentists; (4) five AM radio stations and one FM radio station; (5) over 70 churches,

representing two major denominations; (6) over 13 motels and hotels with more than 900 rooms; and (7) a subtropical climate with an average annual temperature of 72° F.

#### EMPLOYMENT

Within the boundaries of Region 21 is a work force population in excess of 216,780 persons, with a mean unemployment rate of 6.9% (Exhibit D). A comparative analysis of work force estimates for the Region over a 5 year period from 1966-1971 reveals: (1) the counties experienced increases in rate of unemployment; (2) no counties experienced losses in total work force; (3) no counties experienced work losses in manufacturing employment; (4) approximately 33% of the counties (Hidalgo) had over 56% of the total work force employed in agriculture; (5) a major portion of the work force population resides in Hidalgo and Cameron Counties.

The vast majority of the regional work force is employed in nonagricultural-nonmanufacturing industries. An analysis of ranked average monthly employment by employers subject to the Texas Unemployment Compensation Act makes it possible to determine the primary industrial groups offering employment to nonagricultural-nonmanufacturing workers. The following industrial areas have been identified in terms of their ranking priority (Exhibit E): (1) trade; (2) services; (3) transportation, communication, and public utilities; (4) construction; (5) finance, insurance, and real estate; (6) mining; and (7) other industries.

EXHIBIT D

WORK FORCE ESTIMATES FOR REGION 21\*

1966

County	Total Work Force	Percent Unempl.	Empl.	Non-Agr.	Agr.	Non-Mfg.	Mfg.
Cameron	50,790	6.8	47,340	37,340	10,000	31,330	5,960
Hidalgo	57,520	4.8	54,740	40,260	14,480	37,260	3,000
Willacy	6,610	7.4	6,120	3,420	2,700	3,240	180
TOTAL	114,920	6.3	108,200	81,020	27,180	71,880	9,140

1971

Cameron	51,600	7.8	47,550	39,860	7,690	33,700	6,160
Hidalgo	67,500	5.6	63,720	48,130	15,590	43,880	4,250
Willacy	7,680	7.7	7,090	2,670	4,420	2,490	180
TOTAL	126,780	7.0	118,360	90,660	27,700	80,070	10,590

\*Texas Employment Commission

EXHIBIT E

REPORT OF EMPLOYMENT BY EMPLOYERS SUBJECT TO THE TEXAS UNEMPLOYMENT  
 COMPENSATION ACT, AND BY THE FEDERAL GOVERNMENT UNDER THE FEDERAL  
 UNEMPLOYMENT COMPENSATION ACT-----1ST QUARTER, 1972

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<u>County</u>	<u>Mining</u>	<u>Construction</u>	<u>Transp., Commun., and Public Util.</u>	<u>Trade</u>	<u>Finance, Ins. and Real Est.</u>	<u>Service</u>	<u>Other</u>
Cameron	7	4	3	1	5	2	6
Hidalgo	6	3	4	1	5	2	7
Willacy	7	5	2	1	4	3	6

The Brownsville-Harlingen-San Benito Standard Metropolitan Statistical Area (SMSA) consists of Cameron County, with the city of Brownsville as the principal urban center. The work force is considered to be adequate for area employer needs.

The present labor force within the SMSA number in excess of 51,600 persons. In terms of their ranking priority, the labor force is employed primarily in the following groups: (1) trade; (2) transportation and public utility; (3) services; (4) construction; (5) finance, insurance, and real estate; and (6) mining.

Major manufacturing firms in the area include: CTS of Brownsville, Inc.; Consolidation Steel Corporation; Duro Paper Bag Manufacturing Company; Haggard Slacks Company; and Ogelbay-Norton Company.

The McAllen-Edinburg-Pharr SMSA consists of Hidalgo County, with the city of McAllen as the principal urban center. The work force is considered to be adequate for area employer needs.

The present labor force within the SMSA numbers in excess of 67,500. In terms of their ranking priority, the labor force is employed primarily in the following industry groups (Exhibit E): (1) trade; (2) services; (3) construction; (4) transportation and public utilities; and (5) finance, insurance, and real estate. Major manufacturing firms in the area include: Chevron Chemical Company,

International Paper Company, Duncan Produce Company, Quinn Box Crate Company, and Donna Fruit Company.

The number of unemployed persons in the two SMSA's continued to follow its normal trend during the fall months, 1972. An evaluation of the local employment office records revealed a total of 4,680 persons continued claims for unemployment compensation previously filed in May, 1972, as compared to 3,660 a year ago. This represents an increase of 1,020 or 34%. An estimated 46% of the claimants were 45 years of age or older and 14% were less than 25 years old. Approximately 52% had been unemployed over 8 weeks.

Unemployment records reveal the presence of two major barriers to persons securing employment: (1) lack of education, and (2) lack of work experience.

An analysis of the educational levels indicates a higher percentage of the population is remaining in school longer in 1972 than in 1960, although the area continues to rank lower than the state or national norms. The median number of school years completed for the population over 25 years of age in Texas and the United States is about 10.5 years, while in the Lower Rio Grande Valley SMSA's it is about 8.2 years. Further investigation of the educational level indicates that the population with Spanish surnames (77.3%) has a median of below 5 years.

The second barrier facing the unemployed worker, the lack of work experience, is also a significant problem. In

the Region 21 SMSA's, one of the principal reasons for many individuals failing to secure suitable work experience is migration. Annually, a sizeable segment of the population leaves the area beginning in March to follow the harvest through the various parts of the nation and returns home by October. Usually, their stay in any one locale is for such a short time that little contact is made with the local community. Hence, there is no occasion or reason for them to learn a skill.

A survey of occupational shortages in the two SMSA's from December, 1971, to November, 1972, shows 45 job areas reporting personnel shortages (Exhibit F).

Unemployment in the 16-19 year old age group continues to be high in the Lower Rio Grande Valley area, with an unemployment rate of 18%. As a result, a large potential labor supply exists yet without employment opportunities. With training, this young group has the potential to fill existing occupational shortages.

Occupational shortages exist for skilled, technical, professional, clerical, and service applicants. Some hard-to-fill occupations are auto mechanics, nurse, stenographer, cosmetologist, color TV service repairman, secretary, carpenter, and live-in-maid. Hard-to-place applicants are draftsman, accountant, plumber, cashier, and service station attendant.

Training resources to develop present and projected




EXHIBIT F  
OCCUPATIONAL SHORTAGE

<u>Occupation</u>	<u>Number of Months Vacancies Exist During Calendar 1971</u>
1. Accountant	6
2. Insurance Salesman	5
3. Secretary	7
4. Cook	7
5. Maid, General	4
6. Meat Cutter	7
7. Presser, Clothing	8
8. Auto Body Repairman	7
9. Baker	7
10. Engineering Equipment Mechanic	8
11. Carpenters	5
12. Assemblers	7
13. Key punch Operators	6
14. Farm Equipment Mechanic	6
15. Telephone Operators	8
16. Farm Hand, General	6
17. Plumber	7
18. Radiator Repairman	7
19. Electrician	6
20. Cashiers	6
21. Machinist	6
22. Maintenance Mechanic	8

EXHIBIT F (Concluded)

Occupation	Number of Months Vacancies Exist During Calendar 1971
23. Office Machine Service	8
24. Bookkeeper	7
25. Grocery Checker	7
26. Typist	5
27. Furniture Finisher	6
28. Air Conditioner Mechanic	5
29. Auto Service Station Mechanic	7
30. Welder	5

manpower needs are sufficient. Six business, vocational, technical, and academic institutions have been identified in the Region offering a number of diversified programs.

A vertical spiral binding runs down the center of the page, consisting of a series of dark, rectangular rings.

APPENDIX A  
DATA ANALYSIS OF CRIMINAL JUSTICE SYSTEM



TABLE 1-A  
TEXAS CRIMINAL JUSTICE SYSTEM

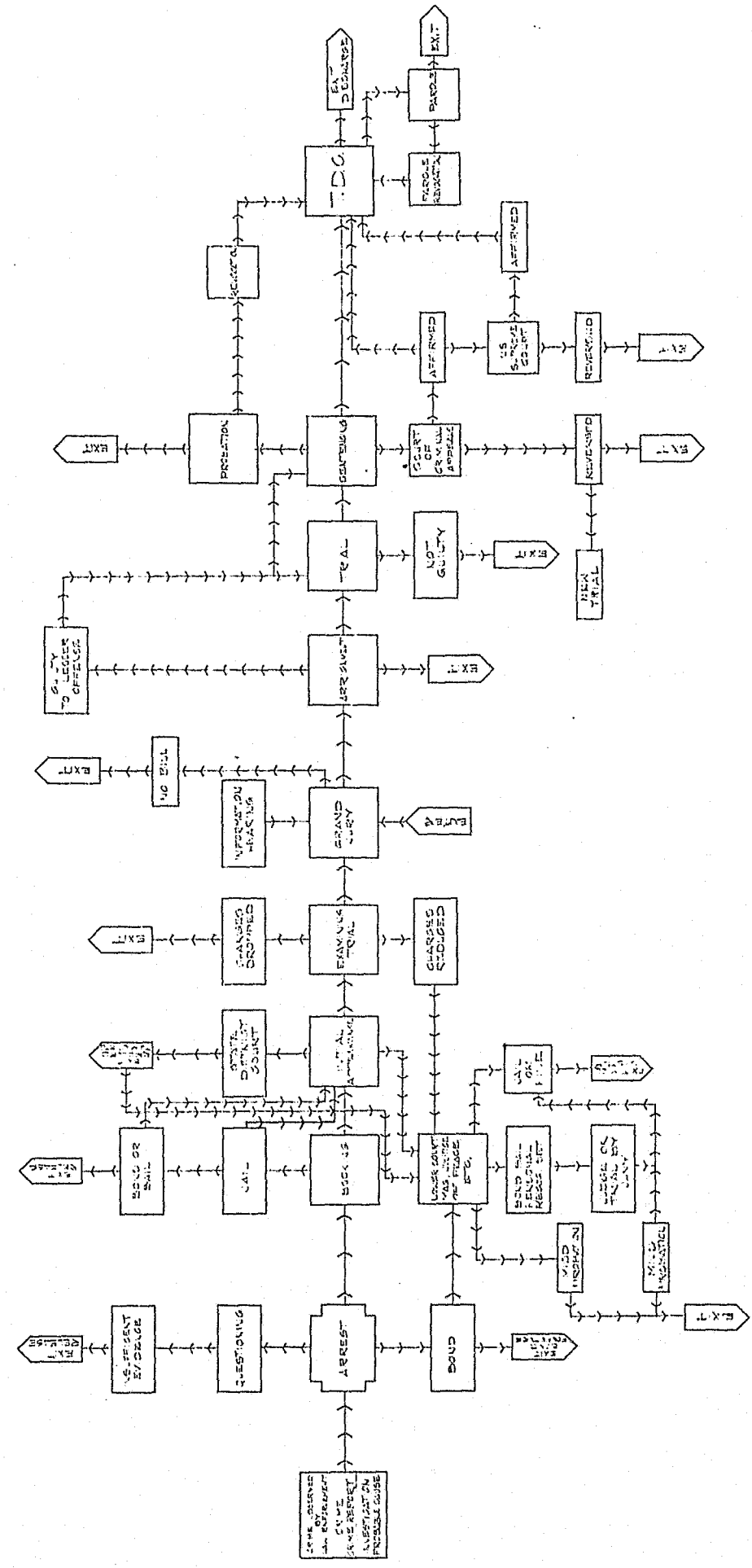
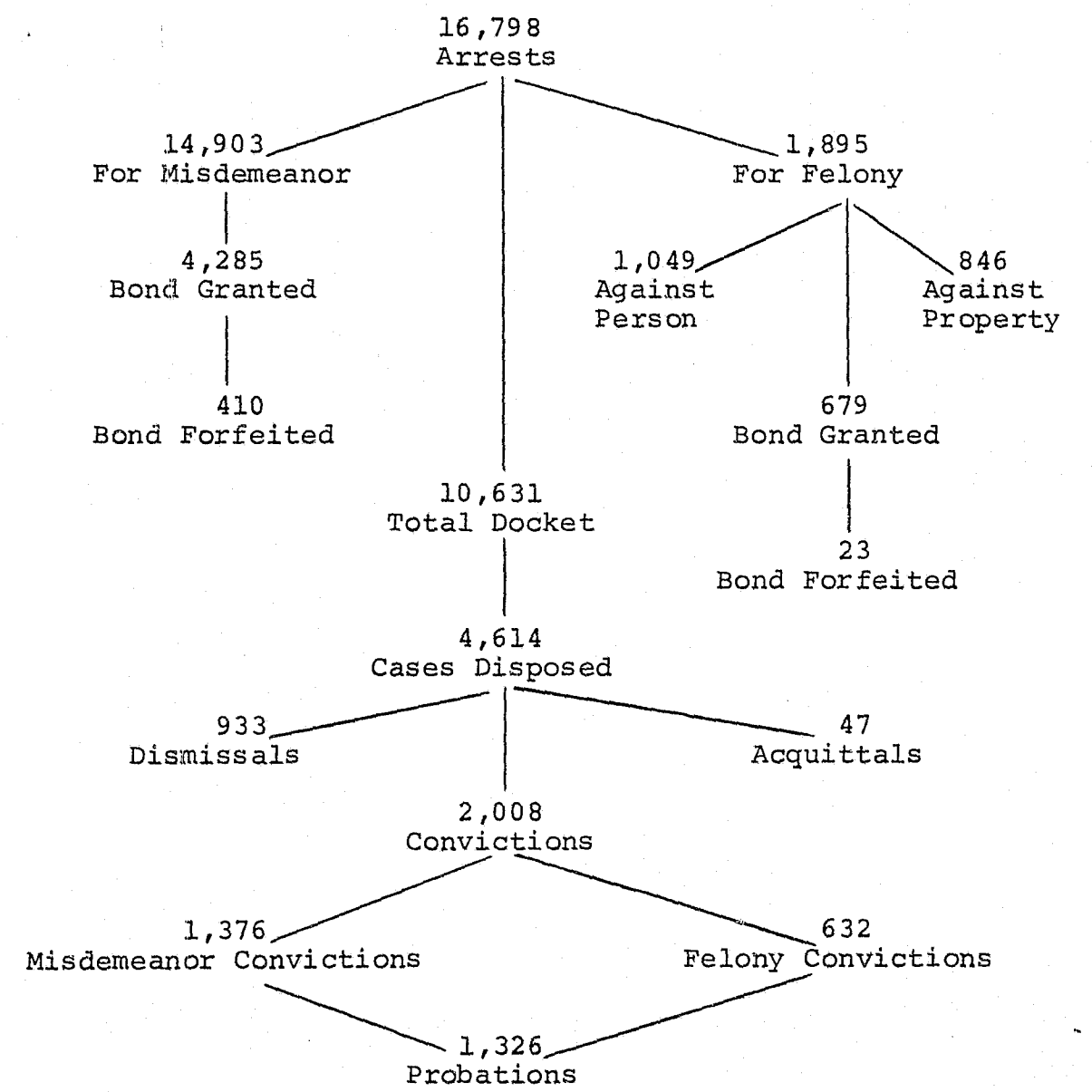


TABLE 2-A  
 AN ACTIVITY TRACE OF REGION 21  
 CRIMINAL JUSTICE SYSTEM,  
 CALENDAR YEAR 1972



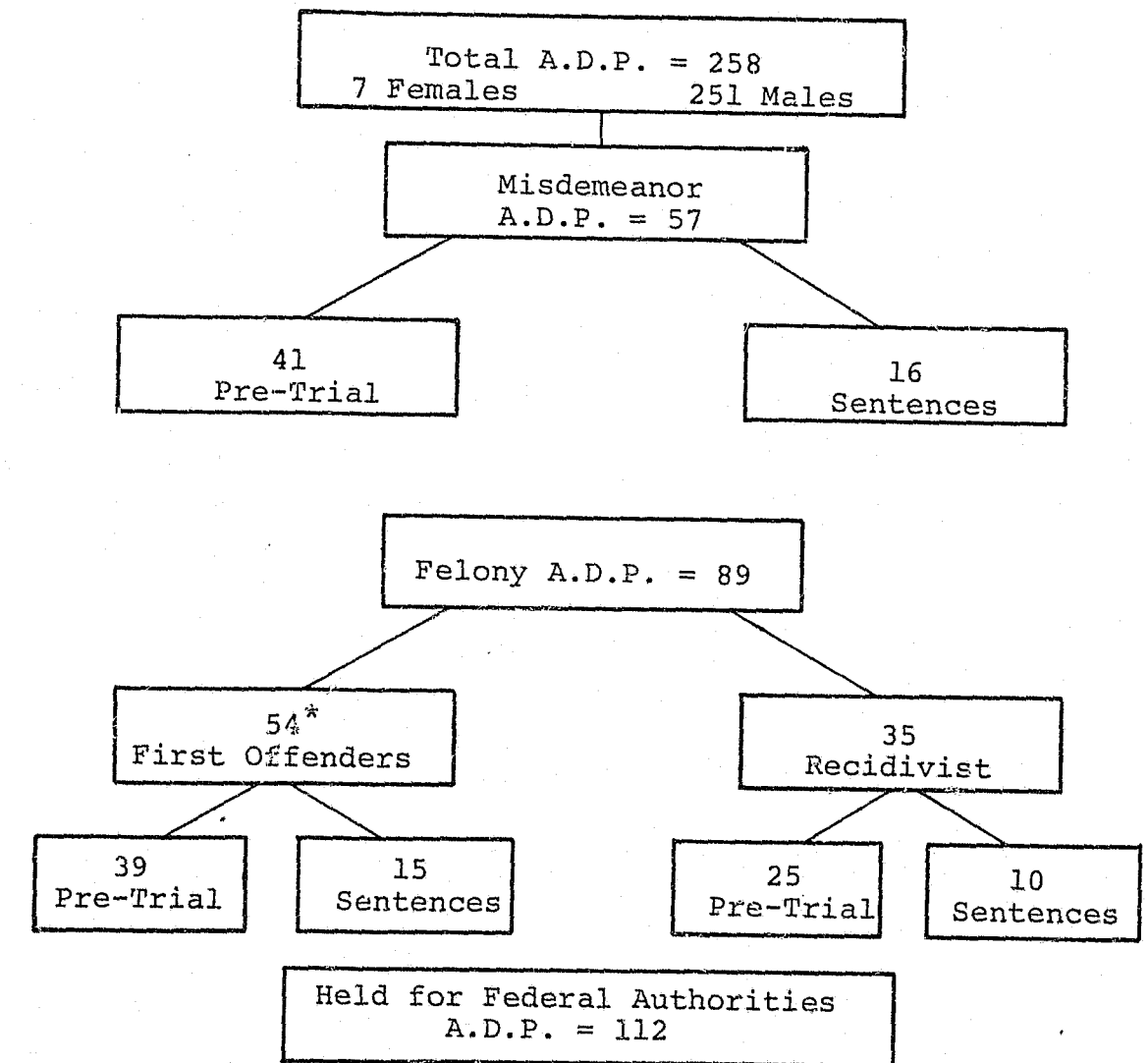
NOTE: Subtotals do not add to total due to differences in reports between courts.

TABLE 3-A

ADULT DAILY JAIL POPULATION

County	March 7, 1970	May 7, 1973	Average Last 12 Mo.
Cameron	165	192	147
Hidalgo	122	47	82
Willacy	10	5	29
TOTAL	297	244	258

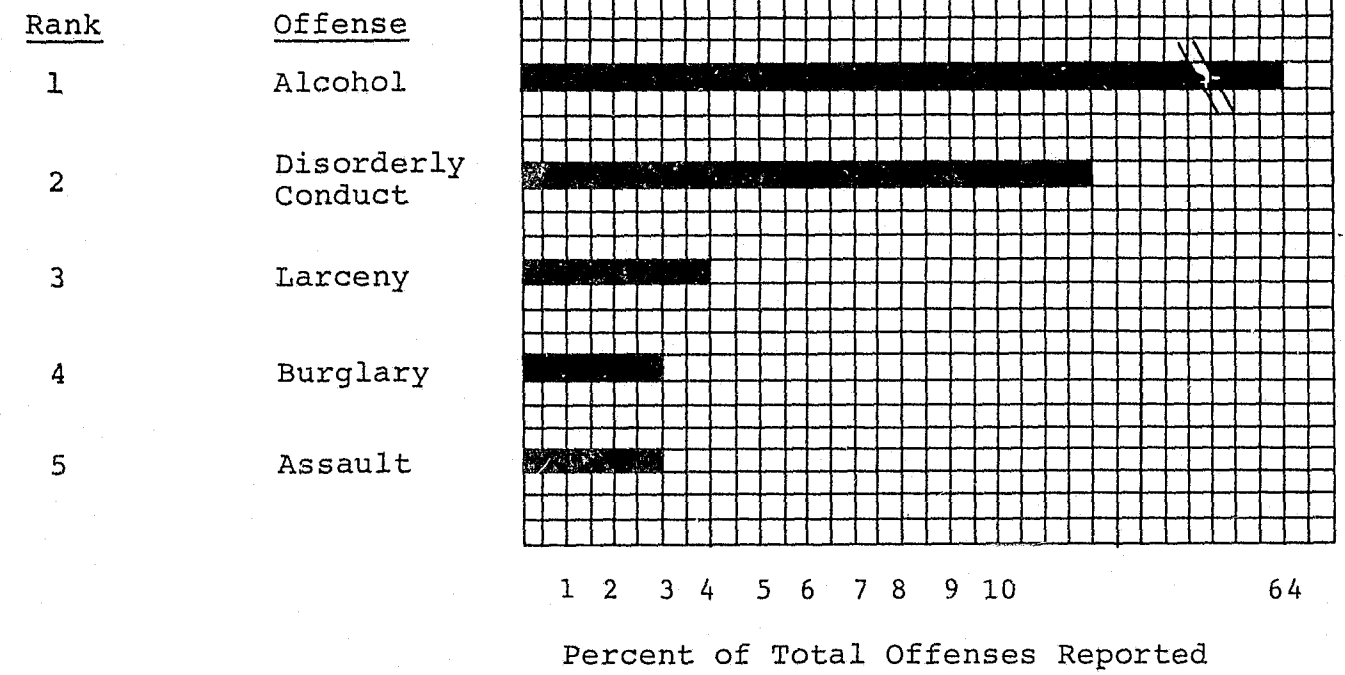
1973 AVERAGE ADULT DAILY JAIL POPULATION



\* No Prior Sentences Served in T.D.C.

TABLE 4-A

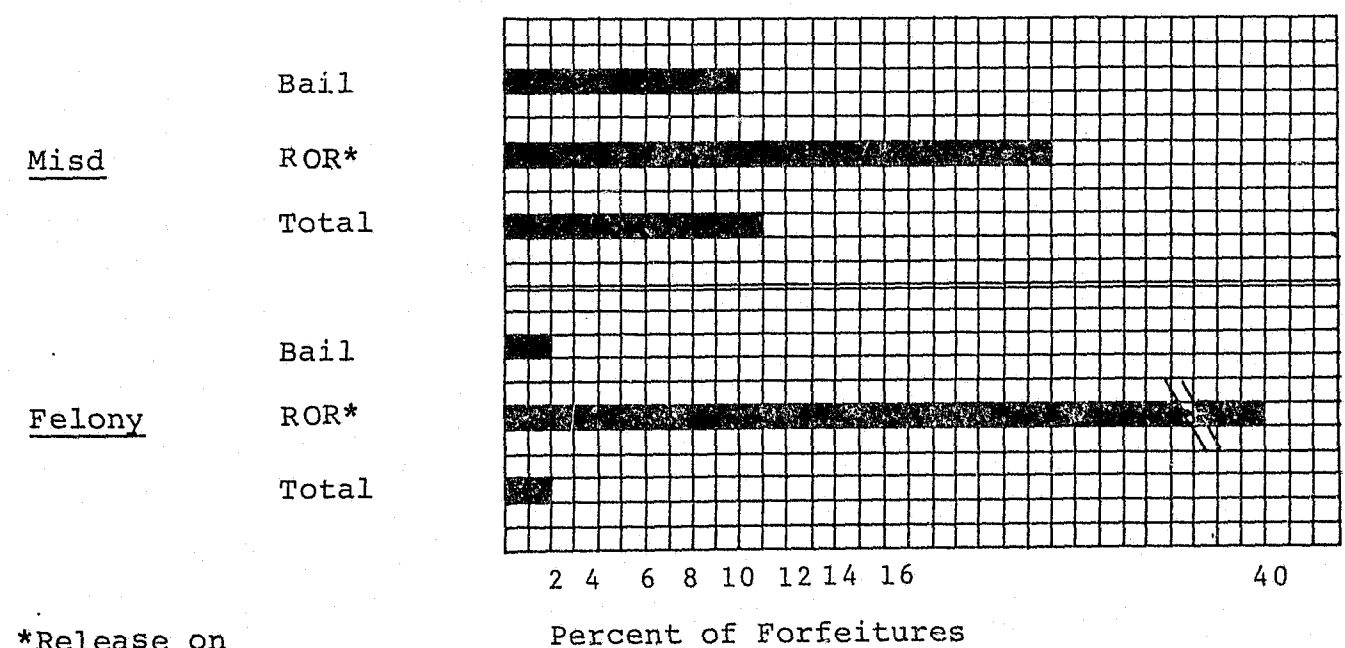
MOST FREQUENT ARREST



\*Uniform Crime Reports-1970-FBI, U.S. Dept. of Justice, Washington, D.C.

TABLE 5-A

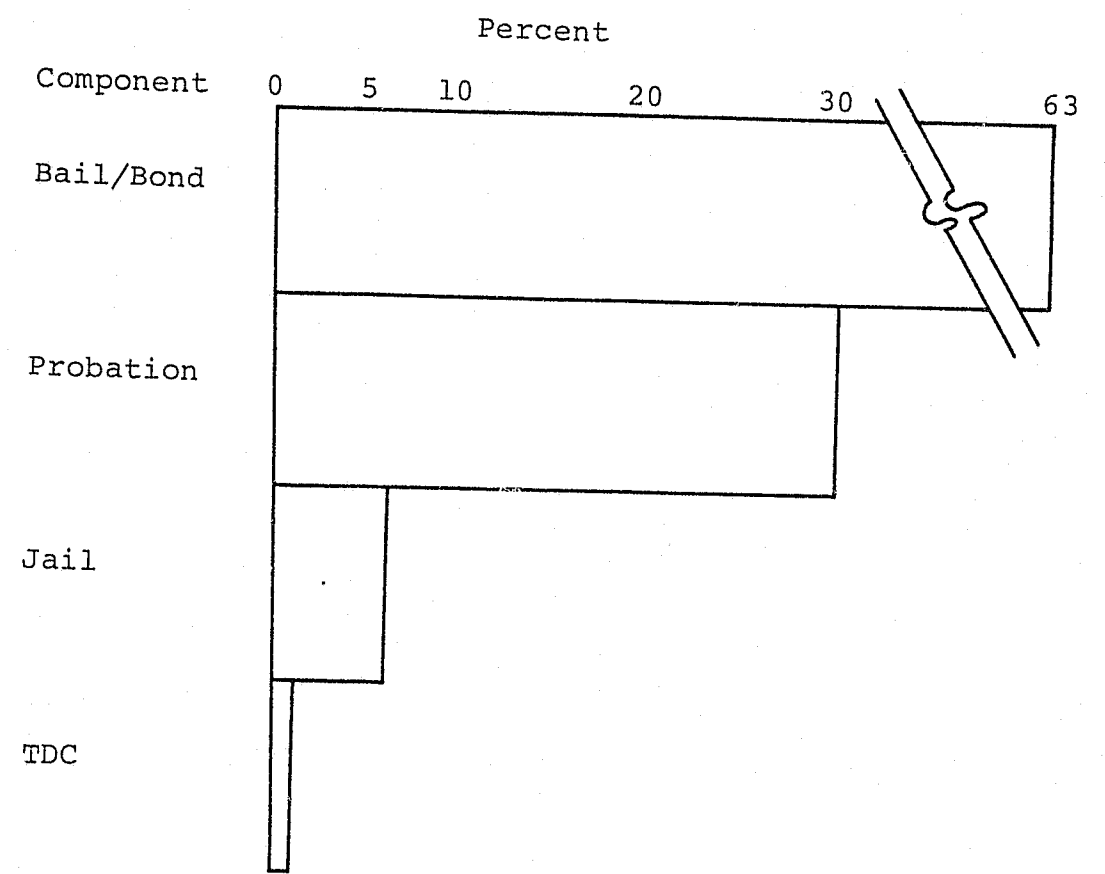
FORFEITURES AS A PERCENT OF BAIL/BOND GRANTED



\*Release on Recognizance



TABLE 6-A  
SENTENCING ALTERNATIVES



APPENDIX B  
JAIL FACILITY DATA

TABLE 1-B

LOWER RIO GRANDE VALLEY DEVELOPMENT COUNCIL  
JAIL FACILITY STATUS

Facility	Cameron County Sheriff Department	Brownsville Police Department	Harlingen Police Department	Hidalgo County Sheriff Department	McAllen Police Department	Willacy County Sheriff Department
Full-time jail supervisor	Yes	No	No	No	No	No
Contract with other jails to hold prisoners	No	Yes	No	No	No	No
Presently constructing or renovating jail	No	No	No	Yes	No	No
Planned construction or renovating jail next 2 years	NR*	No	No	Yes	No	No
Commissary	No	No	No	No	No	No
Barber shop	No	No	No	No	No	No
Separate writ room	No	No	No	No	No	No
Law books	No	No	No	No	No	No
Separate attorney facility	Yes	No	Yes	Yes	No	No
Religious programs	Yes	No	No	No	No	No
Library	No	No	No	No	No	No
Dayrooms	No	No	No	No	No	No
Toilet	Yes	No	Yes	Yes	Yes	Yes
Interrogation and line-up	Yes	No	Yes	No	No	No

\*NR - No Reply

TABLE 1-B (Continued)

## JAIL FACILITY STATUS

Facility	Cameron County Sheriff Department	Brownsville Police Department	Harlingen Police Department	Hidalgo County Sheriff Department	McAllen Police Department	Willacy County Sheriff Department
Visitors room	Yes	No	Yes	No	No	No
Medical facility	Yes	No	Yes	No	No	Yes
Vocational training	No	No	No	No	No	No
Academic programs	No	No	No	No	No	No
Special facility drug offenders	No	No	No	No	No	No
Special facility alcohol offenders	No	No	No	No	No	No
Closed circuit television	No	No	Yes	No	Yes	No
Metal detector	No	No	No	No	No	No
Peri-guard system	No	No	No	No	No	No
Telephones for inmates	No	No	No	No	No	No
Guard towers	No	No	No	No	No	No
Riot gates	No	No	No	No	No	No
Censor mail (incoming)	Yes	No	No	Yes	No	Yes
Censor mail (outgoing)	Yes	No	No	Yes	No	No
Classifying procedure	Yes	No	No	No	No	No
Padded cells	No	No	Yes	No	Yes	No

TABLE 1-B (Concluded)

JAIL FACILITY STATUS

Facility	Cameron County Sheriff Department	Brownsville Police Department	Harlingen Police Department	Hidalgo County Sheriff Department	McAllen Police Department	Willacy County Sheriff Department
Segregate juveniles and adults	Yes	No	Yes	Yes	Yes	Yes
Segregate first offenders and recidivists	Yes	No	No	Yes	Yes	No
Segregate felons and misdemeanants	Yes	No	No	Yes	Yes	Yes
Segregate physically handicapped	Yes	No	No	No	No	Yes
Segregate mentally weak	Yes	No	No	No	Yes	Yes
Segregate physically weak	Yes	No	No	No	Yes	Yes
Segregate homosexuals	Yes	No	Yes	Yes	Yes	Yes
Segregate male-female	Yes	No	Yes	Yes	Yes	Yes
Segregate agitators	Yes	No	No	No	Yes	Yes
Segregate inmates need protection	Yes	No	Yes	No	No	Yes
Segregate prisoners held other authorities	Yes	No	No	No	Yes	No
Prisoners held in one-man cells	Yes	No	No	No	Yes	Yes
Dining room for inmates	Yes	NR	No	Yes	No	No

TABLE 2-B

LOWER RIO GRANDE DEVELOPMENT COUNCIL  
JAIL INVENTORY

Facility	Cameron County Sheriff Department	Brownsville Police Department	Harlingen Police Department	Hidalgo County Sheriff Department	McAllen Police Department	Willacy County Sheriff Department
Number of full-time jail employees	24	0	2	18	0	3
Number of separate facili- ties or substations	0	0	0	0	0	0
Total cell capacity	NR*	NR	44	NR	NR	10
Number of one-man cells	2	NR	0	0	4	3
Number of two-man cells	6	NR	2	2	0	1
Number of three-man cells	6	NR	0	0	0	0
Number of four-man cells	6	NR	10	10	3	0
Number of five-man cells	6	NR	0	0	0	0
Number of cells greater than five-man	6	NR	0	15	0	0
Total number of cells	16	NR	12	25	10	10
Number of cells one day to 25 years old	16	NR	0	0	10	0
Number of cells 26-50 years	16	NR	0	0	17	0
Number of cells 51-75 years	16	NR	0	0	0	0

\*NR - No Reply

TABLE 2-B (Concluded)

JAIL INVENTORY

Facility	Cameron County Sheriff Department	Brownsville Police Department	Harlingen Police Department	Hidalgo County Sheriff Department	McAllen Police Department	Willacy County Sheriff Department
Number cells 76-100 years	0	NR	0	0	0	0
Dining room seating capacity	70	NR	0	40	0	0
Number solitary cells	4	NR	0	0	0	1

TABLE 3-B  
 EVALUATIVE RATING OF JAIL FACILITIES  
 LOWER RIO GRANDE VALLEY DEVELOPMENT COUNCIL

<u>County</u>	<u>Physical Condition</u>	<u>Ventilation</u>	<u>Plumbing</u>	<u>Lighting</u>	<u>Cleanliness</u>
Cameron	2	3	3	2	3
Hidalgo	2	2	2	2	2
Willacy	1	2	1	1	2

NOTE: 1 = Poor; 2 = Fair; 3 = Satisfactory; 4 = Good; 5 = Excellent



**CONTINUED**

**1 OF 2**

APPENDIX C  
COMPARATIVE INMATE DATA

TABLE 1-C

A COMPARISON OF THE FELONS RECEIVED FROM REGION 21  
WITH THOSE RETURNED TO THE REGION

Personal History

<u>Description</u>	<u>Received</u>	<u>Returned</u>
Median age	28 yrs. old	29 yrs. old
Married	30%	29%
Single	37%	46%
Divorced or separated	15%	20%
Other	18%	5%
Black	1%	2%
White	29%	27%
Mexican-American	70%	71%
Males	160	112
Females	6	2
Median education level	6th grade	6th grade
Median I.Q.	93	84

Criminal Record

Having detainers	5	7
Previous adult probation	46%	52%
Prior jail confinements	56%	60%
Prior confinements in TDC	18%	19%
Attempted or completed escapes - TDC	1	1
Prior parole violations in Texas	8	15
Most common sentence length	2 years	2 years
Median sentence length	3 years	3 years
Life sentences	2	3

TABLE 1-C (Concluded)

A COMPARISON OF THE FELONS RECEIVED FROM REGION 21  
WITH THOSE RETURNED TO THE REGION

Type of Offense With Convictions

<u>Description</u>	<u>Received</u>	<u>Returned</u>
Total offenses	224	188
Murder	6	10
Rape	6	2
Robbery	4	1
Burglary	62	36
Drug	3	13
D.W.I.	2	3
Theft over \$50	12	12

TABLE 2-C

AGE GROUP OF INMATES INCARCERATED  
IN TDC FROM L.R.G.V.D.C. IN 1971

Age Group	Number Inmates	Percent Inmates	Cumulative Percent
17 - 21	33	20	20
22 - 25	40	24	44
26 - 30	39	23	67
31 - 40	30	18	85
41 - 50	14	8	93
51 - 60	6	4	97
60 & Over	4	3	100
TOTAL	166	100	

TABLE 3-C

MARITAL STATUS OF INMATES INCARCERATED  
IN TDC FROM L.R.G.V.D.C. IN 1971

Status	Number Inmates	Percent Inmates
Common law	1	1
Married	44	26
Separated	2	1
Divorced	24	14
Single	86	52
Widowed	3	2
Other	6	4
TOTAL	166	100

\*L.R.G.V.D.C. (Lower Rio Grande Valley Development Council)

TABLE 4-C

CITIZENSHIP OF INMATES INCARCERATED  
IN TDC FROM L.R.G.V.D.C. IN 1971

<u>Country</u>	<u>Number Inmates</u>
United States	162
Mexico	4
TOTAL	166

TABLE 5-C

ETHNIC GROUP OF INMATES INCARCERATED  
IN TDC FROM L.R.G.V.D.C. IN 1971

<u>Ethnic Group</u>	<u>Number Inmates</u>	<u>Percent Inmates</u>	<u>Cumulative Percent</u>
White	45	27	27
Mexican	116	70	97
Black	5	3	100
TOTAL	166	100	

\*L.R.G.V.D.C. (Lower Rio Grande Valley Development Council)

TABLE 6-C

I.Q. OF INMATES INCARCERATED  
IN TDC FROM L.R.G.V.D.C. IN 1971

I.Q. Range	Number Inmates	Percent Inmates	Cumulative Percent
0 - 69	8	5	5
70 - 79	8	5	10
80 - 89	19	11	21
90 - 109	71	43	64
110 - 119	27	16	80
120 - 129	5	3	83
130 - Up	0	0	0
Unknown	28	17	100
TOTAL	166	100	

\*L.R.G.V.D.C. (Lower Rio Grande Valley Development Council)

TABLE 7-C

EDUCATIONAL ACHIEVEMENT OF INMATES INCARCERATED  
IN TDC FROM L.R.G.V.D.C. IN 1971

Equivalent Grade	Number Inmates	Percent Inmates
Untested	20	12
3 - 4	21	13
5 - 6	51	31
7 - 8	41	25
9 - 10	24	14
11 - 12	9	5
TOTAL	166	100

TABLE 8-C

SEX OF INMATES INCARCERATED  
IN TDC FROM L.R.G.V.D.C. IN 1971

Sex	Number Inmates	Percent Inmates
Male	161	97
Female	5	3
TOTAL	166	100

\*L.R.G.V.D.C. (Lower Rio Grande Valley Development Council)



TABLE 9-C

CONVICTIONS BY OFFENSE OF INMATES INCARCERATED  
IN TDC FROM L.R.G.V.D.C. IN 1971

Offense	No. Inmates With One Conviction	No. Inmates With Two or More	Total
Murder	14	0	14
Sexual assault	16	0	16
Robbery	14	4	18
Assault	7	1	8
Burglary	40	14	54
Larceny	3	0	3
Auto theft	0	0	0
Arson	3	0	3
Forgery	7	0	7
Fraud	7	1	8
Stolen property	2	0	2
Weapons	0	0	0
Sex other than rape	3	1	4
Drugs	7	2	9
D.W.I.	2	0	2
Other	35	9	44
TOTAL OFFENSES = 237			

\*L.R.G.V.D.C. (Lower Rio Grande Valley Development Council)

APPENDIX D  
SOCIAL SERVICES DIRECTORY

TRAINING AND EMPLOYMENT

ADULT BASIC EDUCATION (ABE)

The Adult Basic Education program provides basic education to adults, age 16 and over, whose educational accomplishments are below eighth grade level. Progressing at their own rate of speed, participants completing required course work are eligible to take the State General Educational Development (GED) test. The students who pass the GED test receive the equivalent of a high school diploma.

ADULT MIGRANT EDUCATION (AME)

The Adult Migrant Education (AME) program is designed to expand educational opportunities and encourage the establishment of adult public education programs for migrant and seasonal farm workers, so that they can continue their education to a level of a high school diploma and make available the means to secure training which will enable each participant to become a more employable, productive, and responsible citizen.

BUREAU OF APPRENTICESHIP AND TRAINING (BAT)

The National Apprenticeship program is designed to promote, improve, and expand industrial apprenticeship training. Technical assistance is provided to employers, labor unions, and community organizations when evaluating skill

requirements and skill developments. Information is also provided on training methods, successful systems and available facilities and services. In organizations where collective bargaining is practiced, management and labor unions are brought together jointly to install and sponsor skill developments. The length of apprenticeship training varies from 2 to 6 years, depending on the trade, and standards adopted by the industry.

#### COMMUNITY ACTION AGENCIES (CAA's)

Community Action Agencies (CAA's) are public or private non-profit agencies which range from single-city to multi-county groups. This program focuses on resident involvement within the different communities, and the collective capacities of residents. Community Action groups sponsor programs like Housing and Building Trades programs, outreach, child day care centers, employment services, economic development, legal services, manpower, senior citizens, etc.

#### EDUCATION SERVICE CENTER REGION 1

Region 1 encompasses forty-four school districts and over 100,000 students in an 11 county area. Designed by the State Board of Education to provide a locally oriented base for cooperative educational planning, median components, and to coordinate and encourage the development of supplementary educational services.

EMERGENCY EMPLOYMENT ACT (EEA)

The Emergency Employment Act provides for public service employment during times of high unemployment for unemployed and underemployed persons to assist state and local communities in providing needed public services. Under this program, any area of sufficient size and scope to sustain a public service employment program may qualify. Applicants must set forth a public service employment program designed to provide transitional employment in jobs providing needed public services, and where appropriate training and manpower services related to such employment are otherwise unavailable, that would enable jobless persons to move into employment or training not supported under this program.

MANPOWER DEVELOPMENT AND TRAINING ACT (MDTA)

The Manpower Development and Training Act is designed to provide occupational training and supportive services to unemployed or underemployed persons who cannot obtain appropriate full-time employment without training. MDTA courses also upgrade present skills and help meet the job needs of workers displaced by automation, technological change, geographic relocation of industries, and other factors which dictate the need for training. Under the MDTA program, training must be conducted in occupations which provide reasonable expectations of employment upon completion of training.

MANPOWER DEVELOPMENT AND TRAINING ACT (MDTA)  
OPERATION SER

Operation SER is a self-help organization, developed and primarily run by Mexican-Americans and geared to serve the needs of Mexican-Americans. Essentially, it supplements the work of regular social services and manpower agencies by establishing a bridge between the Spanish-speaking population and these institutions.

NATIONAL ALLIANCE OF BUSINESSMEN  
JOB OPPORTUNITY IN THE BUSINESS SECTOR  
(NAB-JOBS)

The NAB-JOBS program primarily consists of two basic formats, an entry level program directed at the hiring and training of disadvantaged individuals and an upgrading program to move present employees into more highly skilled workers. This program is sponsored jointly by the National Alliance of Businessmen and the U. S. Department of Labor. Contracts are negotiated with the Department of Labor to pay for the cost of training and supportive services.

In addition, the National Alliance of Businessmen has responded to a request by the President, to actively solicit job openings for Vietnam era veterans.

NAB also solicits job openings for in-school youth during the summer months.

PAN AMERICAN UNIVERSITY

The institution began operation in September, 1927, as Edinburg Junior College and served as a 2 year junior community college. December 29, 1951, the Pan American Regional College District, which includes all of Hidalgo County, was established.

PROJECTO ESPERANZA

To help incoming freshmen and sophomores remain in college by lending them intensive tutorial assistance and academic counseling. Financial assistance is obtained for these students through the University Financial Aid office. Funds are provided by HEW.

PUBLIC ASSISTANCE/VOCATIONAL  
REHABILITATION EXPANSION PROJECT

Sponsored jointly by the Texas Department of Public Welfare and the Texas Rehabilitation Commission, the Public Assistance/Vocational Rehabilitation (PA/VR) Expansion Project is designed to rehabilitate handicapped welfare recipients to a level of re-entry into the labor market. The PA/VR program conducts daily classes, where each participant receives personal, social, and educational enrichment, along with individual and group counseling. After approximately two months of classroom participation, enrollees are referred to a skill training program or placed back into the labor market.

TEXAS EMPLOYMENT COMMISSION (TEC)

The Texas Employment Commission has two major and basic objectives: (1) serving the worker in getting the best possible job; (2) pay unemployment insurance to eligible workers unemployed through no fault of their own. Also, the Texas Employment Commission administers the Unemployment Tax Act and is called on to administer special programs for the Federal government such as Unemployment Insurance for veterans and Federal employees who reside in Texas. Other programs administered by TEC independently or in conjunction with other agencies are: the Manpower Development and Training Act (MDTA); Job Corps; and training and placing Work Incentive Program (WIN) enrollees. Also, the Texas Employment Commission gathers and analyzes data on employment, unemployment, work hours and earnings, and disseminates this information to national and state government offices and to local employers.

TEXAS REHABILITATION COMMISSION

The Texas Rehabilitation Commission (TRC), Vocational Rehabilitation Division, offers services designed to prepare handicapped individuals for employment by attempting to remove or reduce impairment and provide the disabled with skills or occupational equipment to enable them to compete with the able-bodied for employment.



TEXAS SOUTHMOST COLLEGE

Texas Southmost College is a 2 year, tax supported junior college dedicated to extending educational advantages to the youth and adults of the community. In November, 1949, the Southmost Union Junior College District was created. The complete separation of the college from the public schools was effected in December, 1950.

VOCATIONAL EDUCATION

It is the purpose of Vocational Education to assist in maintaining and improving existing programs; to develop new programs; to provide part-time employment for youths and adults who need earnings to continue their vocational training on a full-time basis, so that persons of all ages in the State - those in high school, those who have completed or discontinued their formal education and are preparing to enter the labor market but need to upgrade their skills or learn new ones, and those with special educational handicaps - will have ready access to vocational training or retraining which is of high quality, which is realistic in the light of actual or anticipated opportunities for gainful employment, and which is suited to their needs, interests, and abilities to benefit from such training.

COUNSELING SERVICES

VALLEY REGIONAL COUNCIL ON ALCOHOLISM

Alcoholism can be prevented through educational procedures and better public understanding of the treatable problem. The VRCA offers counseling and referral services for area residents.

RESIDENTIAL AFTERCARE

RIO GRANDE STATE CENTER FOR  
MENTAL HEALTH AND MENTAL RETARDATION

This organization operates three mental health centers, specialized drug abuse and alcoholism program, out-patient service, partial hospitalization, 24 hour in-patient service, consultation and education for individuals, agencies, and group leaders in the area.

SAN JUAN CATHOLIC CHARITIES

Services provided by San Juan Catholic Charities:

1. Help for persons with adjustment problems in interpersonal relations toward self-evaluation.
2. Help for those persons to take appropriate steps toward improving their life situation.
3. Cooperation with local public welfare agencies and support to governmental agencies' programs for the disadvantaged.

SALVATION ARMY

The Salvation Army provides religious counseling and training, family welfare and relief, assistance to transients and homeless individuals, and aids in emergency disasters.

TRANSITION PROGRAM

The Transition Program is designed to assist the separating serviceman or servicewoman in making decisions about their future. The program comes in four parts: (1) counseling, (2) educational assistance, (3) training, and (4) job or training referral assistance. All separating servicemen are eligible for portions of the Transition Program and those individuals who lack a commercially marketable skill are eligible for on-the-job training during their last 6 months in the service.

VALLEY REHABILITATION AND TREATMENT CENTER

The Center provides speech, hearing, and language therapy, physical therapy, and occupational therapy to all types of physical disabilities; and physical medicine and rehabilitation procedures for mental illness and mental retardation. Consultation, evaluation, and functional training services are available.

APPENDIX E  
DATA ANALYSIS OF PHYSIOLOGICAL  
AND PSYCHIATRIC HEALTH CARE COMPONENTS

SUMMARY OF MAJOR HOSPITAL FINDINGS  
REGION 21 HEALTH CARE COMPONENTS

There were seven hospitals reporting in the category of THA-member/short-term within the Region. No hospitals in this category were reported from Willacy County in 1971.

Nineteen of the forty categories of facilities and services are provided in the region.

The facilities and services provided by the largest percentage of hospitals included Emergency Department (85.7%), Hospital Auxilliary (85.7%), Physical Therapy (71.4%), and Postoperative Recovery Room (71.4%).

There were no Psychiatric Services reported in the Region.

A total of twelve Intensive Care and fourteen Intensive Cardiac Care beds were reported.

There were no construction projects completed during 1971; however, one hospital reported such a project in progress.

Only one hospital in the region reported admitting psychiatric patients to their general service.

SOURCE: Texas Hospitals 1971, Texas Hospital Association,  
P.O. Box 4553, Austin, Texas 78765.

TABLE 1-E  
 DATA ANALYSIS OF PHYSIOLOGICAL AND  
 PSYCHIATRIC HEALTH CARE COMPONENTS

Data	Cameron	Hidalgo	Total
Hospitals Reporting	3	4	7
County Population	140,368	181,535	321,903
Intensive Care Unit			
(A) Number of beds	1	1	2
Psychiatric Services			
(A) Emergency Department	8	4	12
(B) In-patient Unit	3	3	6
(C) Out-patient Unit	---	---	---
(D) Psychiatric In-patient, number of beds	---	---	---
Organized Treatment Program for Drug Abuse Patients			
(A) In-patients Only	---	---	---
(B) Out-patients Only	---	---	---
(C) In-patients and Out-patients	---	---	---
Registered Nurses (full-time)	59	78	137
Registered Nurses (part-time)	9	23	32
LVN's (full-time)	176	178	354
LVN's (part-time)	13	18	31

SOURCE: Texas Hospital Association, 1971

**END**