

INITIATIVES ORIENTED TECHNICAL ASSISTANCE:  
WACO, TEXAS -  
COMMUNITY PROFILE AND DIAGNOSTIC ANALYSES

36956a

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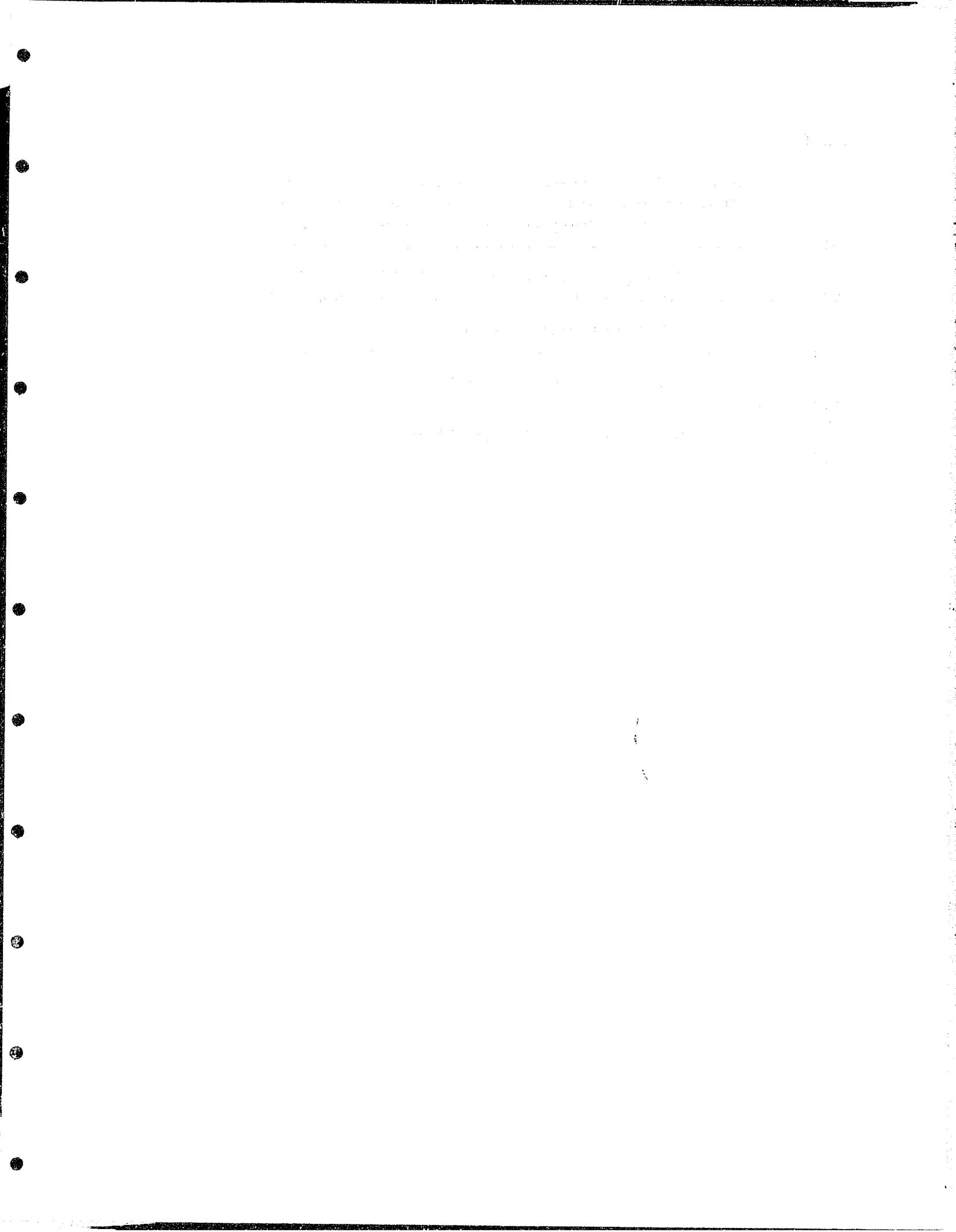
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I. INTRODUCTION

## INTRODUCTION

Substantial agreement can be reached on the idea that crime is a concern of almost every American community. And, while almost every community does have a "crime problem," its nature and extent and characteristics are, naturally, community-specific. Each community has, as well, evolved ways of responding to the problems posed by crime. At its most basic level, a criminal justice system - involving such components as law enforcement, a judiciary, corrections, and parole and probation - is the major response to crime and criminal activity. It is clear, however, that each community already has, or has the ability to develop, resources which can work in conjunction or in tandem with the criminal justice system to meet the challenges posed by crime. If we admit a perspective such as this, our interest necessarily turns from an examination of the "individual criminal" to the wider network of social and cultural forces operating in each community. These factors are in a large way responsible for the nature, extent and characteristics of that community's crime problem. While we fully understand that crimes are committed by persons, we suggest that the "crime problem" and the treatment and/or disposition of criminal offenders should be considered in a wider context. In a large way, the IOTA effort grows from this perspective.

The thrust of IOTA is to ameliorate the crime problem in a community through the utilization of a sophisticated systemic approach. Such an orientation calls for the detailed study of the community paying special attention to the nature and extent of its crime problem and the response system (which is primarily the criminal justice system) operating in the community. Since the community is viewed in larger terms, it is necessary to understand the workings of its other parts as well. The criminal justice system is to be considered as one of several interlocking systems which address the needs of the community and its members. The IOTA effort will produce a model of the criminal system which will elucidate its integration with other systems operating in the community. Such a model will make it possible for persons involved in service planning to readily identify those areas in need of strengthening. In addition, the IOTA effort will allow community members to identify special problems and/or concerns in the criminal justice area and develop programs utilizing the knowledge and insight derived through the community analysis.

In order to affect these goals an LEAA team has been living and working in Waco, Texas for the past six months. During this time the LEAA field team in conjunction with a senior behavioral scientist from Resource Planning Corporation has been collecting and

analyzing data relevant to crime, the criminal justice system, and the other human service delivery systems operant in Waco.

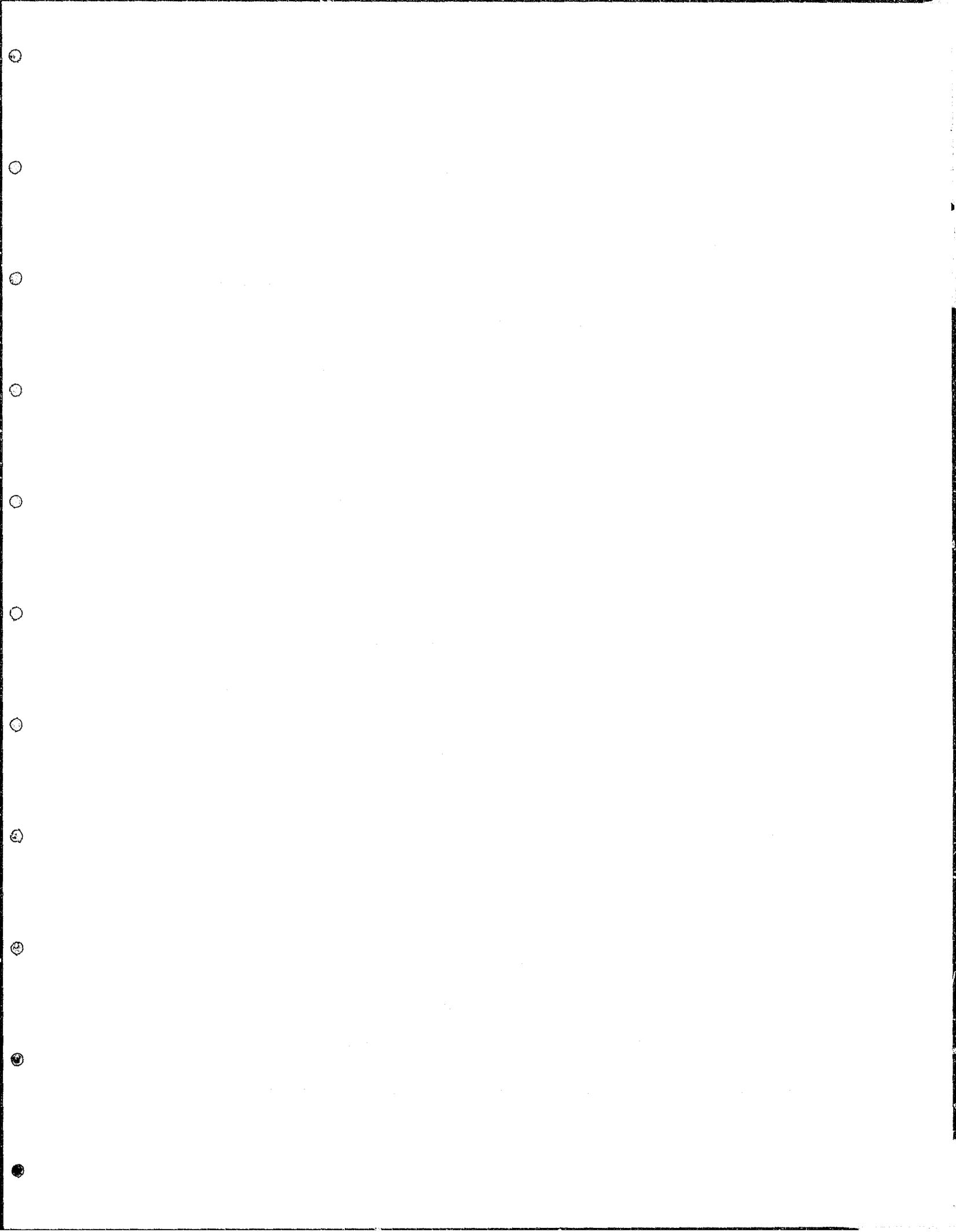
The following document will present the results of this work.

We will begin with a statement of methodology used in both the construction of the community study and the formulation of the diagnoses and proposed solutions. A historical synopsis of the IOTA effort in the community will be given next. Since the IOTA effort focuses on the reduction of crime, a rather detailed statement of crime and crime trends will be provided. In order to put this data into some perspective, the demography and social characteristics of the community will be outlined. Because IOTA was built on the premise of obtaining a systemic overview, other human service delivery systems were studied along with the criminal justice system. In the following report we have described the components and operation of each of these systems. Our attention was also directed towards an understanding of the relationship that various components of each system had to each other, and the relationship linking the larger systems.

The last part of the report focuses on a diagnostic analysis of the criminal justice system. We have considered the planning process operant in each of its components and have discussed how this

process might be improved. Following the IOTA mandate we have identified a number of problems currently affecting the Criminal Justice System and have offered some perspective on their causes and impact. Lastly, since IOTA was intended to be more than an academic exercise, we have proposed organizational solutions to each of the problems identified.

## II. METHODOLOGY



that other parts of the human service delivery system can play important, even vital, parts in either the fight against crime or the rehabilitation and/or reintegration of the criminal offender. In a large way, this is what the mandate of IOTA encompasses. IOTA asks that the community as a whole be studied; that the several social systems which in tandem satisfy many of the needs (such as health care, employment, education, and housing) of the community's members be understood in their relationship to the criminal justice system and, as much as possible, their influence on the criminogenic process. In order to best accomplish this a number of powerful methodological tools have been employed.

#### Community Study: Methods of Research

Few concepts have been as important to social science and social planning as that of "community." Perhaps the simplest operational definition is that a community is an integrated collection of institutions and persons. While the definition is itself a relatively simple one, the actual phenomena is anything but that.

Therefore a serious difficulty in community studies arises from the social complexity found in even the smallest, simplest community. Methodologists and researchers have suggested that it is unrealistic to assume that all of the important social factors, or even a fraction of them can be studied within the fiscal and

time limits imposed upon the study. This problem is even more striking when considered from the perspective of IOTA. Ultimately, IOTA is expected to produce social change and development in the community in which it is operating; time allocated for "basic research" is therefore, necessarily, limited. To obviate these difficulties two research methods have been utilized. They are: (1) total immersion; and (2) sociometric/reputational techniques. Each, in turn, shall be discussed below.

#### Total Immersion

Many planners and researchers have lauded the "total immersion" study method. If this method is adopted the researchers or research team actually lives in the community for a lengthy period of time - usually between six months and one year. The researcher thus has the opportunity to learn the perspectives of local residents; to absorb some of the history, background, and flavor of the community; to identify issues and decisions deemed significant by the community's residents; to see its various groups and leaders in the round of daily life; and to observe the operation of its institutions over a period of time. During this period of residence, formal interviewing, participant observation, monitoring the news media, and the examination of official records, documents, census reports and other existent sources of information regularly occurs.

The IOTA teams did indeed "immerse" themselves in the communities they studied. Apartments were rented, local merchants were patronized, and the cultural and recreational resources available in the community were utilized. IOTA team members often found a measure of acceptance in the social life of the community - business lunches often produced invitations to informal dinner parties and social activities. Team members attended meetings of associational groups, such as service clubs. Public meetings called to address specific issues and/or problems were also attended by LEAA team members.

During this time a number of different data sources were utilized. One member of the LEAA team, for example, began and maintained a running media log in which all material relevant to community development, crime and/or delinquency, and any other issues which might influence the IOTA effort were noted. Team members were encouraged to regularly consult this record in order to keep current with events and happenings in the community.

Early in the diagnostic phase, community leaders and local professionals in all areas of the criminal justice system and other parts of the human service delivery system were contacted by the LEAA team members. The IOTA effort was explained to them and their assistance/support was solicited. In this early phase

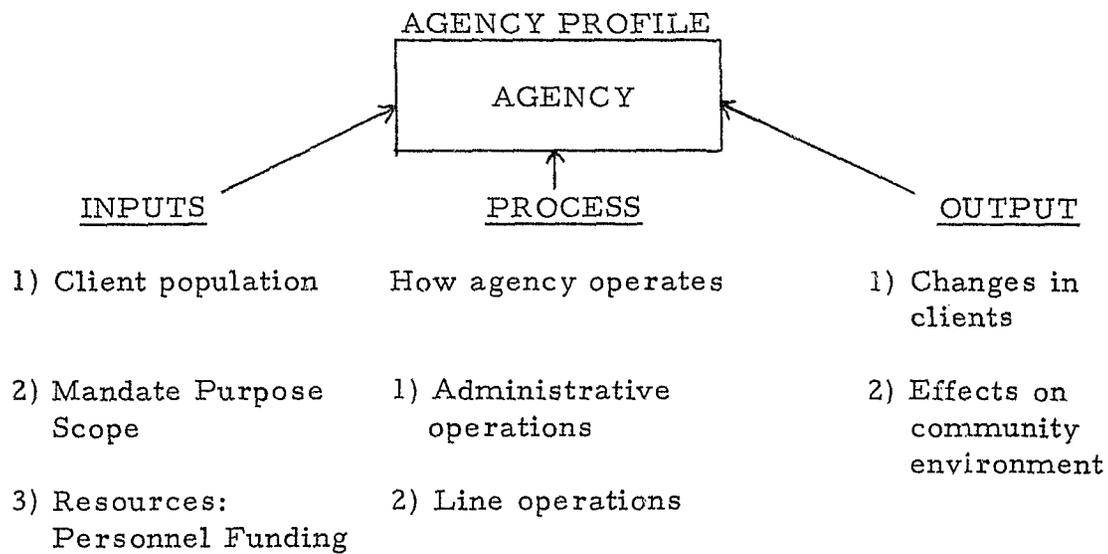
these leaders and professionals were encouraged to provide as much information about the local community as they could; in most cases they proved to be a rich source of information with insights into their community. As rapport grew between local leaders and the LEAA team members, they were asked to provide the names of other people in the community who could provide additional insight and/or information about the local community. These were then contacted by LEAA team members and their informational input solicited.

As one of its first products, the IOTA effort called for the construction of a community profile. Minimally, this would entail understanding both the parameters and composition of the major areas found in each system. In order to best accomplish this an understanding of the actual programs offered and/or provided by agencies working in the area would have to occur. In addition to programming, LEAA team members determined that it would be important to know the agency's staffing pattern as well as the training and capabilities of the staff. Too, knowing the perceptions that the agency holds of its clients, the community and the community's problems would reveal much about both the agency and the community.

As the diagnostic phase proceeded and LEAA team members began having greater exposure to the community's agencies certain key questions in each area were articulated. However, since governmental regulations precludes the use of any unauthorized research instruments, LEAA team members identified several key issues that were used to structure each interview. Each interview was designed to provide workable data on two factors. They were: (1) the organization and staff of the agency; and (2) the way in which the agency operated in the community. Every attempt was made, and team members were successful in most cases, to interview people at different levels of authority within the agency; this was done to provide the fullest picture of what the agency was and how it operated in the community. Simultaneously, LEAA team members secured any published statistical material that the agency had available. Such data was used in process of triangulation which would both corroborate and compliment interview data. Both LEAA members and RPC scientists are confident that the data received through this process does indeed provide an adequate overview of the agencies active in the community.

This methodology employed a multifocused profiling technique in the examination of each agency. We suggest that the needs of the study can be best served by understanding three separate

but interrelated dimensions of the agency's functioning. The following paradigm represents the multi-level approach used to construct the agency profiles.



In addition to the data necessary to the construction of the agency profile, LEAA team members solicited information about the respondent's perceptions of his own agency. Here, for example, suggestions about how the respondent thought the functioning of the agency might be improved, what resources should be developed and in what directions the agency should move were explored.

Data Recording

The person doing the interview would make every attempt to record both the process and substance of the interview on the same day that it occurred. These notes were then transcribed into a

more standardized format and filed and referenced by institution and system. In addition to this compilation of interview data, an on-going daily log of team activities was maintained. Team members were encouraged to record both their observations and impressions of what was happening in the community in addition to documenting their daily activities, phone calls and conferences. This daily log was consulted for the preparation of the weekly and monthly status reports as well as the preparation of the descriptive profile of the target community.

In summary, LEAA team members and the RPC scientists working along with them are confident about both the quality and comprehensiveness of the data they received.

#### Socio-metric/Reputational Methods

The definition of "community" employed in this study suggests both a collection of institutions and persons. These latter methodological techniques address the needs for collecting data about personnel. The use of this method makes it possible to arrive at a list of people who can be called the "top influentials" in the community. Lists of community leaders were compiled in an area-by-area breakdown. Judgments were then made about the effect that these persons had on forming community attitudes and opinions and/or on the initiation of projects and/or changes in any of the

community's systems. In addition, an assessment of the influential attitudes towards IOTA was made.

Research was directed at understanding the social networks that these influentials operated within. Data such as these provided team members with insight into how important or significant decisions were made in the community. Such data is deemed essential in any future development and/or action-oriented programs or projects.

#### Analysis and Organization of Research Data

Methodology, in addition to defining the ways in which data is collected, also plays a large role in the analysis, organization, and interpretation of data. Two methodological issues are raised here. The first concerns the logic of data analysis and organization. Specifically: what kinds of data are deemed relevant; what kinds of questions are the data expected to address; and, how are conclusions concerning the phenomena under study reached. The second also concerns the organization of data. Here, however, the emphasis is on understanding the phenomenon in a wider context. Specifically: its interrelationship with other phenomena; its structure and sources of strength and weakness; and the interaction of all its component parts. While these methodological issues can

be conceptualized separately, they are wholly interrelated - even inseparable - in the analysis and organization of the community study data.

#### Retroductive: The Logic of Analysis

The logic of social scientific studies has either leaned towards deductive analysis in which theory provides the basis for research questions, which are stated as hypotheses, and then data is collected to "prove" or "disprove" the hypothesis; or, inductive analysis, which begins with data (i. e., discrete facts) and then combines them first into concepts and then theoretical statements. Traditionally, community studies have employed either of these perspectives; each seemingly having its own strengths and weaknesses. The use of the former, deductive analysis, assures that the findings will be held to be "scientific": Q. E. D. the results have proven or disproven the assumptions that the researcher has made. The major weakness of this method is directly related to this methodological rigor. Findings often tend to be very limited in scope and rather expensive to produce. Inductive studies are criticized on opposite grounds. Often the claim is made that the results are difficult to duplicate and that the findings are little more than journalism. Inductive studies do, however, have the advantage of providing a broad-based community survey which

offers a reasonable picture of the community's social life and problems.

The logical structure underlying this research drew on the strong points of each perspective. The deductive frame of analysis provided a logical structure, or taxonomy, which made a holistic view of the community and its systems possible. The use of a taxonomy provided the categories into which data could be organized. The use of the inductive framework assured that all the data observed would be used in the formulation of research concepts and questions. The research was, in this way, very problem and issue oriented. Local people were encouraged to share their impressions with the LEAA team. In many cases the collection and organization of data was strongly influenced by a composite of these impressions. This analytical perspective is known as the "retroductive" one.

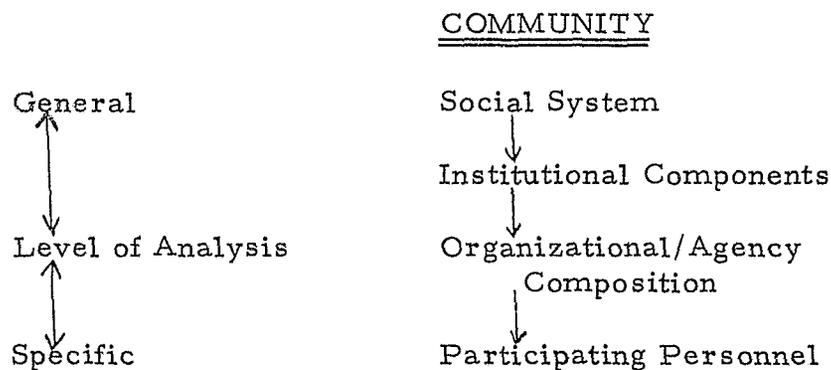
We suggest that the utilization of such a frame of analysis can provide the kind of "hard" data necessary for planning and evaluation needs. The method also has the advantage of allowing the local people a very big part in the generation of the research questions, thereby minimizing the biases introduced by outsiders, not familiar with a community and its way of life, posing, perhaps only theoretically valid, research questions.

### Taxonomy of a Generalized Community Model

The model used in the community study will be discussed below.

The use of a model such as this allows the multi-dimensional visualization of a community and its social systems. It should be remembered, however, that any such taxonomy is derived from a working model of an idealized social system. The model, showing the larger system and its component parts, that was employed in this study can be represented by the following diagram:

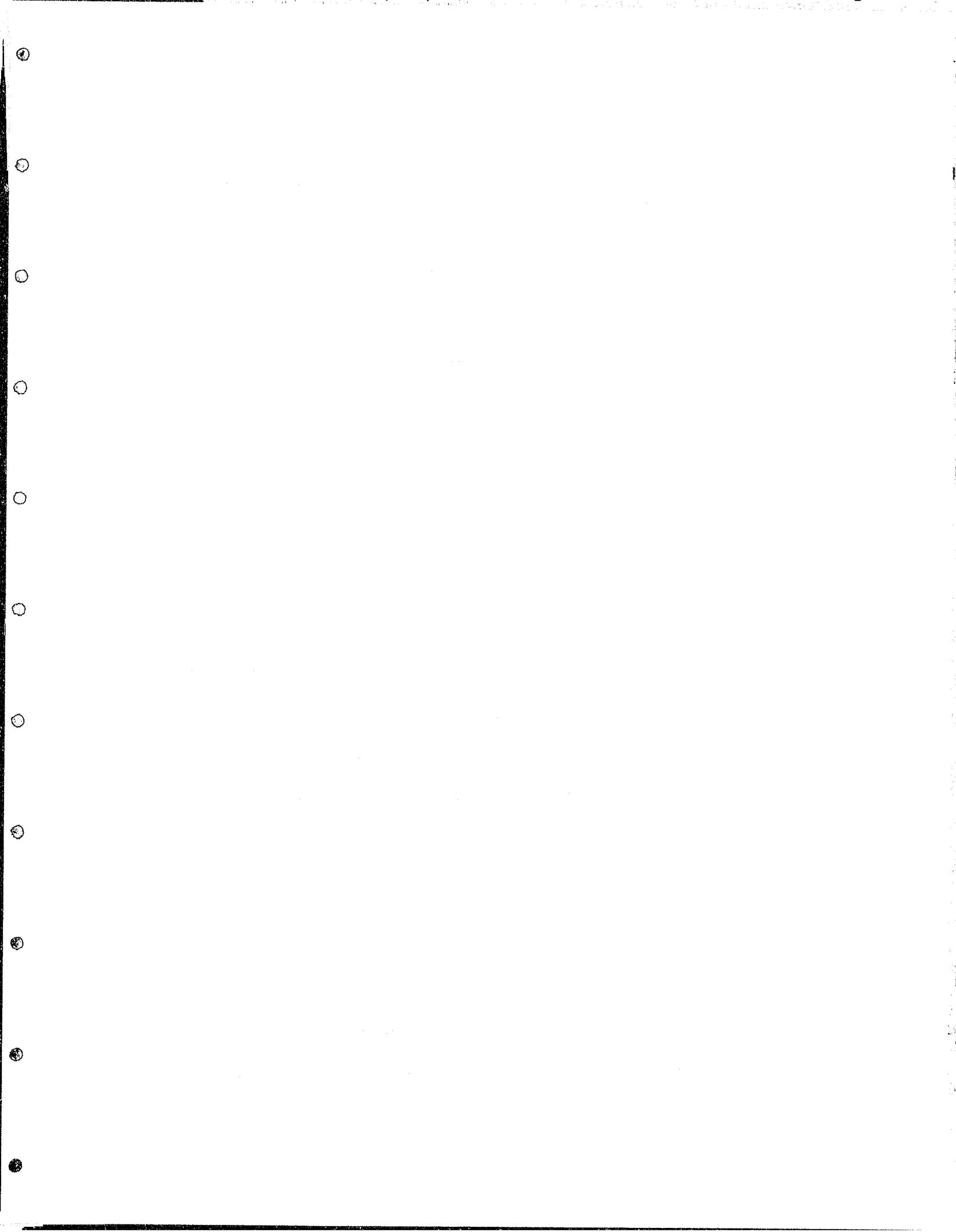
#### GENERALIZED MODEL (TAXONOMY) OF COMMUNITY SOCIAL SYSTEM



The use of a model such as this makes possible a holistic view of the community and its component social systems. The model is a useful one because it allows either the examination of the entire system or any of its component parts. For example, a vertical examination of a completed model which is system specific could document the points of interconnection between the various parts of that system, and illuminate both its strengths and weaknesses.

In the construction of the larger community model, the complementary systems are placed in juxtaposition so that points of contact and/or conflict can be highlighted.

III. HISTORICAL SYNOPSIS OF THE IOTA EFFORT  
IN THE CITY OF WACO AND MC LENNAN COUNTY, TEXAS



team deployed to Waco and McLennan County consisted of Michael Favicchio, Bernardo Segura, Wyn Nash, and Alison Eliason. Mr. Frank Wilson of the Planning and Evaluation Section of the Waco Police Department served the major primary liaison and information functions for IOTA. With Mr. Wilson's assistance the team was introduced to many municipal and county leaders, was oriented to the main points of interest and activity in the area, and was furnished with a large amount of statistical material.

During this three week period many of the organizational and administrative details, making operation in the field possible, were satisfied. This first part of the IOTA effort has been labelled the "Initial Contact Phase." The proper and necessary requirements of its successful completion called for introductions to and developing working relations with personnel at such agencies as: the Regional Office, the State Planning Agency, and the Regional Planning Unit; simultaneously, the team introduced themselves and the IOTA concept to local officials and concerned citizens. A main part of this Initial Contact Phase called for a general review of the social, cultural and historical factors which dominate the community. The team was able to gain familiarity with the community through a thorough geographic reconnaissance and a careful daily perusal of the news media.

Organizationally, an advisory structure acceptable to City, County, State and Regional interest was developed during this phase.

Essentially, this body established a Technical Guidance Group (TGG) and a City/County Executive Committee (CCEC) which could assist and review the IOTA effort.

The framework for the Technical Guidance Group (TGG) was established in order that the IOTA team would not come into conflict with existent procedures governing the LEAA delivery system. Members of the TGG would provide a liaison for communications during the diagnostic phase. Then, as recommendations are developed, the TGG would review them for compatibility and consistency with regional, state and federal comprehensive plans and guide lines.

The membership of the TGG is as follows:

- Dallas Regional Office - Mr. Dillard Waddle
- State Planning Agency - Mr. Robert Flowers (Fran Dodds)
- Regional Planning Unit - Mr. A.K. Steinheimer  
(Smith Lawrence)
- County - County Judge, Bob L. Thomas
- City - Asst. City Manager, June Lykes

A complementary structure called the City/County Executive Committee was established to represent community interests.

Such a body, it is believed, could without outside influence, consider any IOTA recommendations prior to their referral through the existent channels.

The composition of the CCEC is as follows:

CITY:	Mayor	Mr. Oscar Du Conge
	Councilman	Mr. J. Leigh Brooks
	Councilman	Mr. Joe Gibson
COUNTY:	County Judge	Mr. Bob L. Thomas
	Commissioner	Mr. Ray Berry
	Commissioner	Mr. Grady Clavery
Citizens at Large:		Mr. Archie Hoppenstein
		Mr. Noley Brice
		Dr. J. J. Mayes

Additionally, media contacts were established so that periodic information concerning the IOTA effort in Waco could be made public. Utilization of the media, however, has been of a very low profile nature.

The second or Diagnostic Phase began on October 1, 1974.

Central to this phase was the development of a work-plan which would direct the future activities of the LEAA team. Sources of more specific data concerning crime, the criminal justice system, and the availability and delivery of human services were identified and data collection in these areas proceeded. This phase called for the construction of a large data base. This data base was seen

as one which would continually be modified and expanded as greater familiarity with the community and problems was achieved.

November 1, 1974 signified the commencement of the third or Site Evaluation Phase of the IOTA effort. The major concern of this phase was a thorough understanding of the criminal justice system, leading to the construction of a working systemic model. In addition to statistics and published reports, personnel, at different levels of authority, were interviewed in the following agencies: Waco Police Department, McLennan County Sheriff's Office, the four District Courts, the County Court, the County Court-at-Law, the County Adult Probation Department, the Juvenile Probation Department, and the District Court Clerk's Office. Combined with existent information sources these interviews provide the data necessary for the construction of the working models.

It is anticipated that during the final or Post-Diagnostic Phase an individual acceptable to both city and county will be identified as the "Designated Contact." This individual with LEAA assistance will work with planners in the criminal justice system and other human service delivery systems in order to develop specific proposals by June 30, 1975. It is anticipated that ad hoc advisory groups will be developed and utilized as indicated.

IV. THE INCIDENCE AND NATURE OF  
CRIME IN WACO/MC LENNAN COUNTY

THE UNIVERSITY OF CHICAGO

PHYSICS DEPARTMENT

PHYSICS 311

LECTURE 10

THE HARMONIC OSCILLATOR

1. Introduction

2. The Simple Harmonic Oscillator

3. The Quantum Harmonic Oscillator

4. The Anharmonic Oscillator

5. The Damped Harmonic Oscillator

6. The Driven Harmonic Oscillator

7. The Coupled Harmonic Oscillator

8. The Harmonic Oscillator in Three Dimensions

9. The Harmonic Oscillator in Curved Space

10. The Harmonic Oscillator in a Magnetic Field

11. The Harmonic Oscillator in a Gravitational Field

12. The Harmonic Oscillator in a Time-Varying Field

13. The Harmonic Oscillator in a Non-Inertial Frame

14. The Harmonic Oscillator in a Medium

15. The Harmonic Oscillator in a Crystal

16. The Harmonic Oscillator in a Solid

17. The Harmonic Oscillator in a Liquid

18. The Harmonic Oscillator in a Gas

19. The Harmonic Oscillator in a Plasma

20. The Harmonic Oscillator in a Superconductor

21. The Harmonic Oscillator in a Superfluid

22. The Harmonic Oscillator in a Bose-Einstein Condensate

23. The Harmonic Oscillator in a Fermi Gas

24. The Harmonic Oscillator in a Neutron Star

25. The Harmonic Oscillator in a Black Hole

26. The Harmonic Oscillator in a White Dwarf

27. The Harmonic Oscillator in a Neutronium

28. The Harmonic Oscillator in a Quark-Gluon Plasma

29. The Harmonic Oscillator in a Quarkonium

30. The Harmonic Oscillator in a Gluonium

31. The Harmonic Oscillator in a Higgs Boson

32. The Harmonic Oscillator in a Graviton

33. The Harmonic Oscillator in a Photon

34. The Harmonic Oscillator in a Neutrino

35. The Harmonic Oscillator in a Dark Matter Particle

36. The Harmonic Oscillator in a Dark Energy Field

37. The Harmonic Oscillator in a Scalar Field

38. The Harmonic Oscillator in a Vector Field

39. The Harmonic Oscillator in a Spinor Field

40. The Harmonic Oscillator in a Gauge Field

41. The Harmonic Oscillator in a Gravity Well

42. The Harmonic Oscillator in a Potential Well

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Statistical Area as compared with other metropolitan areas in the State of Texas.

Secondly, a more discrete view of crime in the City of Waco is offered, based upon information obtained from the Waco Police Department, the McLennan County Sheriff's Office, and the Federal Bureau of Investigation.

Crime and Crime Rates in the Standard Metropolitan  
Statistical Areas, Texas, 1973

As indicated below, there are a total of fifteen Standard Metropolitan Statistical Areas (SMSA) in the State of Texas. The Waco SMSA, which includes the City of Waco combined with the balance of McLennan County, has a population of some 148,000 persons (based on 1973 UCR figures), and ranks twelfth in population size in terms of the state's metropolitan areas. The City of Waco, as defined by its corporate limits, contains some 65 percent of the SMSA population.

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<u>SMSA</u>	<u>1973 Population</u>	<u>Rank</u>
Dallas/Fort Worth	2,554,000	1
Houston	2,158,000	2
San Antonio	934,000	3
El Paso	372,000	4
Austin	358,000	5
Corpus Christi	292,000	6
Lubbock	187,000	7
Galveston/Texas City	184,000	8
McAllen/Pharr/Edinburg	183,000	9
Killeen/Temple	179,000	10
Amarillo	152,000	11
Waco	148,000	12
Brownsville/Harlington/ San Benito	140,000	13
Wichita Falls	134,000	14
Abilene	126,000	15

Source: Uniform Crime Reports, 1973

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Tables 1-10 clearly demonstrate that the Waco SMSA occupies a unique posture when contrasted with the other metropolitan areas in the state. As suggested by Table 1, the Corpus Christi SMSA reflected the highest crime rate during 1973 while the Waco SMSA ranked sixth. As such, there were some 7,318 index crimes in the greater Waco area during 1973 indicating a crime rate of some 49.4 crimes per 1,000 population. That is, during 1973, more than one out of every twenty persons in the Waco SMSA were the victims of a major crime.

By contrast, while the Waco SMSA ranked sixth in terms of the overall crime rate, Table 2 demonstrates that it ranked first with respect to violent crime. As such, there were some 956 homicides, forcible rapes, robberies, and aggravated assaults in the Waco SMSA during 1973, reflecting a violent crime rate of 6.4 crimes per 1,000 population. Property crime, on the other hand, reflected a lower ranking of seventh, with a rate of 42.9 property crimes per 1,000 population.

Tables 4-10 indicate the rates and rankings for the individual crimes within the fifteen Standard Metropolitan Statistical Areas in the State of Texas. It should be noted here that the Waco SMSA ranked first in terms of homicide (Table 4) with a rate of .21 homi-

cides per 1,000 population. That is, one out of every 4,762 persons in the greater Waco area was a homicide victim during 1973. Table 5 indicates that although the metropolitan Waco rate of .31 forcible rapes per 1,000 population ranked fifth in the state, as many as one out of every 3,226 persons were the victims of forcible rape during 1973.

Aggravated assault, as indicated in Table 6, occupies a summit position in the Waco SMSA. The rate of aggravated assault ranked highest in metropolitan Waco during 1973 when compared with the other SMSA's in Texas, with 4.5 assaults per 1,000 population.

As such, one out of every 222 persons were the victim of an aggravated assault in the Waco SMSA during 1973. Finally, as suggested by Tables 7-10, robbery, burglary, larceny, and auto theft occupied mid positions in the Waco SMSA when ranking the rates of these crimes among all the SMSA's in the state. In retrospect, the Waco Standard Metropolitan Statistical Area witnessed, during 1973, the following levels of crime:

Crime	Total	Percent of all Crime	Rank in State
<u>Total</u>	<u>7,318</u>	<u>100</u> *	<u>6</u>
Violent Crime	956	13	1
Property Crime	6,362	87	7

\* Percentages do not total to 100 due to rounding.

Crime	Total	Percent of all Crime	Rank in State
<u>Total</u>	<u>7,318</u>	<u>100</u> *	<u>6</u>
Homicide	32	<1	1
Forcible Rape	46	1	5
Agg. Assault	671	9	1
Robbery	207	3	7
Burglary	2,224	30	8
Larceny	3,753	51	7
Auto Theft	284	4	8

\* Percentages do not total to 100 due to rounding.

These data clearly indicate that in terms of official statistics, the Waco SMSA has experienced a level of crime proportionately greater than the larger Texas urban areas of Corpus Christi, Austin, El Paso, Dallas/Fort Worth, and San Antonio. More importantly, the level of violent crime is proportionately higher than all of the major urban areas in the state. (A summary of these rankings appears in Table 11.)

TABLE 1: TOTAL INDEX OF CRIME, STANDARD METROPOLITAN STATISTICAL AREAS, TEXAS, 1973

S.M.S.A.	SMSA Base Population	Total Index	Rank	Rate/1000 Population
Abilene	126,000	3,264	15	25.9
Amarillo	152,000	6,594	9	43.4
Austin	358,000	20,118	2	56.2
Brownsville*	140,000	4,756	12	34.0
Corpus Christi	292,000	16,676	1	57.1
Dallas/Ft. Worth	2,554,000	135,287	4	53.0
El Paso	372,000	20,731	3	55.7
Galveston**	184,000	7,634	10	41.4
Houston	2,158,000	102,603	8	47.5
Killeen/Temple	179,000	5,613	13	31.4
Lubbock	187,000	9,182	7	49.0
McAllen***	183,000	4,742	14	26.0
San Antonio	934,000	48,675	5	52.1
Waco	148,000	7,318	6	49.4
Wichita Falls	134,000	4,917	11	36.6

\*Brownsville/Harlington/San Benito

\*\*Galveston/Texas City

\*\*\*McAllen/Pharr/Edinburg

Source: Uniform Crime Reports, 1972, 1973.

Note: All data refer to Standard Metropolitan Statistical Areas rather than individual cities.

TABLE 2: VIOLENT CRIME\* STANDARD METROPOLITAN  
STATISTICAL AREAS, TEXAS, 1973

S.M.S.A.	SMSA Base Population	Total Violent Crime	Rank	Rate/1000 Population
Abilene	126,000	187	14	1.5
Amarillo	152,000	409	12	2.7
Austin	358,000	1,667	7	4.7
Brownsville*	140,000	345	13	2.5
Corpus Christi	292,000	1,710	2	5.9
Dallas/Ft. Worth	2,554,000	12,827	3	5.0
El Paso	372,000	1,437	9	3.9
Galveston**	184,000	917	5	4.8
Houston	2,158,000	10,694	4	5.0
Killeen/Temple	179,000	677	10	3.8
Lubbock	187,000	752	8	4.0
McAllen***	183,000	182	15	1.0
San Antonio	934,000	4,400	6	4.7
Waco	148,000	956	1	6.4
Wichita Falls	134,000	430	11	3.2

\*Brownsville/Harlington/San Benito

\*\*Galveston/Texas City

\*\*\*McAllen/Pharr/Edinburg

Source: Uniform Crime Reports, 1972, 1973.

Note: All data refer to Standard Metropolitan Statistical Areas rather than individual cities.

\* Violent Crime includes homicide, forcible rape, robbery, and assault.

TABLE 3: PROPERTY CRIME<sup>\*</sup> STANDARD METROPOLITAN  
STATISTICAL AREAS, TEXAS, 1973

S.M.S.A.	SMSA Base Population	Total Property Crime	Rank	Rate/1000 Population
Abilene	126,000	3,077	15	24.4
Amarillo	152,000	6,185	9	40.7
Austin	358,000	18,451	2	51.5
Brownsville*	140,000	4,411	12	31.6
Corpus Christi	292,000	14,966	3	51.2
Dallas/Ft. Worth	2,554,000	122,460	4	47.9
El Paso	372,000	19,294	1	51.8
Galveston**	184,000	6,717	10	36.4
Houston	2,158,000	91,909	8	42.6
Killeen/Temple	179,000	4,936	13	27.6
Lubbock	187,000	8,430	6	44.9
McAllen***	183,000	4,560	14	25.0
San Antonio	934,000	44,275	5	47.4
Waco	148,000	6,362	7	42.9
Wichita Falls	134,000	4,487	11	33.4

\*Brownsville/Harlington/San Benito

\*\*Galveston/Texas City

\*\*\*McAllen/Pharr/Edinburg

Source: Uniform Crime Reports, 1972, 1973.

Note: All data refer to Standard Metropolitan Statistical Areas rather than individual cities.

\*

\*Property Crime includes burglary, larceny, and auto theft.

TABLE 4: HOMICIDE, STANDARD METROPOLITAN STATISTICAL AREAS, TEXAS, 1973

S.M.S.A.	SMSA Base Population	Total Homicide	Rank	Rate/1000 Population
Abilene	126,000	8	10	.06
Amarillo	152,000	6	13	.04
Austin	358,000	34	8	.10
Brownsville*	140,000	4	15	.03
Corpus Christi	292,000	33	6	.11
Dallas/Ft. Worth	2,554,000	397	3	.16
El Paso	372,000	20	12	.05
Galveston**	184,000	16	7	.10
Houston	2,158,000	344	4	.16
Killeen/Temple	179,000	10	10	.06
Lubbock	187,000	21	5	.11
McAllen***	183,000	6	14	.03
San Antonio	934,000	155	2	.17
Waco	148,000	32	1	.21
Wichita Falls	134,000	8	10	.06

\*Brownsville/Harlington/San Benito  
 \*\*Galveston/Texas City  
 \*\*\*McAllen/Pharr/Edinburg

Source: Uniform Crime Reports, 1972, 1973.

Note: All data refer to Standard Metropolitan Statistical Areas rather than individual cities.

TABLE 5: FORCIBLE RAPE, STANDARD METROPOLITAN  
STATISTICAL AREAS, TEXAS, 1973

S.M.S.A.	SMSA Base Population	Total Forcible Rape	Rank	Rate/1000 Population
Abilene	126,000	23	12	.18
Amarillo	152,000	32	11	.21
Austin	358,000	115	4	.32
Brownsville*	140,000	21	13	.15
Corpus Christi	292,000	83	9	.28
Dallas/Ft. Worth	2,554,000	850	2	.33
El Paso	372,000	110	8	.30
Galveston**	184,000	52	10	.28
Houston	2,158,000	701	3	.33
Killeen/Temple	179,000	71	1	.40
Lubbock	187,000	57	7	.30
McAllen***	183,000	17	15	.09
San Antonio	934,000	289	6	.31
Waco	148,000	46	5	.31
Wichita Falls	134,000	19	14	.14

\*Brownsville/Harlington/San Benito

\*\*Galveston/Texas City

\*\*\*McAllen/Pharr/Edinburg

Source: Uniform Crime Reports, 1972, 1973.

Note: All data refer to Standard Metropolitan Statistical Areas rather than individual cities.

TABLE 6: AGGRAVATED ASSAULT, STANDARD METROPOLITAN STATISTICAL AREAS, TEXAS, 1973

S.M.S.A.	SMSA Base Population	Total Assault	Rank	Rate/1000 Population
Abilene	126,000	97	15	.8
Amarillo	152,000	257	12	1.7
Austin	358,000	1,177	3	3.3
Brownsville*	140,000	291	10	2.1
Corpus Christi	292,000	1,112	2	3.8
Dallas/Ft. Worth	2,554,000	6,900	5	2.7
El Paso	372,000	710	11	1.9
Galveston**	184,000	422	8	2.3
Houston	2,158,000	3,029	13	1.4
Killeen/Temple	179,000	428	7	2.4
Lubbock	187,000	550	4	2.9
McAllen***	183,000	141	14	.8
San Antonio	934,000	2,303	6	2.5
Waco	148,000	671	1	4.5
Wichita Falls	134,000	289	9	2.2

\*Brownsville/Harlington/San Benito

\*\*Galveston/Texas City

\*\*\*McAllen/Pharr/Edinburg

Source: Uniform Crime Reports, 1972, 1973.

Note: All data refer to Standard Metropolitan Statistical Areas rather than individual cities.

TABLE 7: ROBBERY, STANDARD METROPOLITAN STATISTICAL AREAS, TEXAS, 1973

S.M.S.A.	SMSA Base Population	Total Robbery	Rank	Rate/1000 Population
Abilene	126,000	59	13	.5
Amarillo	152,000	114	11	.8
Austin	358,000	341	8	1.0
Brownsville*	140,000	29	14	.2
Corpus Christi	292,000	482	5	1.7
Dallas/Ft. Worth	2,554,000	4,680	3	1.8
El Paso	372,000	597	6	1.6
Galveston**	184,000	424	2	2.3
Houston	2,158,000	6,620	1	3.1
Killeen/Temple	179,000	168	9	.9
Lubbock	187,000	124	12	.7
McAllen***	183,000	18	15	.1
San Antonio	934,000	1,653	4	1.8
Waco	148,000	207	7	1.4
Wichita Falls	134,000	114	10	.8

\*Brownsville/Harlington/San Benito  
 \*\*Galveston/Texas City  
 \*\*\*McAllen/Pharr/Edinburg

Source: Uniform Crime Reports, 1972, 1973.

Note: All data refer to Standard Metropolitan Statistical Areas rather than individual cities.

TABLE 8: BURGLARY, STANDARD METROPOLITAN STATISTICAL AREAS, TEXAS, 1973

S.M.S.A.	SMSA Base Population	Total Burglary	Rank	Rate/1000 Population
Abilene	126,000	871	14	6.9
Amarillo	152,000	1,853	10	12.2
Austin	358,000	5,823	4	16.3
Brownsville*	140,000	1,470	11	10.5
Corpus Christi	292,000	5,198	2	17.8
Dallas/Ft. Worth	2,554,000	39,900	7	15.6
El Paso	372,000	5,917	5	15.9
Galveston**	184,000	2,471	9	13.4
Houston	2,158,000	35,494	3	16.4
Killeen/Temple	179,000	1,570	13	8.8
Lubbock	187,000	2,970	6	15.9
McAllen***	183,000	1,172	15	6.4
San Antonio	934,000	16,751	1	17.9
Waco	148,000	2,224	8	15.0
Wichita Falls	134,000	1,310	12	9.8

\*Brownsville/Harlington/San Benito  
 \*\*Galveston/Texas City  
 \*\*\*McAllen/Pharr/Edinburg

Source: Uniform Crime Reports, 1972, 1973.

Note: All data refer to Standard Metropolitan Statistical Areas rather than individual cities.

TABLE 9: LARCENY, STANDARD METROPOLITAN STATISTICAL AREAS, TEXAS, 1973

S.M.S.A.	SMSA Base Population	Total Larceny	Rank	Rate/1000 Population
Abilene	126,000	2,075	15	16.5
Amarillo	152,000	3,944	6	25.6
Austin	358,000	11,381	1	31.8
Brownsville*	140,000	2,540	12	18.2
Corpus Christi	292,000	8,648	2	29.6
Dallas/Ft. Worth	2,554,000	71,453	4	28.0
El Paso	372,000	10,708	3	28.8
Galveston**	184,000	3,778	10	20.5
Houston	2,158,000	43,020	11	19.9
Killeen/Temple	179,000	3,009	14	16.8
Lubbock	187,000	5,004	5	26.7
McAllen***	183,000	3,155	13	17.3
San Antonio	934,000	22,827	8	24.4
Waco	148,000	3,753	7	25.4
Wichita Falls	134,000	2,893	9	21.5

\*Brownsville/Harlington/San Benito

\*\*Galveston/Texas City

\*\*\*McAllen/Pharr/Edinburg

Source: Uniform Crime Reports, 1972, 1973.

Note: All data refer to Standard Metropolitan Statistical Areas rather than individual cities.

TABLE 10: AUTO THEFT, STANDARD METROPOLITAN  
STATISTICAL AREAS, TEXAS 1973

S.M.S.A.	SMSA Base Population	Total Auto Theft	Rank	Rate/1000 Population
Abilene	126,000	131	15	1.0
Amarillo	152,000	388	9	2.6
Austin	358,000	1,247	6	3.5
Brownsville*	140,000	401	7	2.9
Corpus Christi	292,000	1,120	5	3.8
Dallas/Ft. Worth	2,554,000	11,107	4	4.3
El Paso	372,000	2,669	1	7.2
Galveston**	184,000	468	10	2.5
Houston	2,158,000	13,395	2	6.2
Killeen/Temple	179,000	357	13	2.0
Lubbock	187,000	456	11	2.4
McAllen***	183,000	233	14	1.3
San Antonio	934,000	4,697	3	5.0
Waco	148,000	385	8	2.6
Wichita Falls	134,000	284	12	2.1

\*Brownsville/Harlington/San Benito

\*\*Galveston/Texas City

\*\*\*McAllen/Pharr/Edinburg

Source: Uniform Crime Reports, 1972, 1973.

Note: All data refer to Standard Metropolitan Statistical Areas rather than individual cities.

TABLE 11: CRIME RATES BY RANK, STANDARD METROPOLITAN STATISTICAL AREAS, TEXAS, 1973.

S.M.S.A.	Total	Violent	Property	Homicide	Rape
Abilene	15	14	15	10	12
Amarillo	9	12	9	13	11
Austin	2	7	2	8	4
Brownsville/Harlington/S.Benito	12	13	12	15	13
Corpus Christi	1	2	3	6	9
Dallas/Fort Worth	4	3	4	3	2
El Paso	3	9	1	12	8
Galveston/Texas City	10	5	10	7	10
Houston	8	4	8	4	3
Killeen/Temple	13	10	13	10	1
Lubbock	7	8	6	5	7
McAllen/Pharr/Edinburg	14	15	14	14	15
San Antonio	5	6	5	2	6
<u>Waco</u>	→ 6	→ 1	→ 7	→ 1	→ 5
Wichita Falls	11	11	11	10	14

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TABLE 11: CRIME RATES BY RANK, STANDARD METROPOLITAN STATISTICAL AREAS, TEXAS, 1973  
(continued)

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S.M.S.A.	Robbery	Assault	Burglary	Larceny	Auto Theft
Abilene	13	15	14	15	15
Amarillo	11	12	10	6	9
Austin	8	3	4	1	6
Brownsville/Harlington/S.Benito	14	10	11	12	7
Corpus Christi	5	2	2	2	5
Dallas/Fort Worth	3	5	7	4	4
El Paso	6	11	5	3	1
Galveston/Texas City	2	8	9	10	10
Houston	1	13	3	11	2
Killeen/Temple	9	7	13	14	13
Lubbock	12	4	6	5	11
McAllen/Pharr/Edinburg	15	14	15	13	14
San Antonio	4	6	1	8	3
Waco	7	1	8	7	8
Wichita Falls	10	9	12	9	12

### The Incidence of Crime in the City of Waco

The preceding data have clearly indicated that crime rates in the Waco SMSA (McLennan County) rank high when contrasted with other metropolitan areas in the state. Yet more importantly, an examination of data specific to the City of Waco demonstrate that crime rates within the corporate limits of the city have been inordinately higher. As indicated in Table 12, there were a total of 6,582 major crimes in Waco during 1973, representing a 51.6 percent increase over the previous year. Less than one-fourth (22 percent) of these crimes were cleared by arrest.

Homicide and forcible rape were relatively inconspicuous in terms of the total crime scene, each representing less than one percent of all index crime. However, in terms of rates (as will be seen below), homicide and rape occur in Waco with a proportionately greater frequency than in the State of Texas and the nation as a whole. By contrast, and not unexpectedly, burglary and larceny combined to account for more than four-fifths (81.3 percent) of all index crime in the city.

The more dramatic character of the Waco crime picture can be observed when comparing Waco with other areas. For example, as indicated in Table 13, crime in Waco increased by 51.6 percent

from 1972 to 1973, with a corresponding increase of only 6.7 percent in all of Texas and 5.7 percent in the nation as a whole. More importantly, Waco's crime rate per 1,000 population of 69.3 in 1973 is well above that of McLennan County (49.4), the State of Texas (40.5), and the nation (41.2). In terms of specific categories of crime, the rates in Waco are higher for all crimes, with the exception of auto theft, than they are in the state and the nation. Finally, Waco's crime rate of 69.3 per 1,000 population is four times higher than that of 261 other U. S. Cities of similar size (50,000 - 100,000 population).

TABLE 12: THE INCIDENCE AND RATE OF CRIME IN  
THE CITY OF WACO, 1973

Total Crime Index (1973)	6,582
1973/1972 Level of Change	+51.6%
Crimes Cleared by Arrest	22.0%
Crime Rate Per 1,000 Population	69.3

HOMICIDE

Total Offenses	32
Percent of all Index Crimes	.5%
Percent Cleared By Arrest	65.6%
Rate/1000 Population	.3

FORCIBLE RAPE

Total Offenses	43
Percent of all Index Crimes	.6%
Percent Cleared By Arrest	48.8%
Rate/1000 Population	.5

ROBBERY

Total Offenses	183
Percent of all Index Crimes	2.8%
Percent Cleared By Arrest	19.1%
Rate/1000 Population	1.9

AGGRAVATED ASSAULT

Total Offenses	642
Percent of all Index Crimes	9.8%
Percent Cleared By Arrest	54.4%
Rate/1000 Population	6.8

TABLE 12: (continued)

BURGLARY/B&E

Total Offenses	1,943
Percent of all Index Crimes	29.5%
Percent Cleared By Arrest	11.6%
Rate/1000 Population	20.5

LARCENY

Total Offenses	3,410
Percent of all Index Crimes	51.8%
Percent Cleared By Arrest	21.0%
Rate/1000 Population	35.9

AUTO THEFT

Total Offenses	335
Percent of all Index Crimes	5.1%
Percent Cleared By Arrest	24.5%
Rate/1000 Population	3.5

SOURCES: UNIFORM CRIME REPORTS, 1973;  
Waco Police Department Annual Report, 1973.

TABLE 13: COMPARATIVE CRIME RATES, 1973

	<u>Waco</u>	<u>McLennan</u>	<u>Texas</u>	<u>U. S.</u>
TOTAL CRIME INDEX (1973)	6,582	7,318	477,211	8,638,375
1973/1972 Level of Change	+51.6%	+50.9%	+6.7%	+5.7%
Crime Rate/1,000 Population	69.3	49.4	40.5	41.2
SPECIFIC CRIME RATES				
(per 1,000 population)	<u>Waco</u>	<u>McLennan</u>	<u>Texas</u>	<u>U. S.</u>
Homicide	.3	.2	.1	.1
Forcible Rape	.5	.3	.3	.2
Robbery	1.9	1.4	1.4	1.8
Aggravated Assault	6.8	4.5	2.0	2.0
Burglary/B&E	20.5	15.0	12.7	12.1
Larceny	35.9	25.4	20.5	20.5
Auto Theft	3.5	2.6	3.5	4.4

SOURCES: UNIFORM CRIME REPORTS, 1973;  
Waco Police Department Annual Report, 1973.

Crime Trends, City of Waco, 1970-1974

The longitudinal view of crime over an extended period of time can offer an appropriate perspective for analyzing current trends and changes in the magnitude, rates, and control of crime. For example, as indicated in Table 14, the level of index crime in Waco increased from 6,292 offenses in 1970 to 8,245 during 1974. This reflects a 22 percent increase from 1973 to 1974 and a 31 percent increase since 1970. Similarly, the crime rate increased from 66 per 1,000 population in 1970 to 83.5 per 1,000 population in 1974, reflecting a 27 percent increase during that period.

These data suggest that the increase in the absolute number of offenses were not necessarily a function of population expansion, since the crime rate increased by more than one-fourth during the past five years.

By contrast, consider the following:

	<u>1970</u>	<u>1971</u>	<u>1972</u>	<u>1973</u>	<u>1974</u>
Police Personnel	166	171	175	205	214
Annual % Increase	+5.7	+3.0	+2.3	+17.1	+4.4
Police/1,000 Population	1.7	1.8	1.8	2.1	2.2
Police/1,000 Offenses	26.3	25.5	26.5	30.1	26.1
Police/1,000 Arrests	128	114	92	137	107

These data have a number of implications when viewed in terms of what has been seen in Table 14. Initially, while crime increased by 31 percent from 1970-1974, the size of the police force (civilian and sworn) increased by 29 percent. The number of police personnel increased from 1.7 to 2.2 per 1,000 population from 1970 to 1974, also a 29 percent increase. As such, the ratio between the size of the police force and that of the population expanded slightly, yet the ratio between the size of the police force and the number of crimes remained essentially the same. More importantly, however, as can be seen from the above figures and those in Table 14, the clearance by arrest rate (index crime) increased from 20.2 percent in 1970 to 24.7 percent in 1974. As such, while there were 128 police personnel per 1,000 arrests in 1970, the same level of clearance was maintained by 20 percent fewer police personnel in 1974 - a greater number of arrests with fewer police. Stated differently, given the increases in crime, police staff, and arrest rates, the ratio of police personnel to arrests was 1/7.7 in 1970 and 1/9.5 in 1974.

With respect to violent crime, these offenses increased from 845 to 1,205 from 1970 to 1974, reflecting a 42.6 percent increase in magnitude, with a 38.6 percent increase in the violent crime rate (see Table 15). However, during this five year period, the

proportion of violent crime vs. all index crime changed little (13.4 percent in 1970, 14.6 percent in 1974), and the percent cleared by arrest changed by less than one percent. As such, proportionately fewer arrests for violent crimes were being made in 1974 with the expanded police force.

Property crime indicates a somewhat different trend. From 1970 to 1974, there was a 29 percent increase in the number of property crimes, a 26 percent increase in the property crime rate, and a 14 percent increase in the proportion of property crimes cleared by arrest. In that the ratio of police staff to property crime arrests was 1/6.3 in 1970 and 1/7.1 in 1974, it appears that during the past year police personnel executed a proportionately greater number of property crime arrests than in 1970.

In retrospect, an analysis of the index crime data suggests that while the City of Waco has an increasing crime rate - one that is out of proportion to that of other cities - there have also been some observable changes in the rate of apprehension of offenders. These changes, in terms of ratios between police staff to arrests, are indicated below for total index crime, violent crime, and property crime, for the five year period:

	<u>1970</u>	<u>1971</u>	<u>1972</u>	<u>1973</u>	<u>1974</u>
Total Index	1/7.7	1/8.6	1/10.2	1/7.3	1/9.5
Violent Crime	1/1.4	1/2.2	1/3.6	1/1.7	1/1.2
Property Crime	1/6.3	1/6.4	1/6.6	1/5.0	1/7.1

These data, when contrasted with the increasing crime rates, suggest that although the rate of apprehension of criminals has increased, the rate of crime commission has not necessarily been reduced.

TABLE 14: TRENDS IN INDEX CRIME, CITY OF WACO, 1970-74

	<u>1970</u>	<u>1971</u>	<u>1972</u>	<u>1973</u>	<u>1974</u>
Total Offenses	6,292	6,679	6,633	6,756	8,245
Annual % Change	+5.3%	+6.2%	-.7%	+1.9%	+22.0%
Rate/1,000 Population	66.0	69.2	68.4	69.2	83.5
Annual % Change of Crime Rate	+3.1%	+4.8%	-1.2%	+1.2%	+20.7%
% Crimes Cleared by Arrest	20.2%	22.0%	26.9%	22.3%	24.7%

Source: Waco Police Department, Annual Reports.

Notes: -Crime rates based on estimated population figures,  
Waco Chamber of Commerce.

-1974 data include projected figures for December,  
1974 offenses and arrests.

TABLE 15: TRENDS IN VIOLENT CRIME, CITY OF WACO, 1970-74

	<u>1970</u>	<u>1971</u>	<u>1972</u>	<u>1973</u>	<u>1974</u>
Total Offenses	845	1,023	1,107	1,071	1,205
Annual % Change	+7.4%	+21.1%	+8.2%	-3.3%	+12.5%
Rate/1,000 Population	8.8	10.6	11.4	11.0	12.2
Annual % Change of Crime Rate	+6.0%	+20.5%	+7.5%	-3.5%	+10.9%
% of All Offenses	13.4%	15.3%	16.7%	17.1%	14.6%
% Cleared by Arrest	27.1%	37.3%	57.5%	32.1%	27.6%

Source: Waco Police Department, Annual Reports.

Notes: -Crime rates based on estimated population figures, Waco Chamber of Commerce.

-1974 data include projected figures for December, 1974 offenses and arrests.

-Violent crime includes homicide, forcible rape, robbery, and assault.

TABLE 16: TRENDS IN PROPERTY CRIME, CITY OF WACO, 1970-74

	<u>1970</u>	<u>1971</u>	<u>1972</u>	<u>1973</u>	<u>1974</u>
Total Offenses	5,447	5,656	5,526	5,685	7,040
Annual % Change	+4.9%	+3.8%	-2.3%	+2.9%	+23.8%
Rate/1,000 Population	56.8	58.7	57.0	58.2	71.3
Annual % Change of Crime Rate	+4.0%	+3.3%	-3.0%	+2.1%	+22.5%
% of all Offenses	86.6%	84.7%	83.3%	82.9%	85.4%
% Cleared by Arrest	19.1%	19.2%	20.8%	18.0%	21.8%

Source: Waco Police Department, Annual Reports.

Notes: -Crime Rates based on estimated population figures, Waco Chamber of Commerce.

-1974 Data include projected figures for December, 1974 offenses and arrests.

-Property crime includes burglary, larceny, and auto theft.

### Arrest and Offender Characteristics

Data from the Waco Police Department indicate that during 1973 there were a total of 4,006 arrests (excluding juvenile cases).

These cases were distributed as follows:

homicide	22	<1%
forcible rape	10	<1%
robbery	34	<1%
larceny/stolen property	448	11%
assault (all types)	171	4%
burglary	117	3%
auto theft	29	<1%
drug laws	171	4%
gambling laws	24	<1%
drunkenness	1,374	34%
disorderly conduct	256	6%
fraud/forgery (all types)	50	1%
driving while intoxicated	408	10%
sex offenses	28	<1%
all others	864	22%
<u>Total Offenses</u>	<u>4,006</u>	<u>100%</u>
<u>Total Violent</u>	<u>238</u>	<u>6%</u>
<u>Total Property</u>	<u>606</u>	<u>15%</u>
<u>Drunkenness/DWI</u>	<u>1,782</u>	<u>44%</u>
<u>Total Alc. Related</u>	<u>1,825</u>	<u>46%</u>

These data clearly suggest that homicide, forcible rape, robbery, auto theft, and sex offenses each accounted for less than one percent of the total arrests during 1973; drunkenness combined with disorderly conduct accounted for as much as 40 percent of all

arrest activity; and, alcohol related offenses (drunkenness, liquor laws, DWI) accounted for 46 percent of all arrest activity.

The general arrest trends in the City of Waco can be gleaned from an overview of arrest data for the three-year period beginning in 1971. For example:

<u>Offense</u>	<u>1971</u>	<u>1972</u>	<u>1973</u>
homicide	<1%	<1%	<1%
forcible rape	<1%	<1%	<1%
robbery	<1%	1%	<1%
assault (all types)	4%	4%	4%
larceny/stolen property	11%	9%	11%
burglary	4%	3%	3%
auto theft	<1%	<1%	<1%
drug laws	2%	3%	4%
gambling laws	-	<1%	<1%
drunkenness	44%	38%	34%
disorderly conduct/vag.	9%	7%	6%
fraud/forgery (all types)	1%	1%	1%
driving while intox.	<1%	10%	10%
sex offenses	<1%	<1%	<1%
all others (ex. traffic)	22%	20%	22%
<u>Total Offenses</u>	<u>3,356</u>	<u>3,651</u>	<u>4,006</u>
- violent	6%	6%	6%
- property	19%	13%	15%
- alcohol	45%	50%	46%

These data suggest that the relative amount of specific offense behaviors controlled by the Waco Police Department varies little over periods of time. This is apparent when viewing the proportions of the arrest activity in specific categories of crime over

the three year period. For example, the proportion of arrests did not vary during the three years in the following categories of crime:

- Homicide.
- Forcible rape.
- Assault.
- Auto theft.
- Fraud/forgery.
- Sex offenses.

In addition, the proportion of arrests varied by two percent or less during the three year period in the following categories of crime:

- Homicide.
- Forcible rape.
- Robbery.
- Assault.
- Larceny/stolen property.
- Burglary.
- Auto theft.
- Drug laws.
- Gambling laws.
- Disorderly conduct.

- Fraud/forgery.
- Sex offenses.

An important consideration here is that the proportion of arrests for given crimes seems to vary only minimally or not at all in spite of changes in the overall crime rate, specific crime rates, general and specific arrest rates, and changes in the size of the force of police officers.

Viewing these arrest data against the number of sworn officers, the following emerges:

- During 1971, each police officer was responsible for an average of 25 arrests; of these 25 arrests,
  - 11 were for alcohol related offenses.
  - Five were for property crimes.
  - Two were for violent crimes.
- During 1972, each police officer was responsible for an average of 26 arrests; of these 26 arrests,
  - 13 were for alcohol related offenses.
  - Three were for property crimes.
  - Two were for violent crimes.
- During 1973, each police officer was responsible for an average of 26 arrests; of these 26 arrests,
  - 12 were for alcohol related offenses.
  - Four were for property crimes.

- Two were for violent crimes.

Should this trend continue, the addition of each new police officer to the force would result in 26 more arrests per year, almost half of which would be for alcohol related offenses (specifically, nine arrests of 26 would be for drunkenness), two arrests would be for a violent crime, and four would be for some property crime.

Among the 4,006 persons arrested during 1973, the following characteristics were apparent:

- 87 percent were males.
- 13 percent were females.
- 66 percent were whites.
- 34 percent were blacks.
- 34 percent were under age 25.
- 23 percent were ages 25 - 34.
- 26 percent were ages 35 - 49.
- 17 percent were ages 50 and above.

Of the 22 homicide offenders:

- 50 percent were white.
- 50 percent were black.
- 59 percent were males.
- 41 percent were females.

- 27 percent were under age 25.
- 14 percent were ages 25 - 34.
- 59 percent were ages 35 and above.

Of the 10 forcible rape offenders:

- 90 percent were white.
- 10 percent were black.
- All were males.
- 20 percent were under age 25.
- 60 percent were ages 25 - 34.
- 20 percent were ages 35 and above.

Of the 34 robbery offenders:

- 15 percent were white.
- 85 percent were black.
- 91 percent were males.
- Nine percent were females.
- 47 percent were under age 25.
- 50 percent were ages 25 - 34.
- Three percent were ages 35 and above.

Of the 171 assault offenders:

- 48 percent were white.

- 52 percent were black.
- 84 percent were males.
- 16 percent were females.
- 36 percent were under age 25.
- 39 percent were ages 25 - 34.
- 25 percent were ages 35 and above.

Of the 594 major property offenders:

- 52 percent were white.
- 48 percent were black.
- 68 percent were males.
- 32 percent were females.
- 55 percent were under age 25.
- 21 percent were ages 25 - 34.
- 24 percent were ages 35 and above.

Of the 171 drug law offenders:

- 62 percent were white.
- 38 percent were black.
- 89 percent were males.
- 11 percent were females.
- 78 percent were under age 25.
- 16 percent were ages 25 - 34.

- Six percent were ages 35 and above.

Of the 28 sex offenders:

- 79 percent were white.
- 21 percent were black.
- 86 percent were males.
- 14 percent were females.
- 36 percent were under age 25.
- 36 percent were ages 25 - 34.
- 28 percent were ages 35 and above.

Of the 1,374 drunkenness offenders:

- 73 percent were white.
- 27 percent were black.
- 92 percent were males.
- Eight percent were females.
- 13 percent were under age 25.
- 17 percent were ages 25 - 34.
- 70 percent were ages 35 and over.

Of the 408 persons arrested for driving while intoxicated:

- 75 percent were white.
- 25 percent were black.
- 91 percent were males.

- Nine percent were females.
- 20 percent were under age 25.
- 20 percent were ages 25 - 34.
- 60 percent were ages 35 and above.

\*\* It must be cautioned here that the above data do not include juvenile arrests -- persons under 18 years of age.

Police Processing of Juvenile Offenders

During 1973, a total of 1,334 juvenile offenders were processed by the Waco Police Department. Of these 1,334 juveniles:

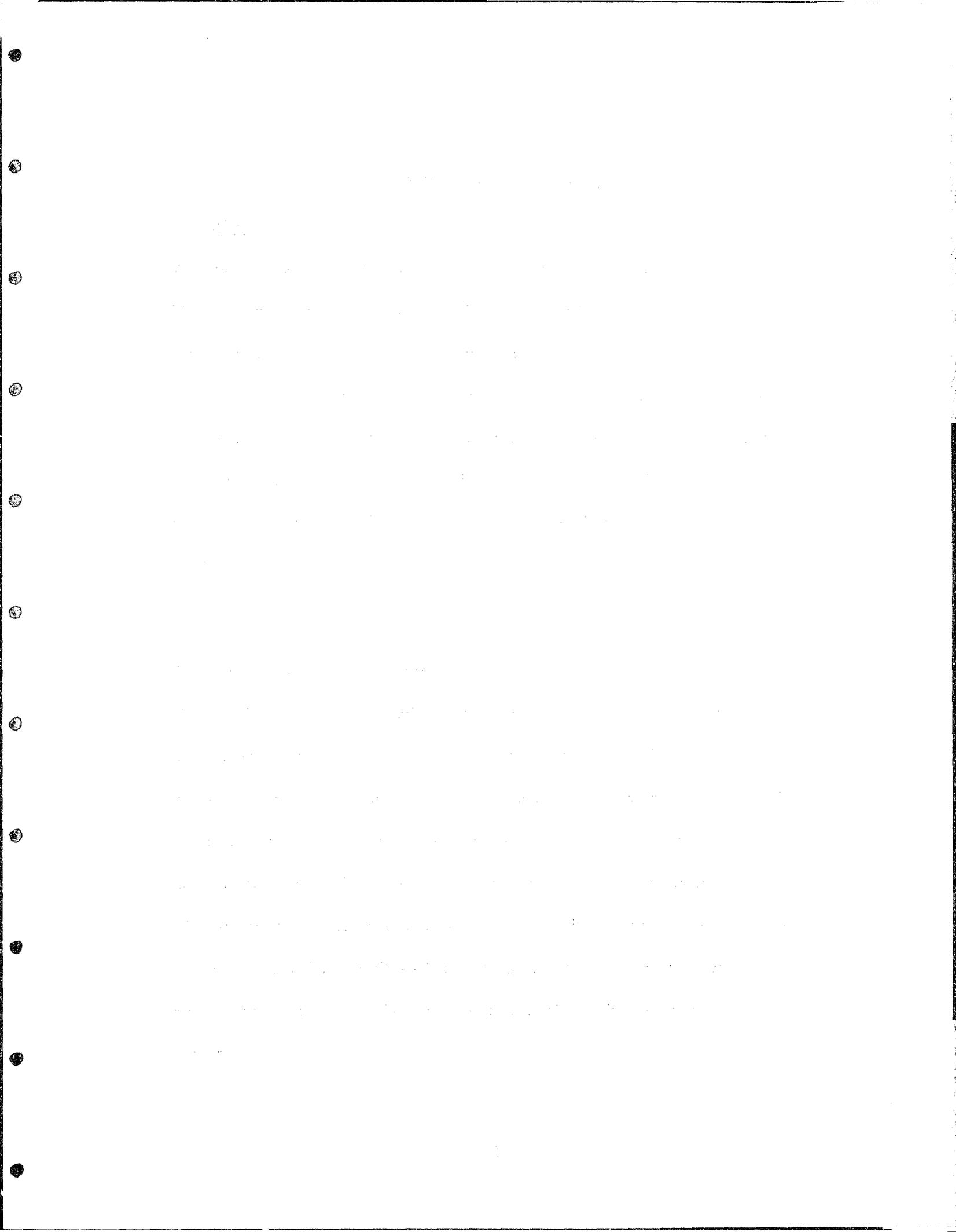
- 58 percent (n=780) were handled within the department and released.
- 41 percent (n=548) were referred to juvenile court or probation department.
- < One percent (n=5) were referred to a welfare agency.
- < One percent (n=1) were referred to some other police agency.

In terms of trends, the following pattern emerged during the

1971 - 1973 period:

	1971	1972	1973
<u>TOTAL CASES</u>	<u>1,344</u>	<u>1,457</u>	<u>1,334</u>
Handled within department	36%	54%	58%
Referred to juvenile court	61%	45%	41%
Referred to welfare agency	1%	1%	<1%
Referred to other police agency	-	<1%	<1%
Referred to adult/criminal court	2%	<1%	-

V. COMMUNITY DESCRIPTION



The first settler in the Waco area, on the west side of the Brazos, was Neil McLennan. On March 1, 1849 the town of Waco was officially surveyed. During the ensuing decade, great plantations and large farms emerged. On January 6, 1870 a suspension bridge spanning the Brazos, Texas' longest river, representing the only bridge across the Brazos was opened making Waco one of the main thoroughfares to the West.

In 1882 Waco became a railroad center and was established as a distribution point for central Texas, thus attracting the textile and lumber industries, and by 1890 Waco had become renowned as one of the major cotton markets of the nation. The city continued to flourish in this respect almost unaltered until the 1920s, until the advent of diversified farming. During the first half of the 20th Century Waco was a major distribution center for central Texas, a manufacturing complex, and a production center for livestock, poultry and cotton.

On May 11, 1953, a tornado struck the central business district of Waco causing more than \$50 million in damages and more than one hundred deaths. The end result of this event was that the total loss in business was never fully recovered, and a significant portion of the commercial and residential interests moved to the

city's outlying areas. The 1970 census document a population loss in excess of 10 percent from 1960. The city has apparently recovered from the effects of the catastrophe and as the data will show starting to regain its population and economic growth.

Social and Demographic Composition of Waco/McLennan County Population

The 1970 Census placed the entire (total) population of this SMSA at 147,553. The City of Waco has a population of 95,326; some 64.6 percent of the area's people live in the corporate limits of Waco. The balance of McLennan County has a population of some 52,227 people; these account for the remaining 35.4 percent of the SMSA total population.

Ethnicity

While both the City of Waco and McLennan County are predominantly white, each has a higher proportion of blacks than Texas.

The following table represents these statistics.

Waco/McLennan Ethnic Composition

Ethnicity	Waco		Balance/McLennan		Total	
	No.	%	No.	%	No.	%
White	75,923	79.6	47,108	90.2	123,031	83.4
White/ Spanish Speaking	7,413	7.8	2,328	4.5	9,741	6.6
Black	18,955	19.9	4,844	9.3	23,799	16.1

The 1970 Census places the black population of the state of Texas at 12.5 percent. The 16.1 percent found in McLennan County suggests an impressive overconcentration. The bulk of the population appears to reside within the city limits of Waco. While only 9.3 percent of the non-Waco McLennan population is black, blacks constitute some 19.9 percent of the city's population. The representation of persons with either Latin surnames or Spanish speaking is greater in the City of Waco than in the surrounding McLennan County.

#### Age

1970 Census data suggest that both the city and county have populations that are noticeably skewed towards the older cohorts. A census summary suggests these age distributions:

#### Age Distribution by Cohort and Area

Cohort	Waco		Balance/McLennan		Total	
	No.	%	No.	%	No.	%
5 years	6,782	7.1	3,797	7.2	10,579	7.2
5 - 9 years	7,768	8.1	5,018	9.6	12,786	8.7
10 - 14 years	8,603	9.0	5,788	11.9	14,391	9.8
15 - 19 years	9,993	10.5	5,013	9.6	15,006	10.2
20 - 24 years	9,402	9.9	2,956	5.7	12,358	8.4
25 - 34 years	9,583	10.1	5,635	10.8	15,218	10.3
35 - 44 years	9,918	10.4	6,298	12.1	16,216	11.0
45 - 64 years	21,214	22.3	11,548	22.1	32,762	22.2
65 years +	12,063	12.7	6,174	11.8	18,237	12.4

### Mortality and Morbidity

An examination of selected health indices suggests that McLennan County has a somewhat higher general mortality rate than other comparable areas in Texas. Recall that the population of Waco/McLennan is older than that of most of the SMSA's in Texas. This immediately suggests that several illnesses and conditions, e. g., cancer, heart diseases and conditions associated with hypertension, will be somewhat greater in the Waco/McLennan area. An examination of the infant mortality data suggests an improvement in the health picture. These data suggest that infant mortality has decreased in the past five years with the most noticeable decrease among blacks. Researchers in the community have suggested that this change in infant mortality statistics is the result of changes in the health care delivery system. The initiation of a family practice program in the county health department is seen as one of the most significant factors.

Morbidity statistics for McLennan County indicate a higher rate for many conditions than found in other counties in the Heart of Texas area. Considering some of the significant causes of death the following observations can be advanced: there has been consistent and steady increase in the number of motor vehicle deaths between 1968 and 1970. In 1968 there were 48 deaths, in 1969,

51 deaths and in 1970, 60 deaths. As we suggested above, the proportion of deaths from cancer (all malignant neoplasms) also continues to rise.

A very serious problem in the McLennan/Waco area has to do with the startling increase in the rise of venereal disease. Interview data with county health officials suggest that although the venereal disease problem is found throughout all social levels, significant patterns of overrepresentation have been observed among minority and lower class members.

In summary these data all point in a similar direction. The area's population is older, somewhat less affluent, and not as healthy as that found in other areas in the state.

#### Population Movements

Between 1960 and 1970 there was a negative net immigration of 16,877 out of Waco; this constituted an 11.2 percent decline over the ten year census period. Fewer jobs and a decline in defense spending in the area are held responsible for this decline. Since 1970, however, the population appears to be growing. The following figures present this change along with projections made by the Baylor University Bureau of Business and Economic Research.

Actual Changes

1960	-	150,091
1970	-	147,533
1971	-	148,422
1972	-	149,292
1973	-	150,161

Projections

1975	-	151,900
1980	-	156,975

Some 65 percent of the McLennan County population currently resides within the corporate limits of Waco.

Waco and Other Texas SMSA: Some Comparisons

The following table was compiled from the most recent census. In it some main social and economic areas have been highlighted to provide some comparisons between Waco and other SMSA's in Texas.

Perhaps the most striking observation concerns the age of the Waco population. The mean age of 30.9 years found in Waco is the oldest of any of the other cities represented. Not surprisingly, of course, is the fact that Waco has, as well, the greatest proportion of economically quiescent citizens, i. e., over 65 years of age, in the state. These observations leave little room for multiple interpretation: the population of the city is an older one and if the population movements continue as they have in the past, the

population of this city will remain one of the oldest in the state.

It is anticipated that the proportion of retired people living in the area will continue to increase as the cost of living accelerates in other areas.

In the area of per capita income Waco falls along with El Paso, Brownsville, and McAllen as having the lowest per capita income in the state. These findings reflect, again, the relative age of the population and the overall economic situation of the area.

In other indications, such as home ownership, telephone utilization, etc. Waco falls in the middle range of the distribution.

The town is not as prosperous and wealthy as some other areas, but the social indications suggest that it is not as badly off as some.

TABLE 17:

Social Indicators: Waco and Other Texas SMSA's

	Employment	Per Capita Personal Income	Median Age (Yrs.)	Age 65 & Over	High School grads-Age 25 or over	Owner-Occupied Housing	Households Owning Auto	Households w/Telephone	Households w/Plumbing
Waco	42,230	3,437	30.9	12.5%	45.1%	65.6%	86.1%	85.3%	96.4%
Abilene	28,677	3,714	20.9	10.8	52.5	66.6	91.3	85.9	97.8
Amarillo	40,854	3,987	27.1	8	59.2	68.1	92	87.9	99.1
Austin	114,735	3,585	24.2	7.1	60.9	54.9	90.3	88.1	97.5
Brownsville	29,805	2,515	21.8	8.5	34.9	67.4	80.5	64.9	88.7
Corpus Christi	68,036	3,482	24	6.4	47.1	64.4	88.5	79.5	93.1
Dallas	598,447	4,408	26.5	7.3	54.8	60	89	86.4	97.8
Ft. Worth	217,646	3,918	26.9	7.6	52	66.7	90.9	88.5	98.4
El Paso	91,002	3,172	22.4	5.8	51.1	58.7	84.2	80.1	92.1
Galveston	43,605	3,968	27.8	7.6	45.9	62.5	85.1	84.8	97
Houston	698,861	4,393	25.9	6.1	51.7	60.1	88.4	86.2	97.3
Killeen/Temple	25,098	3,864	22.8	7	51.1	53.8	90.6	82.7	96.3
Lubbock	52,342	3,709	23.3	6.3	55.1	60.6	92	84.9	98.9
McAllen	31,758	2,136	20.7	7.7	30.3	70.5	81.5	63.9	74.9
San Antonio	193,566	3,561	24.1	7.7	46.8	63.9	85.8	85.8	94.3
Wichita Falls	28,851	4,266	26.8	9.9	54.4	66.2	89.6	88.1	98.2

SOURCE: The Texas Almanac, 1974-75.

## Economy

Waco's business community is looking forward to new business entering the area. The tone of the business community is essentially one of optimism. Both retail sales and bank deposits continue to rise.

Similarly, the per capita income continues to demonstrate a yearly increase along with new income of the community. Consider the following statistics:

<u>Year</u>	<u>Million</u>	<u>Income</u>	<u>Per Capita</u>
1969	\$479		\$3,183
1970	515		3,471
1971	525		3,537
1972	587		3,932
1973	632		4,209
1975 *	678		4,463
1980 *	775		4,937

\* These projections have been made by the Baylor University Bureau of Business and Economic Research.

## Employment Trends

Employment in Waco rose moderately, with most of the growth in local government through August 1974. Manufacturing was down slightly over the last twelve months. Total resident employment was estimated at 65,200 in August 1974 compared with

64,800 a year ago. Unemployment declined from 4.3 percent in August 1973 to 4.0 percent in August 1974.

Manufacturing wages in McLennan County continued to rise, but were still below the average for the rest of the state. Most of the manpower problems of the area are found in Waco's inner city.

The following table represents occupational characteristics of McLennan County's population according to the 1970 census. \*

\* Source: Area Manpower Review; Waco, Texas Area, September 1974.

TABLE 18: SELECTED DEMOGRAPHIC CHARACTERISTICS FROM THE 1970 CENSUS

Occupations	McLennan County							
	Total		Black		White & Others*		Spanish American	
	No.	%	No.	%	No.	%	No.	%
Prof. & Technical	7,808	13.3	832	9.5	6,976	13.9	257	7.6
Managers & Admin.	5,276	9.0	249	2.8	5,027	10.0	171	5.0
Clerical and Sales	14,305	24.3	728	8.3	13,577	27.1	531	15.6
Craftsmen & Foremen	7,204	12.2	638	7.2	6,566	13.1	465	13.7
Semi-Skilled	20,301	34.5	5,598	63.6	14,703	29.4	1,652	48.7
Farm Workers	1,665	2.8	131	1.5	1,534	3.1	92	2.7
Experienced Unemployed	2,266	3.9	626	7.1	1,640	3.3	227	6.7

\* Includes Spanish American

### Family Income

The 1970 census suggests that most of the families within Waco and McLennan County fall into the lower middle income ranges.

### Family Income By Area \*

Income	Waco		Balance/McLennan		Total	
	No.	%	No.	%	No.	%
\$ < 3,000	3,429	14.4	1,983	14.3	5,412	14.3
3,000 - 5,999	5,334	22.4	2,781	20.0	8,115	21.5
6,000 - 9,999	6,841	28.7	4,616	32.2	11,457	30.3
10,000 - 24,999	7,575	31.7	4,238	31.1	11,903	31.5
25,000 > =	686	2.9	182	1.3	868	2.3
Median Income	7,857		7,918		7,884	
Average Income	8,974		8,568		8,825	

\* These projections have been made by the Baylor University Bureau of Business and Economic Research.

### Ethnicity and Income

Census data suggests some noticeable differences along ethnic lines in median family incomes. Compare the following statistics: in 1970 the median family income for McLennan County was \$7,884; for black families, however, it was \$4,673 and for Mexican-American families it was \$5,719. It is clear that the minority population in McLennan as in other areas suffers from the same kind of deprivations that is indigenous to this group.

Considering some other minority statistics, the following observations

can be advanced: the proportion of elderly persons has increased from nine percent in 1960 to more than 12 percent in 1974. As we have suggested above, the proportion of blacks residing in the Waco SMSA has increased more than five percent in the last ten years. Almost 40 percent of the black families are headed by women. The median income of black families has doubled in the last ten years from \$2,278 to \$4,738.

TABLE 19

URBAN FAMILY BUDGETS: ESTIMATED WACO-MCLENNAN COUNTY  
 COST OF LIVING AS PERCENT OF AVERAGE FOR THE U.S. AND  
 AVERAGE OF ALL METROPOLITAN AREAS  
 AS PERCENT OF U.S.  
 U.S. AVERAGE = 100%

	<u>Total Budget</u>	<u>Consumption</u>	<u>Food</u>	<u>Housing</u>	<u>Trans- portation</u>	<u>Clothing &amp; Personal Care</u>	<u>Medical Care</u>	<u>All Other Family Consumption</u>	<u>Personal Income Tax</u>
	<u>LOW BUDGET</u>								
92 Waco	91	93	92	88	90	95	88	102	73
Other Areas	102	101	102	102	96	102	103	104	103
	<u>INTERMEDIATE BUDGET</u>								
Waco	89	91	92	80	99	95	88	102	74
Other Areas	102	102	102	103	101	102	103	104	104
	<u>HIGH BUDGET</u>								
Waco	89	92	93	85	96	96	88	103	69
Other Areas	103	103	102	104	102	101	103	104	105

Estimates prepared by Professor Burke A. Parsons,  
 Director Bureau of Business and Economic Research,  
 Hankamer School of Business, Baylor University

TABLE 20

ESTIMATES OF MCLENNAN COUNTY INCOME, 1971 AND 1973  
WITH PROJECTIONS IN CONSTANT 1974 DOLLARS  
(Millions of Dollars)

Income From:	1971	1972	1973	1975	1980
Farm	2.7	8.7	10.4	9.8	9.9
Government	67.1	72.4	81.3	87.9	101.3
Manufacturing	90.5	105.9	115.9	127.9	155.5
Mining	.8	.7	.8	.8	.8
Construction	24.3	27.1	26.4	27.0	27.3
Transportation, Communications & Public Utilities	27.3	31.7	35.4	38.1	43.5
Wholesale and Retail Trade	76.8	82.4	83.2	87.5	96.4
Finance, Insurance and Real Estate Services	23.6	26.1	28.3	29.9	32.8
	<u>70.8</u>	<u>75.6</u>	<u>81.1</u>	<u>87.2</u>	<u>99.5</u>
Total Earnings <u>a/</u>	383.9	430.6	462.8	496.1	567.0
Less Social Security Contributions	<u>-20.5</u>	<u>-22.6</u>	<u>-28.0</u>	<u>-29.9</u>	<u>-34.3</u>
	363.4	408.0	434.8	466.2	532.7
Transfer Payments	63.8	71.0	82.8	88.7	101.5
Property Income	<u>97.4</u>	<u>107.9</u>	<u>114.6</u>	<u>122.9</u>	<u>140.6</u>
Total Income	524.6	586.9	632.2	677.3	774.8

a/ Includes wages and salaries, other labor income and proprietor's income

Waco Chamber of Commerce  
Publication Data: March 25, 1974

### Cost of Living

The data suggests that the cost of living in the Waco SMSA is lower than in other areas of the United States of comparable size and density. Among the causes suggested for this is the phasing out of two military installations in the late 1950's and early 1960's. This had the result of many military retirees choosing to make their home in the area to lower expenses. The presence of a sizeable economically non-productive group would tend to keep prices low.

Salary scales in the area tend to be lower than what would generally be considered "average" in other areas. Interestingly, pay scales for county and city employees appear to be somewhat higher than the scales used by local private industry.

Manufacturing is the primary source of income and recently manufacturers have been interested in the area because of the population's willingness to accept lower salary scales; Waco is not considered a "union town." Per capita income averages \$4,209 in 1973 which is somewhat below the national average and also compared with averages in all other metropolitan areas.

Waco presents the observer with a number of contrasts: on the one hand it is a city of almost 100,000 people; the county seat and

the main trading area for the Heart of Texas region. On the other hand it has many of the characteristics of a small town. The center of the city is poorly utilized. Several years ago a shopping mall was constructed in the downtown section. Today the mall stands virtually deserted -- less than half the stores have tenants and many of those still operating provide goods for low income peoples. The life of the city is to be found in the outlying suburban areas. Here shopping malls, restaurants, etc. are well utilized by the city's more affluent citizens. By all accounts this trend will continue and the center of the city will continue to lag behind these suburban centers.

## HEALTH CARE SERVICES

### The Waco/McLennan County Health Department

The Waco-McLennan County Health Department is a local public agency financed by State, County, and City funds and is designed primarily to prevent and control disease and enforce laws and ordinances established to protect health and our environment. Policies and priorities are established by the Waco-McLennan County Board of Health which is appointed jointly by the City Council and County Commissioners.

Activities of the Health Department are directed by a licensed physician with special training and experience in public health practice. Included on the staff are specialists in public health nursing, dentistry, clinical laboratory procedures, environmental sanitation and other medical and public health disciplines.

### Environmental Health Division

Inspections are performed prior to issuing city permits to the following: day care centers, kindergartens, nursing homes, dairies, milk processing operations, swimming pools, food service and food processing establishments, restaurants, liquor package stores, marinas and boating. Other services include

vector and rodent control, rabies control, health nuisance complaints, air pollution sampling, solid waste disposal inspection, and water and waste water disposal system inspection. Regular follow-up inspections are conducted periodically to assure compliance with existing ordinances and regulations.

#### Laboratory Division

Regional Laboratory of Texas State Department of Health which means services are available to other counties besides McLennan.

Various tests are performed on the request of private physicians or the Health Director including serological tests for syphilis, cultures for gonorrhoea, streptococci typing, clinical tests, milk and water bacteriology and x-ray for tuberculosis patients and contacts, school personnel and food handlers.

#### Vital Statistics

Certified copies of birth and death certificates are issued upon request for a fee of two dollars. This includes only those births and deaths occurring within the city limits of Waco.

Vital Statistics include the registration, preparation, transcription, collection, compilation, and preservation of data pertaining to births, adoptions, legitimations, deaths, stillbirths,

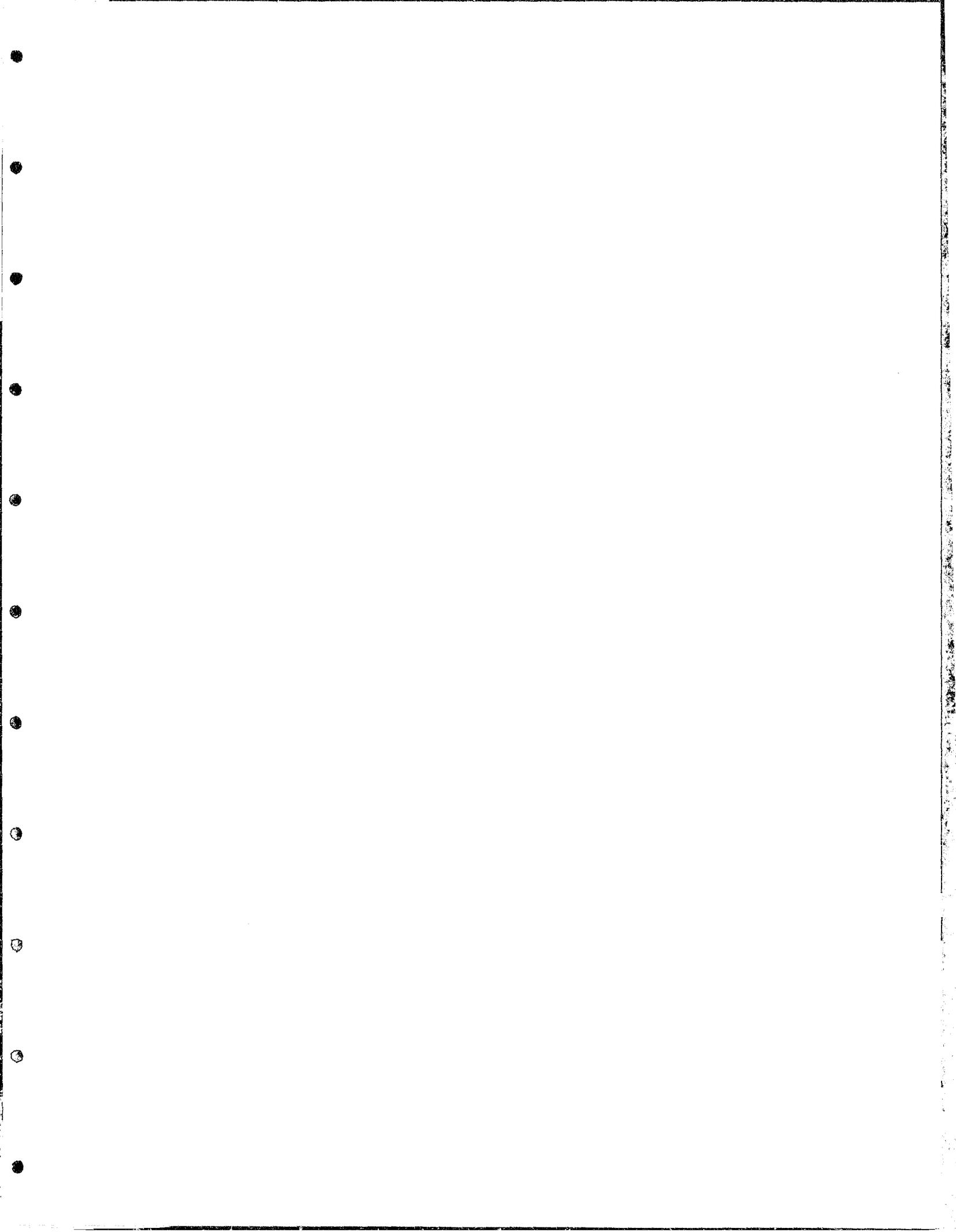
marital status and data incidental thereto. Health data are collected for use in planning of programs for the local and State Health Departments and other community agencies. Assistance is given to persons needing to procure a certified copy from outside the State of Texas.

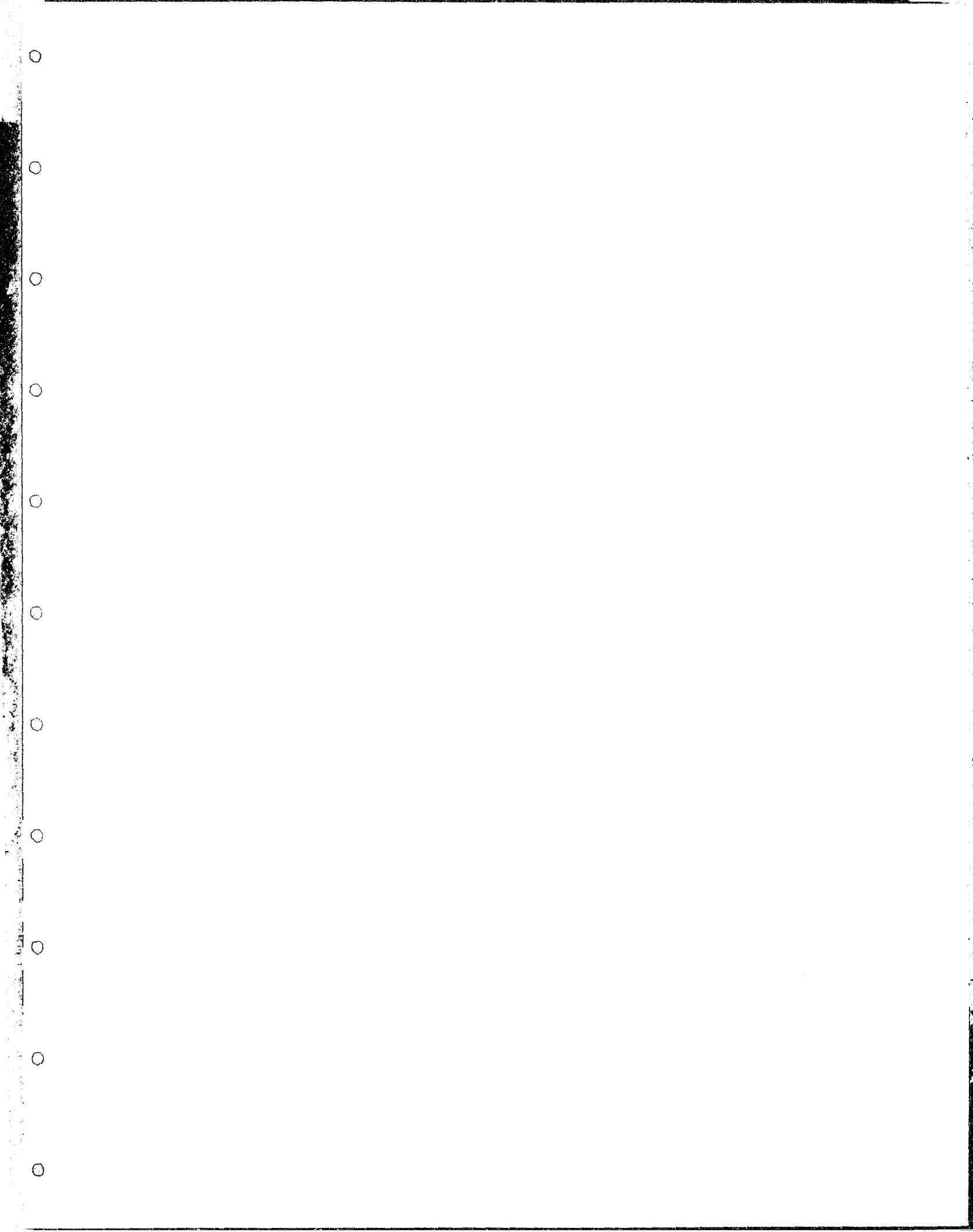
#### Public Health Nursing

The nursing service provides health promotional, investigative, and educational home visits and nursing care in the areas of disease prevention, maternal care, child care, crippled children care, cancer control, cardiovascular disease control, and chronic disease control. The nursing division also operates a screening clinic for welfare children.

The Home Health Care Service provides skilled nursing care in the home on a part time basis. Example of services given: injectable medications, dressing changes, colostomy irrigations, decubitus care, insertion and care of indwelling catheters and teaching family members specified procedures. Referrals are accepted from physicians, agencies and individuals and are available to residents of McLennan County. Fees are based on ability to pay.

A homemaker service also provides housekeeping and personal





**CONTINUED**

**1 OF 3**

people, and the national average of one doctor for each 600, the trend towards the loss of total number of physicians in McLennan County appears to be reversing itself. Because of programs in Family Health instituted by the McLennan County Health Department a continuous input of young physicians has been coming into the community. A number of these are apt to stay in the community after their residency training period is completed.

A net increase of new physicians in Waco has altered the average age of local practitioners. Compared to 1969, when more than 56 percent of Waco's total physician population was 50 years old or older, there are currently in Waco/McLennan County only 49 percent who are 50 years old or above, with 51 percent of the doctor population in the age group 29-49 years. A substantial proportion -- 24 percent -- of the physician population is in the 29 to 39 age cohort. An examination of a physician's listing suggests that most of the major medical specialties are represented in the area.

## MENTAL HEALTH SERVICES

### Adult Mental Health Services

Emergency Services. Emergency and crisis intervention services are carried out by the professional staff of the MH/MR Center on a 24 hour per day, seven day per week, 365 days per year basis. During regular office hours when the Center's outpatient offices and other programs are open, crisis intervention services are available for anyone walking into the Outpatient Center, the Psychiatric Diagnostic Center, or the Drug Abuse Program. Individuals contacting any of the other service elements will be referred to the Outpatient Department for immediate intake in crisis service.

During periods of time when the Center's programs are closed the professional staff rotate on call and they are contacted through the use of a special emergency phone number facilitated by an answering service and air paging. In addition to the primary specialist on call (social worker or psychologist) a psychiatrist or internist is always available and a specialist in the field of drug abuse or alcoholism may also be contacted as needed. Emergency psychiatric service is also available at the emergency room at Providence Hospital and for suspected disturbed individuals who have been arrested, through the Psychiatric Diagnostic Center located in the County Courthouse Annex.

During fiscal year 1973, the Emergency Service provided 279 hours of service to McLennan County residents and received an average of 42 calls per month. The cost per hour of service was \$40.78; the median cost for this type of service in community mental health centers across the state was \$40.83.

#### In-patient Services

The in-patient component of the MH/MR Center is located in the new 60 bed psychiatric unit of Providence Hospital. This unit is located on two floors of the new Providence Hospital and was completed in part through the availability of Community Mental Health Center Construction Funds. The utilization of in-patient beds has been severely limited during the past fiscal year due to the limitation of funds available to this Center.

During fiscal year 1973, 547 days of service were utilized on the in-patient service at a cost of \$83.08 per day. This figure includes the Providence daily room rate plus services provided by the MH/MR psychiatrist and social worker. The median cost for in-patient services in community mental health centers in the state was \$48.26; significantly lower than the McLennan/Waco cost since many community mental health centers operate their own specialized in-patient unit rather than contracting with an

existing general hospital whose room rate must cover many services not necessary for psychiatric care.

Community Living Center

This program provides a transitional stage between long term hospitalization in the state hospital and eventual return to self-sustained living in the community through resocialization and a group therapy program designed to maximize the self-sufficiency of the typically chronic, dependent psychiatric patient.

Clients of the CLC spend three to five days a week in the center participating in activities ranging from recreation to group therapy to practice in daily skills

During fiscal year 1974, plans have been made to continue the CLC program and once the new facilities at Providence Hospital are completed a second partial care program will be developed to utilize the recreational therapy and occupational therapy facilities designed in the new building. It is anticipated that the current load of approximately 50 patients per month will be maintained at the CLC. An additional 60 patients per day will be served in the additional partial care program to be operated at Providence.

During fiscal year 1973, 22,263 hours of service were provided

in the CLC program at a cost of \$1.74 per hour. The median cost of partial care services in the state was \$3.90.

#### Outpatient Services

The outpatient service provides diagnostic evaluation and treatment to McLennan County residents experiencing disturbances in their personal and social functioning ranging from minor situational concerns to severe psychoses. The multi-disciplinary staff utilize individual and group psychotherapy to assist individuals and their families in dealing more constructively with the problems of daily life. Psychotherapeutic medications prescribed by MH/MR staff physicians are used as appropriate to the needs of the client. The outpatient staff works closely with staff in the other MH/MR services to insure continuity of care to the center's clients.

During fiscal year 1973, 1,225 clients received a total of 13,535 hours of service from the outpatient staff at a cost of \$13.16 per hour. The median cost for similar programs in the state was \$24.92 per hour.

#### Psychiatric Diagnostic Center

The Psychiatric Diagnostic Center, a short-term holding unit, serves dual purposes in the MH/MR program. For MH/MR staff, the Psychiatric Diagnostic Center serves as an observation,

evaluation and treatment facility for psychiatric patients who are later referred to other mental health services such as Outpatient Services, a local hospital or the Austin State Hospital.

The PDC also provides McLennan County law enforcement agencies with an alternative to the county jail for placement of law offenders whose crimes are believed to be caused by emotional problems rather than intent. In cases where immediate, intensive hospitalization is required for psychiatric patients, staff may utilize the facilities of the Psychiatric Division of Providence Hospital.

The average stay in the PDC for an individual is about three days. Psychiatric patients are referred to the PDC by numerous law enforcement, community and social service agencies in the county.

The PDC is operated by the MH/MR Board of Trustees under an arrangement with McLennan County which is the Grantee from the Texas Criminal Justice Council. During fiscal year 1973, the PDC served 340 patients. The cost per day was \$64.90, compared with \$64.90 per day for similar units in the state.

It is anticipated that the caseload of the PDC will continue to increase since it now serves the other HOTCOG counties on a fee basis. Approximately 70 percent of the individuals served by

the Center are diverted from the Criminal Justice System.

Children's Mental Health Service

A similar range of services are offered for children and adolescents. Outpatient, in-patient, partial care services and emergency services are presently available and plans are being formulated for their expansion.

MENTAL HEALTH SERVICES PROGRAM LAYOUT

Freeman House/  
Drying Out Center  
1401 Columbus

Services:  
Detoxification  
Halfway House

Goodwill Industries

Services:  
Mr Work Training

Community Campus  
Kirk Wilson School  
1101 S. 2nd Street

Services:  
Day Care  
Training  
Education

Central Offices  
1401 N. 18th Street

Services:  
Outpatient  
Inpatient  
Partial Care  
Pharmacy  
Emergency  
Education  
Administrative  
Walk-in Clinic

Community Living Center  
905 N. 18th Street

Services:  
Partial Care

Changes  
Drug Abuse Program  
313 S. 12th Street

Services:  
Outpatient  
Residential  
Outreach  
Inpatient

Children's Guidance Center  
1111 Herring

Services:  
Outpatient  
Inpatient  
Partial Care  
Outreach  
Emergency  
Education

Psychiatric Diagnostic Center  
Courthouse Annex - 3rd Floor

Services:  
Diagnostic  
Evaluation  
Short Term Holding

Alcoholism & Mental Retardation  
Programs  
210 S. 8th Street

Services:  
Family Counseling  
Sheltered Work Crews  
Walk-in Clinic  
Council on Alcoholism

### Drug Abuse Services

Data descriptive of the prevalence and incidence of drug abuse in the City of Waco and McLennan County are minimal, and limited to local arrest statistics. These figures while not necessarily measures of the size of the drug population, nevertheless provide indicators of the increased numbers of users coming into contact with the criminal justice system as a result of drug use. For example:

	<u>1970</u>	<u>1971</u>	<u>1972</u>	<u>1973</u>
Total Drug Offenders	125	82	99	171
Annual Percent Change	+400%	- 34%	+ 20%	+ 73%
• Marijuana	63	55	69	116
• Opium/Cocaine	10	--	--	8
• Synthetic Narcotics	5	19	20	19
• Dangerous Drugs	47	8	10	28

These data suggest that there has been some fluctuation from year to year in the level of arrests for the various drug offenses. In total, arrests in the general category of drug offenses increased by some 37 percent since 1970. However, during the same period, there was a 20 percent decrease in arrests in the area of cocaine, opium, and their derivatives, a 40 percent decrease in the area of dangerous drugs (barbiturates, amphetamines), a 280 percent increase in the area of synthetic narcotics, and an 84 percent increase in the area of marijuana.

During 1973, there were 171 drug arrests, and of these, some 68 percent (n=116) were marijuana offenders, the majority of which were males (91 percent), and 88 percent were under the age of 25. Only seven percent (n=8) of the arrests involved opiate drugs or cocaine, and all of these arrestees were males, half of which were under age 25. Some 25 percent (n=47) of the drug arrests involved synthetic narcotics or other dangerous drugs and 83 percent of these were males and 57 percent were under age 25. In terms of the total drug offender population, consider the following three year trend:

	<u>1971</u>	<u>1972</u>	<u>1973</u>
Total	82	99	171
males	88%	85%	89%
females	12%	15%	11%
white	70%	55%	62%
black	30%	45%	38%
25 and under	82%	68%	78%
25 - 34	16%	19%	16%
35 and above	2%	13%	6%
median age	21	21	20

Note: It must be cautioned here that these data refer only to drug offenders arrested by the Waco Police Department. Two experts in the area of drug abuse individually contacted the drug programs in Waco, and it was clearly stated that no data on the drug population or the program patient populations were available.

"Changes," the new comprehensive drug abuse treatment program of the McLennan County Mental Health/Mental Retardation Center, began in August, 1973. In September 1974, the program began operation at a new location at South 12th Street which provides a residential facility for a 20 bed drug free community. "Changes" offers a range of service from outpatient care to 24-hour in-patient care in the residential drug-free living center. "Changes" clients are involved in individual and group therapy sessions and are offered courses in the evenings at the residential center. Education and employment counseling is an important part of the "Changes" program. The emphasis of the program is on drug-free living. When a "Changes" client is released from the active treatment part of the program, there is follow-up in the Aftercare Program to assist the client in living without drugs. Cost accounting figures are not yet available for this program.

Two authorities in the area of drug abuse visited the county's comprehensive drug program. Administratively, organizationally, and therapeutically the program was found to be very disappointing. Program personnel have no conception of the nature and size of the drug using population in Waco. It appears as though the program director has succeeded in alienating many of the judges, probation personnel, etc., who could be excellent sources of referrals.

Interview data with the program's director suggested only a minimal knowledge of the community's law enforcement system. The physical plant is poorly maintained. The program has the appearance of being poorly run, with little control over either personnel and/or material. There are no standardized intake procedures in terms of medical and psychological evaluations. The program has no evaluation criteria or component for measuring the success of its patients. None of the program segments are meeting NIDA matrix standards. The methadone program which opened on December 20, 1974 with a 40 patient capacity, was closed shortly after its opening due to two methadone overdose deaths. The residential facility, 50 percent under capacity, was recently closed for a clean-up operation. As such, it appears that although resources do exist for the treatment of drug cases, their current condition and/or situation precludes their maximum utilization.

### Treatment of Alcoholic Persons

Alcoholic persons in Waco/McLennan County, as in other areas of the country, use a disproportionately large share of law enforcement resources. For instance, in 1973 some 1,374 arrests were made for the crime of drunkenness; these arrests constituted some 34 percent of all the arrests made in the City of Waco. The treatment of these persons, however, has always been of the "revolving door" variety. They are taken into custody, adjudicated and either given short or suspended sentences. Because of the system no real changes can occur and the public inebriate is further confirmed into the destructive pattern.

An attempt to deal with the problem of the public inebriate in a non-judicial fashion has been instituted by the McLennan County Mental Health/Mental Retardation Center. A Sub-Acute Detoxification Unit has been established. This unit provides medical assistance in recovering from the effects of prolonged drinking episodes. Specific services provided by the program include: physical examinations, medical treatment as indicated, up to seven days of residential care, and counseling and referral to other programs.

In two years of operation some 352 clients have been serviced by

this program; 149 people during the first year and 203 persons the second year. While no comparisons of persons arrested with persons treated has been attempted (the data necessary for such an analysis is not available) the relative strengths of the differences in numbers reinforces the hypothesis that the overwhelming majority of these problem-individuals remain trapped in the criminal justice system.

Interviews with both law enforcement personnel and treatment providers suggest the expansion of such efforts. Another hypothesis suggested by the examination of the trend data, indicates a significant reduction in the proportion of drunkenness and disorderly arrests since the detoxification program has begun operation; the representation of drunkenness arrests has decreased by more than 10 percent and the representation of disorderly conduct and vagrancy by more than 30 percent. Again, a causal relationship cannot be established, however, it does seem to suggest that even the presence of a small resource can have a significant impact on the crime situation of the community.

## Education

Private. Numerous pre-school, elementary, and high schools operate on either a private or parochial basis. Montessori schooling is available. One business school and one private trade school operate in Waco.

Public. Public schools outside the Waco Independent School also function on the Independent School District pattern (e. g. , Mart Independent School District, West Independent School District, etc.). A county school system does not exist.

Major schools of higher education in the area are Baylor University, Paul Quinn College, and McLennan Community College. Texas State Technical Institute provides a varied degree of vocational skills through a public supported program.

## Transportation

The Waco/McLennan area is served by an by Texas International Airlines (three flights daily) and approximately six charter services.

Arrow, Central Greyhound, and Central Texas Buslines make approximately 116 trips daily to various points outside the immediate area.

The County of McLennan does not have any public transportation system. The City of Waco has a regular public transit service which operates 20 buses on a six day weekly schedule. In addition, the City of Waco provides free public bus service (radio-equipped) for the Senior Citizens and disabled residents.

One taxi service operates in the metropolitan Waco area.

#### Interface of Non-Criminal Justice Systems/Organizations

Below are listed some of the primary agencies with which Criminal Justice System components deal to a large extent:

- Baylor University, McLennan Community College.
  - Training and educational programs for Criminal Justice System personnel.
  - Use of physical facilities.
  - Internship programs in courts system.
- Waco-McLennan County Health Department.
- Mental Health Mental Retardation Center - operates Psychiatric Diagnostic Center in conjunction with the Criminal Justice System and also general mental health services.
- McLennan County Child Welfare Unit.
- Model Cities.
- Salvation Army - used frequently on weekends for referral by the police department when some agencies are not available.
- United Way.

The Action Planning Council has issued a directory for locating health, welfare, and recreation services available in Waco and McLennan County; and an Information and Referral Service for services not outlined in the directory. (See Appendix II).

Interview data tend to suggest that while these agencies do provide alternative to the Criminal Justice System, a measure of underutilization can be observed. The absence of effective administrative/social machinery capable of providing the necessary interface between systems is most often held responsible for this underutilization.

#### The Private Sector and Social Problems

One of the most important resources a community can mobilize in the fight against its social problems is the interest and support of its citizens in the private sector: while this support has traditionally been financial, citizen interest and involvement is essential to any endeavor. In Waco two such organized groups should be considered as having important places in the community. They are the umbrella-agency of the United Way and its planning subsidiary and the Action Planning Council. Below the work of these agencies has been described.

The United Way in Waco and McLennan County is active and pro-

ductive. Its work in the human services area has been acknowledged by an outside research panel during a study in the community.

(American Public Health Association's Medical Utilization Study in Texas). Annual fund drives are conducted under the auspices of community leaders. These funds are used to support community based programs in recreation, health and rehabilitation, and social service. The agency has a staff of seven full-time workers and one part-time employee.

The 1973 United Way goal was \$1,130,960. Its fund drive exceeded the goal raising some \$1,132,148. In 1974, the goal was \$1,200,000, the annual drive, however, was only able to raise \$1,150,000.

One might suggest that the worsening national economic situation influenced the work of the agency.

#### Action Planning Council

This agency provides an ongoing evaluation of all health and welfare services in the community, along with the development of plans to utilize available resources.

The agency also operates an Information and Referral Service (I&R) which provides information assistance in solving human problems. This agency is funded by the United Way. It has a

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VI. STRUCTURE AND ORGANIZATION OF  
CITY AND COUNTY GOVERNMENTS

## STRUCTURE AND ORGANIZATION OF CITY AND COUNTY GOVERNMENTS

### Waco's Form of Government and Powers

"The City's Home Rule Charter was adopted by the voters of the city at a special election held on November 1, 1958 ---." The following articles are vital in the administration of its government.

The City shall have all the powers granted to cities by the Constitution and Laws of the State of Texas together with all of the implied powers necessary to carry into execution such granted powers.

The municipal government provided by this Charter shall be known as "Council-Manager Government" ---. The Council will enact legislation, adopt budget, determine policies, and appoint the City Manager who shall execute the laws and administer the government of the City.

The City shall be divided into six (6) wards. The territory included in such wards shall be as heretofore established by ordinances of the City of Waco, and may be changed from time to time by ordinance -- so that each ward shall contain as nearly as possible, the same number of qualified electors.

The Council shall be composed of six (6) councilmen, each of whom unless sooner removed -- shall serve for two year terms --. Three members of the council shall be elected by popular vote each even year and three members each odd year.

The council, by election, designates one of its number as mayor and another of its number as mayor pro tem, each of whom shall serve in such capacity during the pleasure of the council.

The mayor presides at council meetings and is recognized as head of the city for all ceremonial and emergency purposes. He has no regular administrative duties; he is a regular voting member of the council but has no veto power.

The mayor pro tem acts as mayor during absence or disability of the mayor and has the same powers as mayor when acting in that capacity.

The city council appoints a city manager, who is the chief administrative and executive officer of the city. The city manager is appointed for an indefinite term; he may be removed at the will and pleasure of the council by majority vote of all council members.

## Duties and Powers of Mayor and City Manager

When necessary in case of riot or any other danger to the city, the mayor may summon into service a special police force -- all or as many citizens as may be necessary -- by proclamation or orders. During such emergency, the police department and special police summoned by the mayor are subject to the orders of the mayor. The special police have the same power as regular police of the city. The mayor also has authority to make special rules which have the same force and effect as law, when necessary to preserve public health, safety, and welfare during emergencies. In cases of riot or other unlawful assemblage, he may order and enforce the closing of any theatre, place of public amusement, other places of resort, public room, or building; and he may order the arrest of any person violating, in his presence, any State law or City ordinance.

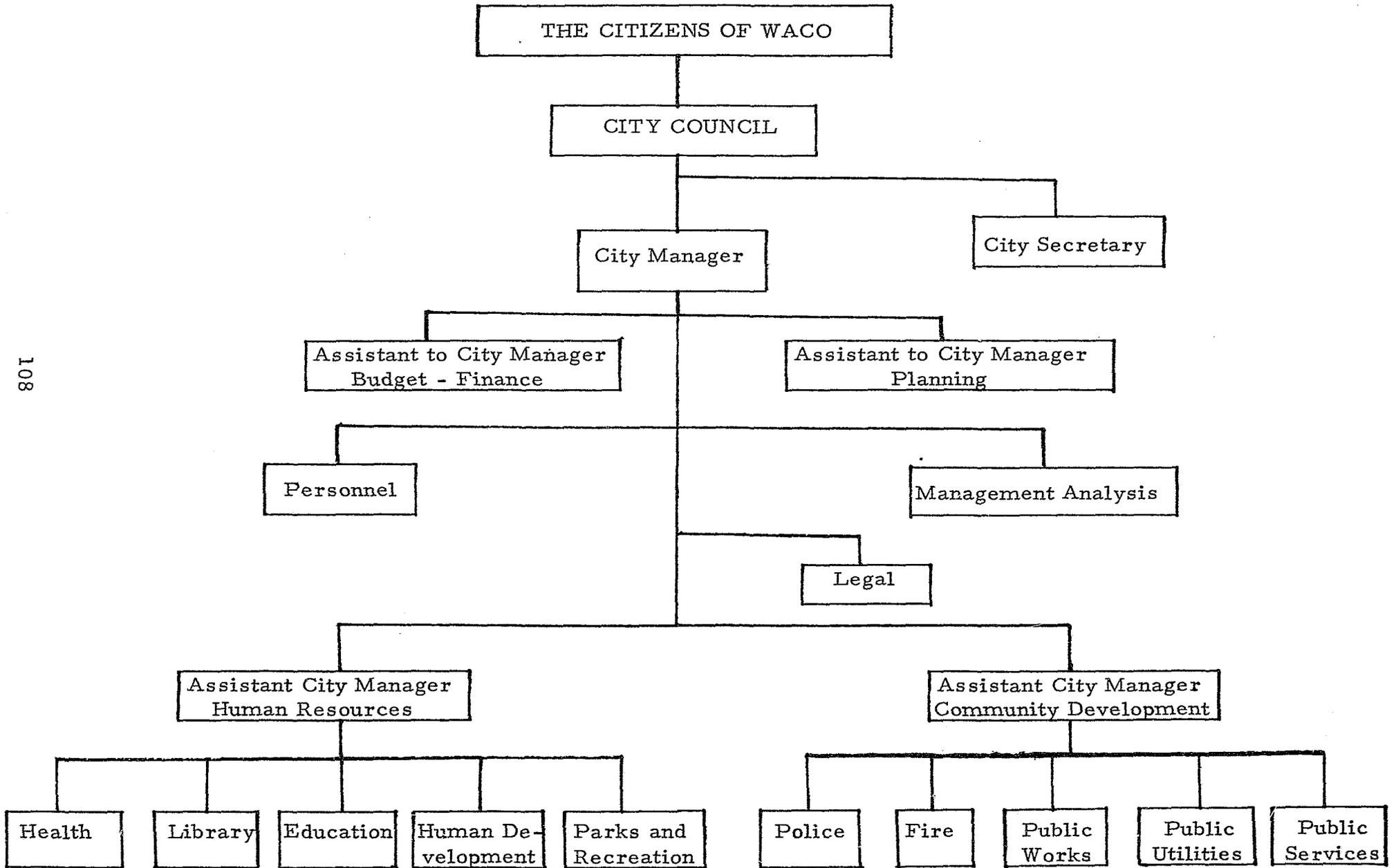
Chiefs or department heads shall be appointed by the chief executive (city manager) and confirmed by the city council. When the services of the chief or department head who previously held a civil service rank are terminated as such and he is removed as department head, he must be placed in a position no lower than the rank he held at the time of appointment; and he retains all rights and privileges of civil service.

The head of each City department is appointed by the city manager for an indefinite term. The department heads supervise and control their respective departments. They may be removed by the city manager at any time.

Duties and Powers of the Chief of Police

The work of the police chief shall be administrative and technical police work in the direction of all employees and activities of the municipal police department. This administrative position involves responsibility for the protection of lives and property in the City through the supervision of all police functions.

ORGANIZATION CHART CITY OF WACO, TEXAS



### Structure and Organization of County Government

The Commissioners' Court is the executive administrative body of the county. This body is made up of a County Judge (elected) and four County Commissioners. Budgeting for all county activities must be approved by this court.

The four commissioners, along with the county judge, are elected to a four-year term. The four commissioners represent one sector each of the four sectors into which McLennan County has been divided.

### County Clerk of McLennan County

The County Clerk is elected to a four year term. He is responsible for the collection and maintenance of vital statistics and legal records relevant to the inhabitants of McLennan County. These records include birth certificates, military service discharges, marriage licenses, property titles, and wills. This office also provides personnel to handle paperwork for the County-Court-at-Law, the County Court, and the Commissioners' Court.

The office also supervises all elections, (including absentee voting), with the exception of those conducted by the city, school and water districts. The most important duty of the office is, however, Recorder and Guardian of the deeds to real and personal property.

The first of these is the fact that the  
public is becoming increasingly aware of the  
importance of the environment and the need  
to protect it. This has led to a number of  
initiatives, such as the establishment of  
national parks and the implementation of  
environmental legislation.

The second is the fact that the  
government has a responsibility to  
ensure that the environment is protected  
and that the public is aware of the  
importance of it.

VII. COMMUNITY FINANCIAL PERSPECTIVES

## COMMUNITY FINANCIAL PERSPECTIVES

In Waco the main source of funding derives from 1) Real Estate Taxes and 2) Sales Taxes. Property is assessed at 81 percent of its actual value; taxes are imposed at the rate of \$1.06 per \$100. The city charter places a maximum tax ceiling of \$1.85 per \$100 on property taxes. Interviews with city officials suggest that the current tax-rate is not adequate for the city; the city in order to provide the level of services it should, and still remain solvent, will have to generate more revenue. There is, however, a large measure of disagreement on this matter. While officials bemoan the fact that not enough revenue is being generated, many citizens believe that the city taxes are too high and they have moved out of the corporate limits. This has, of course, the effect of exacerbating the problem of a shrinking tax-base with an increased tax-burden. A certain amount of city-county conflict has been attributed to this situation. Taxes in the county have not been raised for a considerable period of time. Many people who fall in the county jurisdiction are utilizing city services and the city feels that the county is not assuming its share of the burden.

The following chart summarizes the collection on distribution of this income.

CITY OF WACO, TEXAS

PROPOSED TAX STRUCTURE

FOR THE YEAR ENDED SEPTEMBER 30, 1974

Assessed valuation - 81% of actual value

Real Property	\$356,725,530
Personal Property	<u>216,035,913</u>
Total	572,761,443
Less: Over 65 exemptions	<u>18,000,000</u>
	<u>\$554,761,443</u>

Proposed tax rate per \$100 valuation \$1.06

Proposed levy \$5,880,471

Estimated collections @94% of levy \$5,527,643

PROPOSED DISTRIBUTION OF CURRENT TAX ROLL

	Tax Rate <u>1972-73</u>	Tax Rate <u>1973-74</u>	Proposed Rate <u>1974-75</u>	Estimated Revenues <u>1973-74</u>
General Fund	\$ .6545	\$ .6387	\$ .6955	\$3,626,941
Interest and Redemption Fund	<u>.4055</u>	<u>.4213</u>	<u>.3645</u>	<u>1,900,702</u>
Total	<u>\$1.06</u>	<u>\$1.06</u>	<u>\$1.06</u>	<u>\$5,527,643.</u>

Each 1¢ of 1,000,000 valuation @94% collections produces \$ 9,964

Each 1¢ of the proposed levy @94% collections \$ 52,148

DEFINITION OF BASIS FOR REVENUE PROJECTIONS

CITY OF WACO, TEXAS

REVENUE SUMMARY

	<u>Actual</u> <u>1971-72</u>	<u>Actual</u> <u>1972-73</u>	<u>Estimated</u> <u>1973-74</u>	<u>Proposed</u> <u>1974-75</u>
General Property taxes	\$4,994,553	\$5,192,272	\$5,589,222	\$5,696,518
City sales taxes	2,037,797	2,342,639	2,673,296	2,850,000
Business & occupation fees	446,448	509,003	551,306	687,058
Permits, licenses and fees	177,293	202,278	152,761	158,000
Fines and impound fees	378,414	369,209	295,475	356,500
Charges for services	1,065,537	1,306,700	1,373,133	1,702,873
Petition Paving fund	---	---	---	120,000
Airport fund	81,277	83,444	87,200	92,474
Water utility	2,575,483	2,405,847	2,789,253	3,440,923
Sewer utility	983,235	1,013,371	1,651,118	1,306,180
Convention and Civic Center	118,109	136,663	185,500	184,950
Urban Information Center	---	8,027	46,398	40,000
Parks and Recreation	138,345	45,036	67,500	144,973
Golf Course	---	112,311	126,880	130,400
Trading Post	---	11,792	13,900	16,495
Model City Fund-Program Adm.	187,480	213,374	166,720	221,953
Revenue Sharing Fund	---	2,352,440	1,888,069	1,658,178
Contributions	128,369	291,586	134,522	54,000
Interest on investments	208,432	321,721	367,205	250,119
Miscellaneous	143,104	115,314	108,935	80,040
	<u>\$13,663,876</u>	<u>\$17,033,027</u>	<u>\$18,268,393</u>	<u>\$19,191,634</u>

Indication of Fixed and Variable Expenses (Present and Projected)

CITY OF WACO, TEXAS

BUDGET SUMMARY

EXPENDITURES BY CLASSIFICATION

	Actual <u>1971-72</u>	Actual <u>1972-73</u>	Actual <u>1973-74</u>	Actual <u>1974-75</u>
OPERATIONAL EXPENSE				
A Salaries and wages	\$6,160,451	\$6,900,041	\$7,641,098	\$9,935,403
B Supplies	412,187	460,940	623,889	742,804
C Maintenance-premises	259	6,239	100	1,250
D Maintenance-structures	334,083	392,964	1,021,550	606,661
E Maintenance-equipment	323,196	359,191	390,434	422,524
F Miscellaneous svcs.	543,494	704,666	720,811	1,101,587
G Sundry charges	641,576	858,845	1,039,895	1,289,336
H Miscellaneous expense	1,297,987	1,407,833	378,869	530,355
I Contributions	<u>122,275</u>	<u>230,515</u>	<u>1,413,124</u>	<u>1,564,600</u>
	<u>9,835,508</u>	<u>11,321,234</u>	<u>13,229,770</u>	<u>15,654,520</u>
CAPITAL OUTLAY FROM REVENUES				
X Land	---	76,324	10,600	---
Y Structures	444,528	420,521	1,648,133	862,950
Z Equipment	<u>260,793</u>	<u>373,809</u>	<u>464,325</u>	<u>429,166</u>
	<u>705,321</u>	<u>870,654</u>	<u>2,123,058</u>	<u>1,292,116</u>
CAPITAL OUTLAY FROM BOND FUNDS				
General obligation bonds	918,582	928,384	320,000	163,181
Water revenue bonds	<u>65,852</u>	<u>---</u>	<u>---</u>	<u>---</u>
	<u>984,434</u>	<u>928,384</u>	<u>320,000</u>	<u>163,181</u>
DEBT SERVICE				
Principal retired	1,303,000	1,318,000	1,342,000	1,536,000
Interest retired	1,330,080	1,280,424	1,230,321	1,176,601
Exchange & commission	<u>7,652</u>	<u>7,414</u>	<u>7,187</u>	<u>7,009</u>
	<u>2,640,732</u>	<u>2,605,838</u>	<u>2,579,508</u>	<u>2,719,610</u>
TOTAL	<u>\$14,165,995</u>	<u>\$15,726,110</u>	<u>\$18,252,336</u>	<u>\$19,829,427</u>

CITY OF WACO, TEXAS

BUDGET SUMMARY FOR THE YEAR ENDED SEPTEMBER 30, 1974

Model City Fund	Water Fund	Sewer Fund	Revenue Sharing Fund	G. O. Bond Improvement Fund	Tax Bonds Debt Service	Revenue Bonds Debt Service	Petition Paving Fund
\$ 18,505	\$(2,651,319)	\$(1,160,243)	\$ 791,762	\$163,181	\$1,610,473	\$ 936,576	\$ ---
221,953	3,465,923	1,316,180	1,658,178	---	2,000,099	34,597	120,000
140,570	(1,451,962)	50,000	(1,715,753)	---	21,746	455,216	400,000
362,523	2,013,961	1,366,180	(57,575)	---	2,021,845	489,813	520,000
381,028	(637,358)	205,937	734,187	163,181	3,632,318	1,426,389	520,000
361,523	1,724,729	1,240,523	---	---	---	---	50,000
1,000	267,545	120,775	---	163,181	---	---	470,000
---	---	---	---	---	2,199,721	519,889	---
362,523	1,992,274	1,361,298	---	163,181	2,199,721	519,889	520,000
\$ 18,505	\$(2,629,632)	\$(1,155,361)	\$ 734,187	\$ ---	\$1,432,597	\$ 906,500	\$ ---

Revenue for police and other human services is subsummed under the city's General Fund. The following is a listing of these General Fund expenditures:

Public Safety

Civil Defense	\$ 19,527
Fire Department	1,862,610
Police Department	2,066,046
Traffic Engineering	<u>260,835</u>

Total \$4,209,018

Health \$ 207,927

Welfare \$ 182,384

Additional Funds

Like most other communities Waco receives additional funds for criminal justice and other human service delivery projects. From data received from the Heart of Texas Council on Governments, these funds had the following sources.

<u>Source</u>	<u>Amount</u>
Local	\$170,883
State	156,592
Federal	421,957

HUD through the Housing and Community Development Act of 1974 is the major source of federal revenue for the community. This act supercedes several programs, one of which is the Model Cities Program (under Title I). Communities that had Model Cities funds

are eligible to apply for these CDA block grants. While previously Model Cities grants would have entailed some \$5,686,000 the new act is expected to bring a larger amount of money into the community.

The formula governing these monies is:

<u>Year</u>	<u>Amount</u>	<u>Fiscal Year</u>
1st	\$5,686,000	1975 (available 1/1/75)
2nd	5,157,000	1976
3rd	4,629,000	1977
4th	3,244,000	1978
5th	2,476,000	1979
6th	2,080,000	1980
Total	\$23,272,000	

An additional \$3 million (approximately) in discretionary funds can be committed for small communities, etc. during the same six year period.

Plans have already been formulated for the spending of these monies. These plans/priorities are now before the City Council, no opposition is anticipated. The following presents a breakdown/description of some of these projects.

Of the \$5,686,000 allocated to Waco for the first year, some \$436,500

(i. e., some 7.7 percent) has been earmarked for work in the crime and delinquency area.

<u>Area</u>	<u>Amount</u>
1. Elimination and Reduction of Burglaries	\$ 80,500
Waco Police Department Low income area: Provide physical security by replacing or modifying door and window systems, locks and locking devices and exterior lighting (home, parking lots and streets).	
2. JASC (Teen Achievement Program)	\$ 97,000
Juvenile Probation and Youth Services 100-pupil achievement center for young people who have academic, dropout or behavioral defeciencies.	
3. Standardization and Validation of Entrance and Promotion Exams	\$ 16,500
Waco Police Department Outside consultant contract for job related and validated entrance and promotional examinations. (court ruling)	
4. Computerized Police Information	\$242,500
Waco Police Department LEAA grant application "Heart of Texas Police Information System" proposed 40-key keyboard terminal-upgraded to 80 terminals with a mini- computer deck that would interface with the city's computer (includes all required software).	
TOTAL	<u>\$436,500</u>

While the Commission is in the process of conducting the following pro-  
cess, the Commission has received reports of various activities on  
the part of

Name	Organization
[Faded Name]	[Faded Organization]

VIII. PERSPECTIVES ON CRIME AND  
THE CRIME PROBLEM IN WACO

## PERSPECTIVES ON CRIME AND THE CRIME PROBLEM IN WACO

### Description of Potential Crime-Committing Subpopulations

Information taken from the 1975 Heart of Texas Council of Governments Criminal Justice Plan indicates that one third of all crimes in the McLennan SMSA are committed by youth; at the same time the median age of the population seems to be rising throughout the HOTCOG region. Statistics from this document show that the black race bears the largest proportion of convicted offenders in the HOTCOG region. Hispanic persons appear to have a smaller ratio in proportion to their numbers. While the disparity in the black population is explicable by reason of fewer economic and educational opportunities; the low Hispanic crime rate is not easily accounted for considering the fact that Hispanics tend to have lower income than whites.

Drug offenses in HOTCOG are overwhelmingly confined to the SMSA. The problem is youth-oriented. The drug problem has jumped remarkably from 1972 to 1974 in McLennan County, according to jail intake. Waco's location on Interstate Highway 35 makes it a prime distribution point for drugs within the county and region.

Several officials throughout the local criminal justice system have

indicated that a large proportion of the crime rate can be attributed to approximately 30 recidivists.

#### Community Reaction to Crime Situations

- There appears to be little understanding of crime related problems.
- Data suggests apathy in securing residences and businesses.
- A recent survey of Waco city wards indicates low priority on crime in the way citizens view their problems, needs and concerns. \*
- Although citizen reporting of crime is still inadequate it appears to be increasing.
- The business community is very self conscious about the higher crime rates attributed to Waco by the Uniform Crime Reports.

The community of Waco-McLennan County views its law enforcement agencies as all-encompassing. This reduces the effectiveness of the agencies in the time consuming task of referral to proper agencies. The citizens also reprimand the law enforcement agencies if cases do not get through the court system. In essence, the community needs educating as to the functions and limitations

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\* Source: Memorandum dated August 29, 1974 for the office of Community Development to Ward Board Members and Community Development Commission Members regarding compilation of "Ten Major Problems" as identified by each of the Six Ward Boards.

of these agencies as well as information on how they as citizens can help fight crime. It is hoped that the new Community Relations Division and the Crime Prevention Unit of the Waco Police Department can provide this education.

Citizens do not protect their property because of this apathy or lack of knowledge. Businesses are entered through an open door or window 12 percent of the time. An analysis of both forced and unforced entry to businesses reveals that entrance is gained via the front door 39 percent of the time, the side door 29 percent, windows 22 percent, and rear doors 10 percent. Residences are entered through an open door an inordinate 45 percent of the time. In both forced and unforced entry entrance is gained via the front door 38 percent of the time, side window 29 percent, rear door 22 percent, and garage door 11 percent. The stolen property is easily converted into cash because citizens cannot resist a bargain. These items (radios, televisions, stereos, clothes, and drugs) are easily saleable on the street at the low prices asked. The average loss for victims of burglary in 1972 amounted to \$175.15 per offense and dropped in 1973 to \$165.90. When all crimes against property are considered, Waco citizens lost \$610,065 in 1972 and \$575,874 in 1973.

A study completed in November 1971 for the Waco Chamber of Commerce Planning for Growth Committee highlighted this lack of concern by citizens in the following manner:

Our citizens generally are aware of the crime problem but they appear to be accepting, or tolerating crime. Their attitudes are inconsistent, often emotional in nature, rather than well thought out. Also, their viewpoints on the causes of crime are highly influenced by their economic status, race and type of employment. In most cases crime must come pretty close before real concern develops.

The office of Community Development ran a public ad concerning the problems previously addressed on October 25, 1974 in the Waco Herald Tribune. A report by that office titled "Summary of Preliminary Public Priorities on Problems" (undated) indicates that 275 Community Development Problem Identification forms were returned of which 233 were completed with sufficient numbers of the seventy problem sub-category areas checked for tabulation. The area of "Crime and Delinquency" surprisingly did not agree with the conclusions of the Ward Board meetings, but received a rating higher than the other areas listed:

Reported Citizen Priorities Concerning Community Problems

Crime and Delinquency

Law Enforcement and Crime Prevention -----	206
Law Enforcement Manpower -----	172
Professional Training-----	164
Community Relations -----	140

<u>Transportation</u>	
Residential Streets -----	119
Traffic Engineering Features -----	110
Street Lighting -----	102
Public Transportation-----	90
<u>Environmental Protection and Development</u>	
Solid Waste Collection and Disposal -----	107
Water Treatment, Distribution and Pollution	
Control -----	99
Sanitary Sewer -----	95
Fire Protection -----	90
Community Controls -----	95
Drainage -----	78
<u>Housing</u>	
Maintenance and Code Enforcement-----	90
Rehabilitation -----	78
Education -----	71
<u>Education</u>	
Technical and Vocational Training-----	129
Elementary Education-----	108
Secondary Education -----	108
Adult Education -----	89
<u>Economics</u>	
Tax Reform -----	116
Industrial Development-----	103
Small Business Development-----	100
<u>Health</u>	
Family Planning -----	121
Physically Handicapped -----	120
Communicable Disease Eradication-----	118
MH/MR Aid -----	116
Environmental Protection -----	112
<u>Manpower</u>	
Training for Job Skills -----	113
Development of Job Opportunities -----	90

Social Services

Services for the Aged -----	115
Coordinated Delivery System of Social Services -----	82
Child Care Services -----	76

Recreation and Culture

Community Control -----	78
Library -----	53
Recreation Programs -----	51

Police-Community Relations

A neighborhood survey was conducted during August 1973 by the Police-Community Relations Unit Section of the Waco Police Department to find out if two programs "Operation I. D." and "Youth Beware - Shoplifting is a Crime" had been publicized adequately in order to get the message to the people and also gauge public opinion on the Waco Police Department's image with the citizens. Eighty-nine percent of the respondents were aware of Operation I. D., only 25 percent were aware of the shoplifting program, but this low percentage is explained by the fact that the program is aimed at elementary and junior high students while 65 percent of the respondents were adult females.

The image of the department was considered "good" by 74 percent of those contacted while 19 percent felt it was "not good." The remaining respondents had no comment or had insufficient information to answer a question. \*

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\* Although the police community relations director acknowledged the weaknesses of the survey, he still believes that the information gathered is valuable.

One might suggest that the citizens of Waco are concerned, but somewhat confused in their attempts to deal with crime. A certain measure of apathy is apparent. This apathy is seen as the result of the misguided notion of that which is ignored will vanish. Several observers have suggested that effective education concerning the operation of the human services delivery and the criminal justice systems can have a significant impact on the problems of frustration, anxiety and apathy.

#### The Extent of Organized Crime Existing in Community

Organized Crime in Waco and the surrounding area is best described as minimal. Law enforcement agencies have indicated that Waco is at times on the Texas prostitution circuit, but activity has been very limited. Car rings and rural theft rings have recently been broken up in McLennan County, but it should be emphasized that the organization level of these operations remained local. The known traffic route for narcotics transportation goes through McLennan and Waco on Interstate 35 -- this is the only evidence of any syndicate type activity within the area.

The Impact of Existing Laws, Police Practices, Arrests  
and Conviction Rates on Prevalence of Crimes

<u>Program/Practice</u>	<u>Impact</u>
Funds for Education (LEEP) and Training	Quality of Law Enforcement Officer
Tactical Squad	Alleviates crisis situations and has ability to handle unusual situations
Community Relations and Crime Prevention Units	Community education and public relations
Cadet Program	Enhances selectiveness of quality personnel
County Deputies maintain cars at residences and during off duty hours	Increases community's aware- ness of protection and acts as crime deterrent. Deputies can respond directly from private life to duty as need arises.
Inexperienced District Attorneys either do not bring case to trial or unable to get conviction	High rate of recidivism by individuals on similar charges
Local Bonding Practices	Permit accused to commit successive offenses while awaiting trial on earlier charges
Conservative view of definition of crimes, e. g. , drunk in public	Increases crime statistics
New State Penal Code adopted 1974	Some offenses now classified as "robberies." Crimes against persons show a 7.8 percent increase in the first six months of 1974 over 1973.
Recent school busing decisions	Fighting, knifings, etc. committees appointed to study problems and recommend solutions

The quality of both the Waco Police Department and the McLennan County Sheriff's office has improved greatly in the past few years. The accessibility of funds for training and education has increased dramatically through block funding which leads to improved quality of law enforcement. Salary incentives for self-improvements, however, have not been instituted. The Cadet program of the Waco Police Department ties into this in that it provides the opportunity for those just under recruitment age to decide beforehand if they really want to pursue a law enforcement career and thus enhances the quality of personnel that is brought into the department. The practices of the Waco Police Department and the McLennan Sheriff's Office vary in that the Police Department has a more standardized approach to law enforcement evidenced by the organization itself and such specialized units as the Tactical Squad, Community Relations, and Crime Prevention Units while the Sheriff's Office maintains a somewhat flexible approach in handling matters specifically as they arise and using a "common sense type of approach" - particularly in the areas of administration such as the use of the official vehicles by officers.

A problem faced by both agencies are the local "custom" bonding procedures which permit accused persons to be released on bond

enabling them to commit other offenses while awaiting trial on earlier charges. At present anyone can make bond, specifically lawyers, who increase the fee of the accused who in turn sometimes have been known to steal in order to make payment for previous offenses. This throws those uneducated as to the operation of the system into a losing, cyclic pattern.

The problem of these recidivists is enhanced by the track record of the Districts Attorney's Office which by history has employed inexperienced prosecuting attorneys who were unable to bring cases to trial or to get convictions. Recent staff changes in this office indicate that this may be altered in the future.

Reporting procedures and crime definition are ever present modifiers of crime statistics. These factors are mentioned in this section to reflect local practices that do have an impact on the "prevalence of crime."

Impact of school busing decisions have been listed to show that a problem does exist, but has not reached the panic stage noted in other areas of the country. There have been disturbances, primarily within the schools, but the matters have remained within the school systems with officials and parents forming committees to study the problems and to recommend solutions.

Community Problems: Citizen Perceptions

A recent survey (August 1974) made by the office of Community Development in Waco through Ward Board meetings indicates a low priority by those citizens in attendance for the crime problem as compared with the general areas of social services, housing, environmental protection, etc. \*

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\* Source: Waco Police Department Crime Prevention Unit, 1973.

PROBLEM STATEMENT CATEGORIES BY PRIORITY AND WARD

CITY WARD	PRIORITY ORDER									
	1st	2nd	3rd	4th	5th	6th	7th	8th	9th	10th
East	SS	HE	R&C	HO	CRIME	EP&D	EP&D	MP	SS	HE
North East	HO	HO	HE	EP&D	EP&D	TRANS	CRIME	EP&D	EP&D	R&C
South East	HO	EP&D	EP&D	TRANS	EP&D	TRANS	TRANS	R&C	HO	ECON
South West	HO	TRANS	ECON	HO	SS	EP&D	EP&D	EP&D	EP&D	TRANS
North Central	TRANS	HO	CRIME	SS	HE	EP&D	R&C	EP&D	EP&D	TRANS
North West	CRIME	TRANS	HE	ECON	HO	SS	EP&D	EP&D	R&C	EP&D

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SS - Social Services

CRIME - Crime

ECON - Economics

HO - Housing

HE - Health

MP - Manpower

TRANS - Transportation

R&C - Recreation & Culture

EP&D - Environmental Protection and Development

IX. ORGANIZATIONAL STRUCTURE AND  
OPERATIONAL PROCESSES OF EACH COMPONENT  
OF THE CRIMINAL JUSTICE SYSTEM

1. The first part of the document discusses the importance of maintaining accurate records of all transactions and activities. It emphasizes that this is essential for ensuring transparency and accountability in the organization's operations.

2. The second part of the document outlines the various methods and tools used to collect and analyze data. It highlights the need for consistent data collection procedures and the use of advanced analytical techniques to derive meaningful insights from the data.

3. The third part of the document focuses on the role of technology in data management and analysis. It discusses how modern software solutions can streamline data collection, storage, and analysis processes, thereby improving efficiency and accuracy.

4. The fourth part of the document addresses the challenges associated with data management, such as data quality, security, and privacy. It provides strategies to mitigate these risks and ensure that the data remains reliable and secure throughout its lifecycle.

5. The fifth part of the document discusses the importance of data governance and the role of a data governance committee. It outlines the key principles of data governance, including data quality, data security, and data privacy, and provides guidance on how to implement an effective data governance framework.

6. The sixth part of the document discusses the role of data in decision-making and the importance of data-driven insights. It highlights how data can be used to identify trends, opportunities, and risks, and to inform strategic decision-making at the organizational level.

7. The seventh part of the document discusses the importance of data literacy and the need for ongoing training and development. It emphasizes that all employees should have a basic understanding of data and be able to use data to make informed decisions in their work.

8. The eighth part of the document discusses the importance of data ethics and the need to ensure that data is used in a responsible and ethical manner. It outlines the key principles of data ethics, including transparency, accountability, and respect for individual privacy, and provides guidance on how to implement an effective data ethics framework.

9. The ninth part of the document discusses the importance of data security and the need to protect data from unauthorized access and loss. It outlines the key principles of data security, including access control, encryption, and backup, and provides guidance on how to implement an effective data security framework.

10. The tenth part of the document discusses the importance of data privacy and the need to ensure that data is collected, stored, and used in a way that respects individual privacy. It outlines the key principles of data privacy, including transparency, consent, and data minimization, and provides guidance on how to implement an effective data privacy framework.

Waco Police Department

The Waco Police Department is organized into the following major divisions: (1) Uniformed Division; (2) Criminal Investigations Division; (3) Administrative Services Division; and (4) Technical Services Division. In addition the organization has an administrative and control section, i. e., the Planning and Evaluation Section. The commander of each division and the Planning and Evaluation Section reports directly to the Chief of Police. \* The Uniformed Division is under the command of a captain and has the primary responsibility of safeguarding the community. The division concentrates on prevention and suppression of criminal activity, apprehension of criminals, preservation of peace, and protection of life and property. Subsequent investigations of all class C misdemeanors and traffic cases are conducted by this Division. The Uniformed Division includes the following subdivisions:

The Patrol Section (shifts), each commanded by a lieutenant, is vested with the responsibilities of providing protection and service. Patrol officers patrol their assigned beats and respond to all requests for police service. They conduct all preliminary traffic accident and criminal investigations and routinely enforce all traffic laws. Patrol Sections conduct subsequent

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\* Source: Waco Police Department

investigations of non-traffic class C misdemeanors.

The Special Operations Section, commanded by a lieutenant, consists of a Tactical Unit and a Traffic Unit. This section is responsible for handling special (traffic and criminal) problems confronting the Department. Parades, crowds, disasters, and other situations requiring the presence of a number of officers are the responsibility of the Special Operations Section.

The Tactical Unit, commanded by a sergeant, provides selective enforcement for any criminal activity occurring within the assigned responsibility of any Departmental unit. Tactical Unit Officers work in uniform or plain clothes, with varied working hours, dependent upon the need dictated by the situation. The Unit is maintained with a high degree of mobility and flexibility. It is ready to respond to any situation presenting special demands upon the Department, including traffic.

The Traffic Unit, commanded by a sergeant, is responsible for selective traffic law enforcement and for subsequent investigation of Federal Safety Institute, serious personal injury, and fatal accidents and all other traffic related cases (DWI, DWLS, Fleeing from a Police Officer,

etc.). This Unit also operates traffic radar, serves  
capias pro-fines, and inspects ambulances, taxi-cabs,  
etc. The Traffic Unit compiles and analyzes traffic data  
(traffic accident frequency locations, traffic problems,  
etc.). The Unit commander issues Traffic Information  
Bulletins to concerned units of the Department as needed.

The Criminal Investigations Division, under the command of a  
captain, has the responsibility for the subsequent investigation  
of all crimes except class C misdemeanors and traffic cases.  
The respective sections are responsible for the subsequent investi-  
gation of cases which come within each section's classification,  
including apprehension and interrogation of suspects and the  
preparation of cases for prosecution.

A lieutenant, sergeant, and secretary are assigned to the office  
of the captain to provide staff and clerical assistance. The lieu-  
tenant coordinates the efforts of the CID section in combating vice  
and criminal operations and highly active criminals. He reviews  
reports and ensures that cases are properly and sufficiently in-  
vestigated and processed. He is in charge of the Division in ab-  
sence of the Division commander and performs other duties as  
directed by the captain.

The sergeant operates the polygraph for the entire Department and is a general office assistant. He handles cases which are reported in person or by telephone and cases which do not require an investigator to be sent to the scene. The secretary answers telephones, types correspondence, and maintains Division files.

The Division consists of the following sections:

The Crimes Against Persons Section, commanded by a sergeant, is responsible for the investigation of all crimes of violence and/or crimes against persons: homicide, assault, robbery, rape and other sex crimes, kidnapping, extortion, etc.

The Crimes Against Property Section, commanded by a sergeant, is responsible for the investigation of all crimes against property: burglary, theft, B&E motor vehicle, auto theft, etc.

The General Assignments Section, commanded by a sergeant, is responsible for the investigation of the following types of crimes: fraudulent checks, unauthorized use of credit cards, fraud, swindle, embezzlement, destruction of property, and miscellaneous

offenses. This section is also responsible for the apprehension of fugitives for outside jurisdictions.

The Juvenile Section, commanded by a sergeant, is responsible for assisting all other officers of the Department in the specialized handling and disposition of juvenile offenders. Juvenile investigators assist other officers in interviewing juveniles and counsel youthful offenders and parents, particularly when the best interest of the community and the individual dictate action other than court referral. The Section is responsible for liaison with schools, juvenile court, and the juvenile detention center. This Section is responsible for investigating and apprehending runaway juveniles, performing preventive patrol designed to identify delinquency-prone areas and conditions, and developing programs to reduce delinquency.

The Vice and Intelligence Section, commanded by a sergeant, is responsible for the investigation of all vice cases. It performs functions relating to approval of a City license required of establishments which sell alcoholic beverages and inspects premises for

compliance with requirements of such license. The Section also gathers, compiles, analyzes and distributes intelligence data relating to organized crime, highly active criminals, vice operations, and subversive elements. In addition to commanding his Section, the sergeant:

Reviews intelligence information and publishes Criminal Intelligence Bulletins when needed.

Keeps other appropriate divisions and units of the Department informed (by oral reports, conferences, and bulletins) on organized crime, highly active criminals, vice operations, and subversive elements.

Exchanges criminal intelligence information with other law enforcement agencies and acts as liaison between the Department and other law enforcement agencies in criminal intelligence matters.

The Administrative Services Division, commanded by a captain, is responsible for providing specialized community services and for the Department's human resources. It consists of a Personnel

and Training Section and a Community Services Section.

The Personnel and Training Section, commanded by a lieutenant, is responsible for the personnel system of the Department and for Departmental training programs.

This Section consists of two units:

The Personnel Unit, commanded by a sergeant, is responsible for:

- Developing and maintaining personnel records.
- Recruiting.
- Conducting background investigations.
- Receiving, recording, and investigating (and/or coordinating investigations of) complaints alleging misconduct on the part of Department Personnel.
- Researching and recommending salaries, working conditions, grievances, appeals position classifications, job standards, and performance evaluations.
- Liaison with the City Personnel Department and with the Civil Service Director on all matters affecting appointment and promotion of Personnel.
- Counseling personnel on career development.

The Training Unit, commanded by a sergeant, is responsible for:

- Developing and conducting recruit, in-service, advanced and specialized training for all Department personnel.
- Developing roll-call and civilian employee training programs.
- Developing training bulletins and material.
- Supervising police reserve program.
- Maintaining police library and firearms range.

The Community Services Section, commanded by a lieutenant, is responsible for developing and coordinating special community programs for the Department. The objectives of this Section are to keep the public informed on the crime problem in the community, what can be done about the crime problem, and what citizens can do to benefit themselves.

The Crime Prevention Unit, commanded by a sergeant, is responsible for programs designed to anticipate, recognize, and appraise crime risks and initiate action to reduce or remove such risks. The Unit coordinates the Department's crime prevention programs, studies and analyzes crime patterns, and issues Crime Information Bulletins as needed.

The Police-Community Relations Unit, commanded by a sergeant, designs, coordinates, and presents public relations programs in an effort to promote understanding between the police and the public. This Unit stresses the importance of practicing courtesy, fairness, and equal treatment of all people by all personnel of the Department. It strives to keep the public informed about the activities of the Department and the services it renders and keeps the Department informed about community attitudes, problems and needs.

The Technical Services Division, commanded by a captain, is responsible for providing various support services so that operating units can function more effectively and efficiently in accomplishing the police mission. The services provided consist of fiscal and property management, information (communications, records, identification) and detention.

The Fiscal and Property Management Section, commanded by a sergeant, is responsible for the Department's fiscal administration and property management activities. The Section exercises control over receipts and expenditures,

prepares financial statements, and coordinates preparation of the Department's budget.

Property management activities include the maintenance of all Department equipment records, supervision of preventive maintenance and vehicle repair, and the inventory, control, and distribution of supplies. This Section is also responsible for the storage of all lost, found, recovered, and evidentiary property, and strict inventory control over these items.

The Section commander maintains liaison with the City Finance Department on budgeting matters and with the City Garage on vehicle maintenance matters; he supervises operations and maintenance of police occupied buildings and areas.

The Detention Section, commanded by a sergeant, is responsible for jail management and operation. The Detention Section commander (or in his absence, the Detention officer or Detention guard) is responsible for the safety of prisoners and the conditions in the detention area.

This Section is responsible for the receiving, searching, confining, and releasing of prisoners in a completely humane and legal manner. Taking prisoners before Municipal Court, feeding, medical care, telephone use, cleanliness, and other prisoner care is included.

The Information Section, commanded by a lieutenant, is responsible for operating the Department's communication system, maintaining records and fingerprint files, and maintaining information desks. The lieutenant supervises and coordinates the activities of subordinate supervisors in the Section and supervises the police cadet program. This Section consists of two units:

The Communications Unit has a sergeant commanding each shift. Each shift is responsible for operating the Department's radio and telephone communications system, and expediter desk, typing pool, and officer's information desk. The expediter personnel receives and makes reports on all incidents which can be handled without dispatching an officer to the scene. Typists in the typing pool transcribe and type reports dictated by the expediter and investigating officers.

Records and Identification Unit, commanded by a

sergeant:

- Maintains a public information desk.
- Maintains the alpha index, case files, and identification folders.
- Maintains wanted persons and stolen property files.
- Reproduces and distributes copies of reports and files micro-film reports.
- Collects, prepares and distributes statistical information as required by local, state, and federal needs.
- Receives, classifies, compares, and files latent fingerprints.
- Receives, examines, and processes evidence which needs laboratory examination.
- Provides photographic work and maintains the Department's central mug file.

The Planning and Evaluations Section, commanded by a civilian

director, is responsible for researching, analyzing, evaluating, and recommending Department organization, operations, and procedures efficiently and effectively. More specifically the

Section is responsible for:

- Department-wide staff supervision over all planning functions.
- Long-range planning and research for the purpose of designing new systems and developing new policies, procedures, and methods.

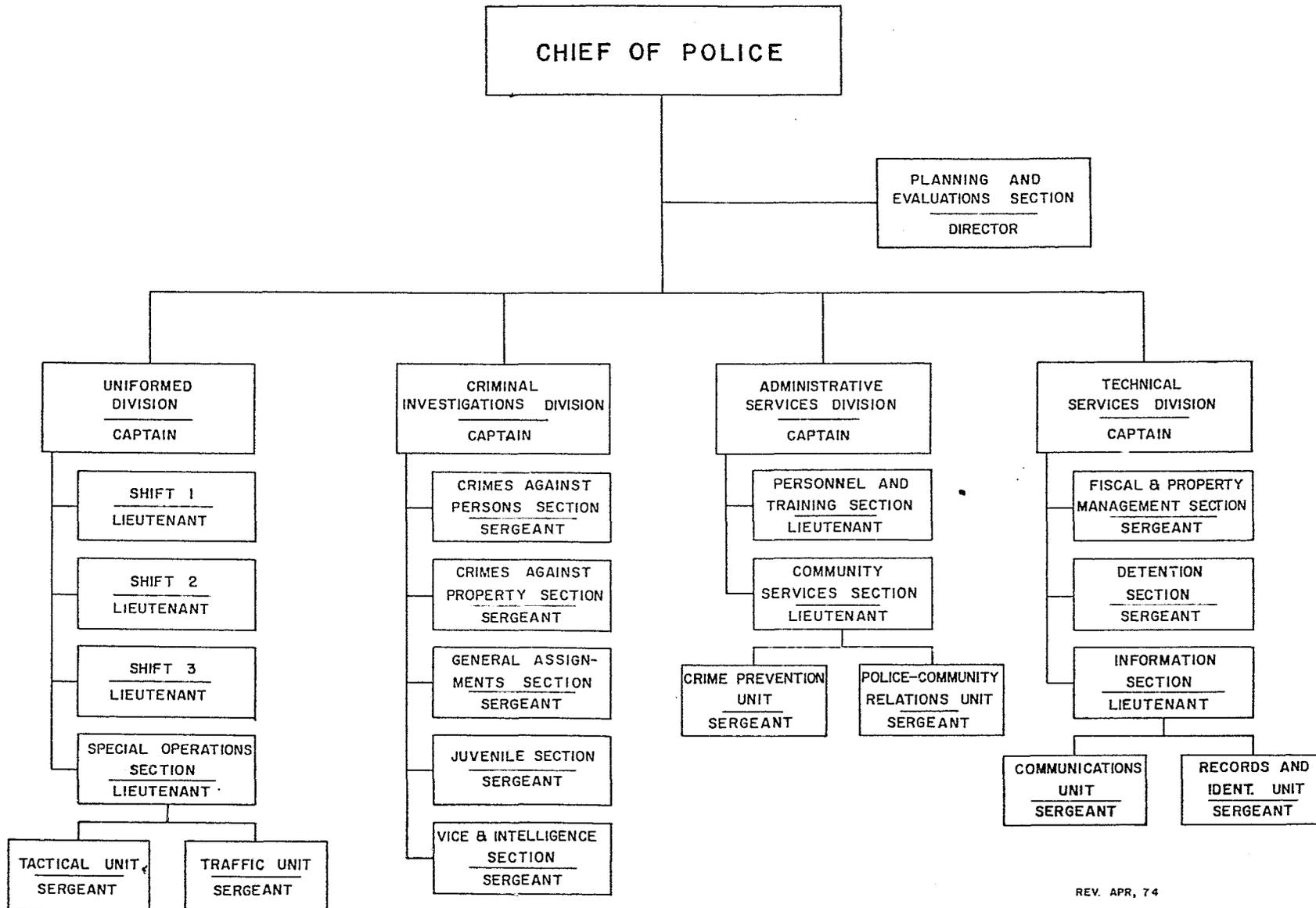
- Studies and research designed to match future police service to future community needs.
- Operations studies and analysis, including manpower studies and recommendations concerning allocations and deployment of personnel.
- Liaison with other City Departments in order to coordinate long range fiscal planning for future police needs.
- Assistance to division commanders in the preparation and improvement of operating procedures.
- Staff inspections of personnel, conditions, procedures, equipment, and facilities to determine whether they conform with Department goals and the Chief's policies.
- Periodic review, analysis, and evaluation of all Department plans, systems, procedures, and methods and recommending changes when needed to improve the Department's efficiency and effectiveness.

Waco P.D.: Personnel and Fiscal Data. Data supplied by the Waco

Budget for 1974 reveals the following staffing pattern:

<u>Title/Position</u>	<u>Number</u>	<u>Pay Scale</u>	<u>Allocation</u>
Police Chief	1	ca. 18,540	16,759
Director of Community Relations	1	14,010	not budgeted for 1974
Police Captain	4	12,480	1,167,920
Police Lieutenant	11	11,460	
Police Sergeant	31	10,560	
Police Patrolmen	109	9,000	
Police Dispatcher	8	7,020	236,179
Clerk - Matron	1	6,480	
Photographic Technician	1	7,260	
Lead Telephone Operator	1	6,480	
Switchboard Operator	2	5,520	
Clerk Steno III	1	7,020	
MCST Operator	18	6,210	
Clerk Typist I	3	5,340	
Police Cadets	10	6,780	
Jail Guards	5	7,560	
Service Officers	3	7,860	
Planning Specialist	1	14,010	
Animal Warden	2	6,480	

# WACO POLICE DEPARTMENT ORGANIZATIONAL CHART



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## MCLENNAN COUNTY SHERIFF'S OFFICE

### Structure and Organization

The Sheriff, an elected position, is commissioned by the Governor and performs his duties in the name of the state. The sheriff is responsible to no other county office. The number of deputies and assistants and the amount of salaries is limited only by the Commissioner's Court. Budgetary allotments are also made to the Sheriff's Office, in conjunction with other county agencies, for operating funds. The Sheriff's Office consists of 52 people, 50 of whom are commissioned. Among the commissioned officers are four women.

The operation of the Sheriff's Office functions on a day-to-day basis; there are no written guidelines or regulations regarding conduct. The approach is one of common sense.

The turnover rate of personnel is slightly over five percent and the morale is good. New personnel are broken in by working the county jail until they get a feel for the operation of the Sheriff's Office.

The operation of the six field deputies is noteworthy and is indicative of obtaining the maximum results from a minimum of manpower. Two key ingredients are involved: (1) Deputies have use

of their vehicles at all times which enhances visibility and minimizes or reduces response time and (2) deputies are capable of responding from off-duty status to assist other deputies and law enforcement officers during emergencies. Deputies work out arrangements between themselves for scheduling coverage of assigned areas in order to take leave thus eliminating bureaucracy and internal friction. The most intelligent, common sense approach by the Sheriff's Office is in the assignment of deputies in areas where they are known and respected. The deputies usefulness is enhanced because people in trouble trust and communicate with them rather than with the Sheriff's Office directly.

Budgets (The Sheriff's Office maintains two budgets)

1. Jail operation/sustenance
  - 1974 - \$36,450
  - 1975 - \$43,000
  
2. Budget for Civil Department, Criminal Investigation, and Records
  - 1974 - \$363,528 \*
  - 1975 - \$399,863 \*

\* does not include maintenance of building

Revenue Sharing Funds

1974	-	\$130,476	
		- 854	(ammunition, mescellaneous)
		<u>\$129,622</u>	
1975	-	\$124,074	

Stated Accomplishments (1971 - 1974)

- Development of professional extensive records system within two years (approximately 30,000 records).
- Reduction in rural areas of house burglaries in 1974 by 56 percent over First Quarter, 1973.
- Creation of position of Administrator to coordinate planning.
- Establishment of sophisticated criminal identification and booking facility.

Staffing

Fifty-two people comprise total agency.

Fifty people comprise total commissioned force.

Sheriff	1
Assistant and planner	1
Captain	1
Lieutenants	3
Criminal Sergeants	4
Communications Sergeants	1
Sergeant over communications	1
Records/ID/Night Criminal Sergeant (split duties)	1
Jail Supervisors	3
Jailers	6
Field Deputies	6
Night Deputies	2
Court Bailiffs	4
Civil Deputies	3
Communicators	4
Records and Identification Deputies	5
Floater	2
Psychiatric Ward	3
Sheriff's Secretary	<u>1</u>
	52

In the interest of improving service, this agency has attempted to match the personnel serving specific areas with the predominant ethnic/social configurations of the area. The following matrix demonstrates this approach.

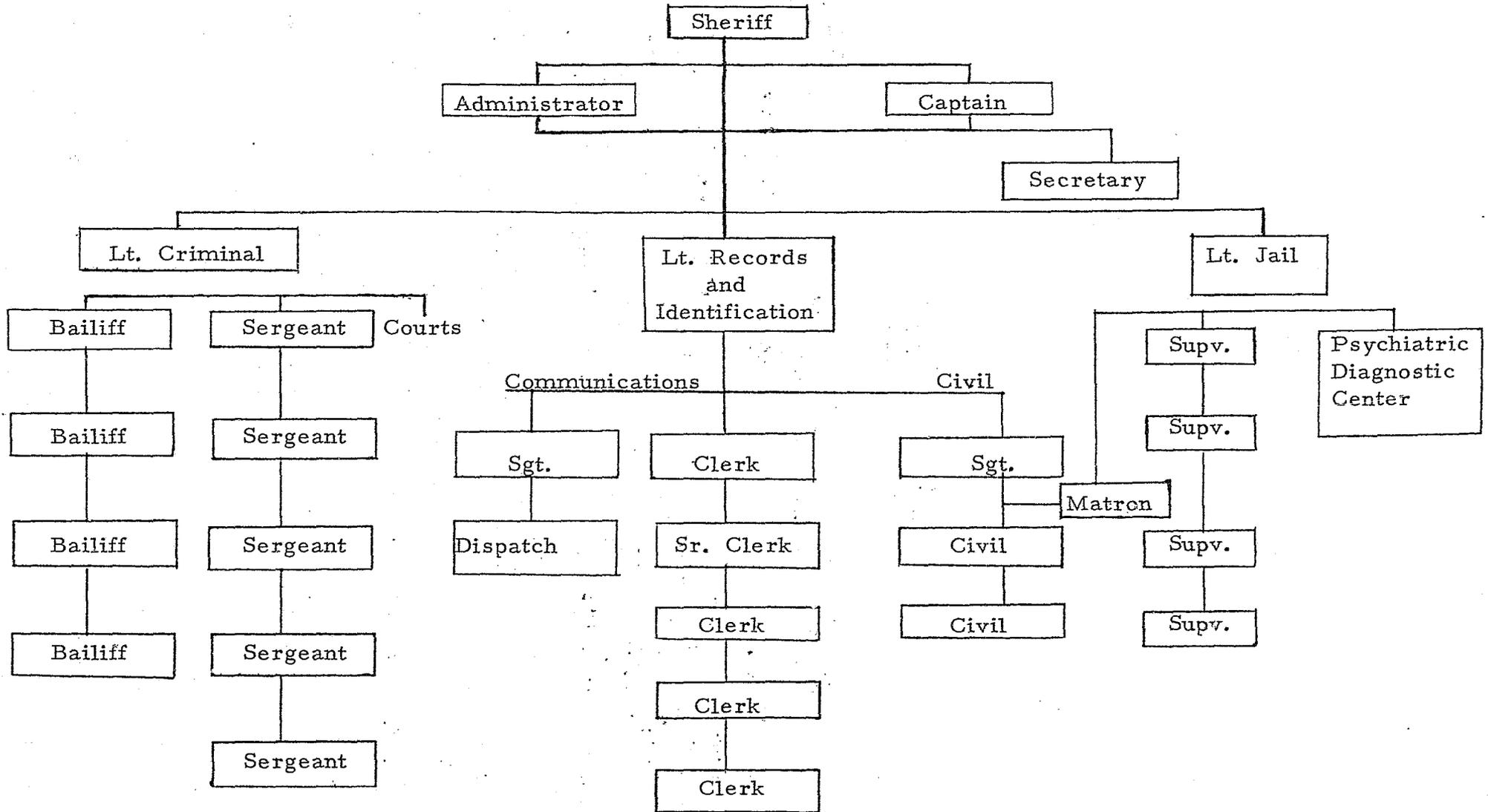
<u>Area</u>	<u>Ethnic/Social Characteristics</u>
District 1 - Southeast	Dutch-German
District 2 - Northeast	Czech, Bohemian
District 3 - Southwest	Pioneer Heritage
District 4 - Midwest	Pioneer Heritage
District 5 - Northwest	Pioneer Heritage
District 6 - Northcentral	Pioneer Heritage

Salaries in McLennan County Sheriff's Office as of January 1975:

Sheriff	\$19,122
Administrator	15,420
Captain	13,422
Lieutenants	12,006
Sergeants	10,596
Jail Supervisor	9,900
Field Deputies	8,958 - 9,282
Clerical	5,928 - 7,920

Raises are usually instituted at the beginning of each calendar year.

MCLENNAN COUNTY SHERIFF'S OFFICE  
 ORGANIZATIONAL STRUCTURE



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### Constables

Constables are elected for a four-year term and serve as precinct court officers. The Commissioners' Court of the County determines the amount of compensation and approves the appointment of any deputy constable. The constables are supervised by the Justice of the Peace they serve, but work directly with the Commissioners' Court on matters of personnel and budget.

### DEPARTMENT OF PUBLIC SAFETY

The Texas Department of Public Safety (DPS), a state level authority, was established by the 44th Texas Legislature in 1935 and is currently charged with the responsibility of enforcing laws relating to the operations of motor vehicles; criminal law enforcement in cooperation with local authorities; educating citizens in public safety and law observance; police training; collection and maintenance of a statewide police communications system. DPS recognizes that the basic responsibility for the enforcement of the criminal law rests with the local officers in their respective jurisdictions, but is available to assist and cooperate with all governmental agencies in compliance with state law and departmental policies and regulations.

The organizational structure of the DPS, which appears on the

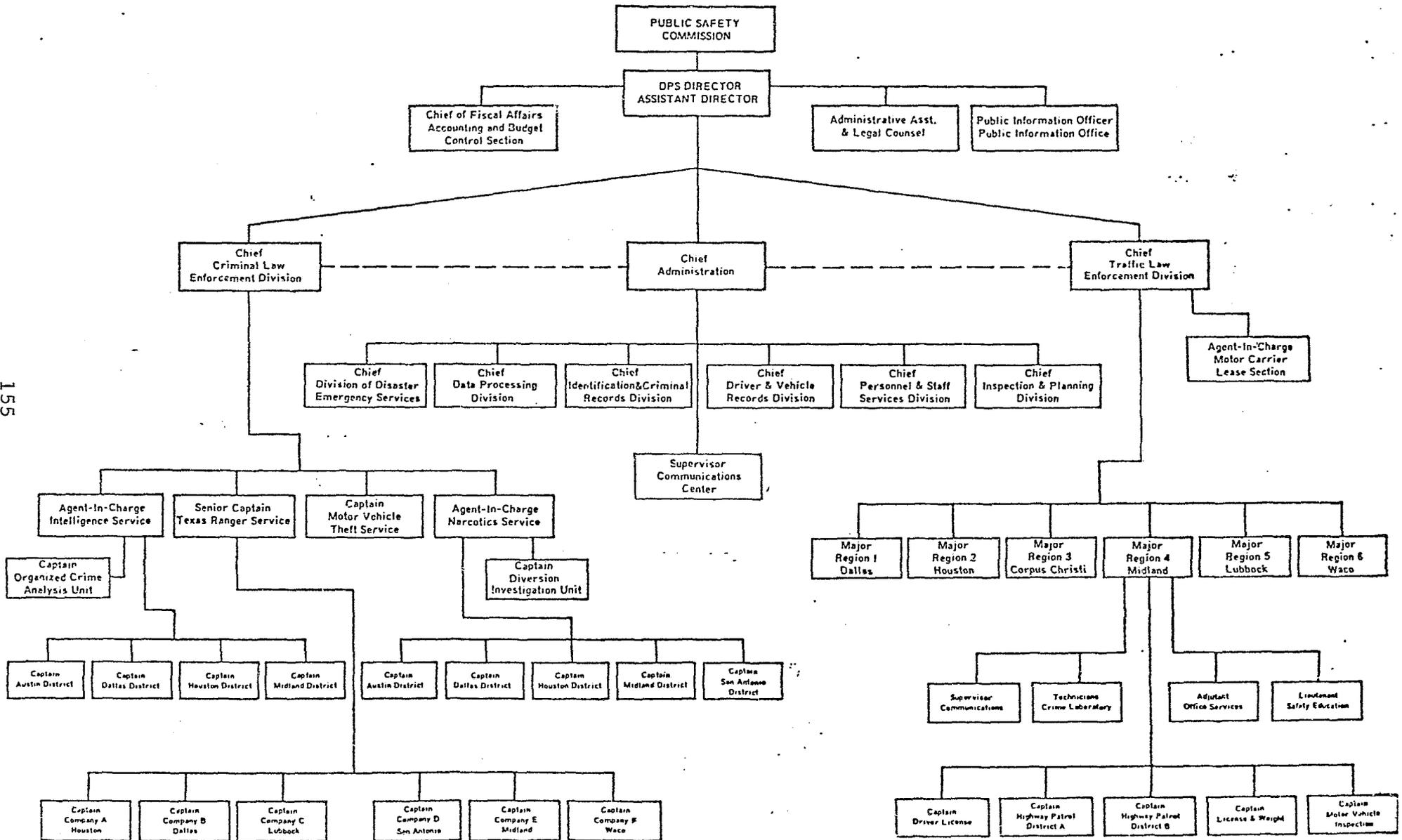
following page, indicates two major functions -- a police function and a non-police or regulatory function. The police function involves the detection, apprehension, and arrest, with or without warrant, of violators of traffic and criminal laws; making of investigations related thereto; filing of necessary charges in court; handling of prisoners so arrested to bring them to the appropriate court; and testifying in court.

The Texas Ranger Service is a segment of the Criminal Law Enforcement Division of the DPS. There are currently 94 Texas Rangers in the state, of which three operate in the Waco area.

# ORGANIZATIONAL STRUCTURE

## TEXAS DEPARTMENT OF PUBLIC SAFETY

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Other Regions are substantially the same as Region 4.

Observations on the Significant Strengths and/or Weaknesses of Each Component of the Criminal Justice System

Below we have identified specific strengths and/or weaknesses found within each component of the Criminal Justice System.

These observations were primarily derived through the analysis of interview data.

Law Enforcement Strengths

- There is a Regional Law Enforcement Communications System which increases general law enforcement capabilities facilitating speedier responses to police calls.
- Waco Police Department, Police-Community Relations Program was initiated in recent years.
- Waco Police Department Tactical Unit has given the police department great flexibility in responding to the needs of selected high-risk crime areas.
- The Psychiatric Diagnostic Center of the McLennan County Sheriff's Office provides law enforcement agencies with a psychiatric facility designed to observe, evaluate and treat seemingly mentally abnormal offenders while in custody.
- Deputies of McLennan Sheriff's Office are assigned in areas where they are known and respected.
- The Waco Police Department participates in the Texas Crime Prevention Program.
- There is a history of honesty and lack of corruption within the Waco Police Department.
- Record keeping has been extensively improved in recent years.

Although the Waco Police Department and the McLennan Sheriff's Office operate from two entirely different points of view, they both share the above mentioned strengths. Unfortunately there are some areas of weaknesses which should be noted. Turnover rates in the Waco Police Department are high primarily due to low salaries and the lack of educational or certification pay incentives programs. The resource base for recruits is low and the high turnover rates require continued high levels of basic certification and in-service schools as well as more attention to advanced training by means of scholarships.

The record keeping systems of both agencies have been greatly improved in the past two to three years, but accessibility is becoming a major problem. It is hoped that funds will be available in the near future for microfilming.

#### COURT SYSTEM

The court system in the Waco/McLennan area consists of seven major components:

Waco Municipal Court

Commissioners' Court

Justice of the Peace Courts

County Court at Law

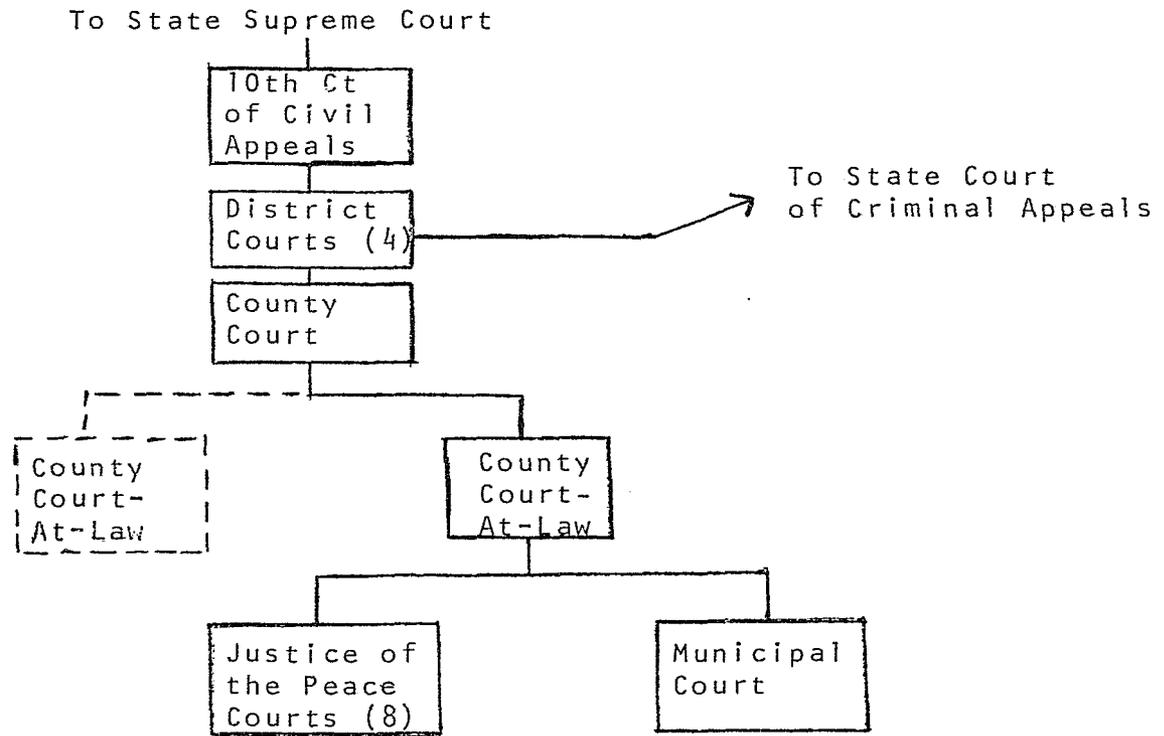
District Courts

Court of Civil Appeals

District Attorney's Office

The organization of these bodies is summarized in the following  
chart.

MCLENNAN COUNTY JUDICIAL PROFILE



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- Notes:
- The County Court and the County Court at Law have concurrent jurisdiction.
  - The Judge of the County Court is County Administrator.
  - Criminal cases from the 54th District Court may be appealed to the Texas Court of Criminal Appeals.
  - Civil cases from all District Courts may be appealed to the 10th Court of Civil Appeals and from there to the State Supreme Court.
  - \_\_\_\_\_ Existing Structure
  - - - - - - Recommended Structure

### Waco Municipal Court

This court is also known as "Corporation Court" and has one judge which presides on a part-time basis. Traffic violations comprise the largest percent of the cases.

This court has neither civil or appellate jurisdiction, but has original and exclusive jurisdiction over violations of city ordinances. The court also has concurrent jurisdiction with justice courts in misdemeanor cases resulting from violations of state laws within the city limits when punishment is limited to fines only of \$200 or less. The municipal judge also serves as a magistrate of the state.

### Staffing

City Judge	1 (part time)
Teen Judge	1 (part time)
Court Clerk	1
Deputy Court Clerk	1
Account Clerks	3

In 1973, 84 percent of all cases processed by municipal courts in Texas were related to traffic offenses. In Waco's Municipal Court, during the first six months of 1974, 13,339 of the 15,072 cases filed, or 88.5 percent were traffic related.

### Commissioners Court

This court is not a judicial entity; rather it is the governing body of the county. It is presided over by the constitutional county judge and is composed of four elected commissioners.

The county judge is elected county-wide and has jurisdiction over probate, guardianship, and hospitalization cases.

### Justice of the Peace Courts

Justice of the Peace courts have original jurisdiction in both civil and criminal cases when the amount in controversy or the fine does not exceed \$200. A Justice of the Peace may issue warrants of search and arrest, conduct preliminary hearings, serve as exofficial notary public, perform marriages, and serve as coroner. The Justice Court also functions as a small claims court in disputes over unpaid wages and salaries when the contested amount does not exceed \$200 and in controversies over uncollected bills when the amount does not exceed \$150. The Justice Court judge may only detain individuals for contempt of court or failure to pay fines.

The Justice of the Peace courts are established by the Constitution, and there are currently some 934 Justices of the Peace in the State

of Texas. In McLennan County, these courts have been established within each of the county's eight precincts. Waco, Precinct 1, has two justices since by constitutional authority any precinct having a city of 8,000 or more in population may have an additional justice. These Justices of the Peace occupy elected positions each with a term of four years. Along with their support staff, they are employees of McLennan County.

There are eight Justices of the Peace in McLennan County. Since these justices are not necessarily required to be attorneys, a total of five of the current justices in the county are not attorneys. As such, some 38 percent of the Justices of the Peace in McLennan County are not attorneys, yet by contrast, of the some 934 Justices of the Peace in the State of Texas, as many as 89 percent do not possess undergraduate degrees and 94 percent are not attorneys (see Texas Civil Judicial Council Report).

In consequence, a significant portion of the justices do not possess the legal training appropriate for filling out and processing the required legal forms, and hence, must depend upon the District Attorney's office for expertise. In an effort to compensate for this lack of training, non-attorney justices are required to attend a 40-hour course within a year from the time they take office plus a 20-

hour advanced course each year there after. While some 72 percent of the justices in the state are complying with this mandate, only 40 percent of the non-attorney justices in McLennan County are complying with it.

In terms of court caseloads, there were a total of 7,808 cases filed in the Justice of the Peace Courts in the County between January and June, 1974. Of these 7,808 cases, 73.2 percent (n=5,715) were misdemeanor traffic cases, 9.1 percent (n=703) were non-traffic misdemeanor cases, and 17.8 percent (n=1,390) were civil cases. More specifically:

- Of the 5,715 traffic cases filed, 81 percent (n=4,612) resulted in dispositions.
- Of the 703 non-traffic cases filed, 41 percent (n=289) resulted in dispositions.
- Of the 1,390 civil cases filed, <one percent (n=2) resulted in dispositions.
- A total of \$120,771.00 in revenue was collected.

When contrasting Justice of the Peace Court activity in the county with that of the state, the data suggest that a slight overrepresentation of activity exists locally. While McLennan County represents some 1.3 percent of the Texas population, 1.5 percent of the cases filed in the state occurred in McLennan County. In terms of the distribution in the nature of the cases, the data below

suggest that during the period under study, proportionately fewer traffic and non-traffic cases are filed in the McLennan Justice of the Peace Courts than those in the state as a whole, while the reverse is apparent in terms of civil case filings. For example:

Distribution of Cases Filed in McLennan County and State of Texas, January - June 1974

<u>Case</u>	<u>Texas</u>		<u>McLennan</u>	
<u>Total</u>	<u>525,377</u>	<u>100%</u>	<u>7,808</u>	<u>100%</u>
Traffic	399,733	76	5,715	73
Non-Traffic	64,146	12	703	9
Civil	61,498	12	1,390	18

Source: Interim Report, Texas Civil Judicial Council, January - June, 1974.

The County Court-At-Law

This court was created to relieve the constitutional county judge of all or part of his judicial duties. This court has jurisdiction in McLennan County over criminal cases where jail can be imposed, and appellate jurisdiction from justice courts and municipal courts. This court has exclusive jurisdiction in civil cases greater than \$200 and less than \$500, concurrent jurisdiction with the District Court if greater than \$500, but less than \$1000, and exclusive jurisdiction in condemnation proceedings.

Average caseload for court is 150 cases per month of which approximately 65 percent are Driving While Intoxicate (DWI). The backlog that the court is currently operating under exceeds 1,200 cases.

"De Novo" trials are rare, and when they do occur, emanate from the Corporation Court and the J.P. Courts.

One court clerk and five additional court employees are supervised by the County Court-at-Law judge. The judge of this court is elected county-wide for a term of four years. Because of statutory change in 1971, the County Judge and the County Court-at-Law Judge may sit for each other.

The county District Attorney's office filed more cases (1,110) in this court in 1973 than in any previous year. Although complete data is not as yet available for 1974, projections suggest only a minimal increase. The data is very clear in its implication that the work load of this court is increasing, and the "productivity" of the court is increasing as well. Consider the following statistics:

County Court-At-Law  
Criminal Cases Filed and Disposed 1971-1974

	<u>1971</u>	<u>1972</u>	<u>1973</u>	<u>1974</u>
filings	1414	1440	1410	1627
Dispositions	592	502	1239	1577

Estimates

Source: McLennan County District Clerk Office and District Attorney's Office.

The projected 1,577 dispositions in 1974 is equivalent to a 27.3 percent increase over 1973, a 96.6 percent increase over 1972 and a 166.4 percent increase over 1971.

In the civil area, however, the figures of cases filed and disposed are even more revealing. For example, in 1973, 1,144 civil cases were filed in the County Court-at-Law. In the first ten months of 1974, 1,206 cases had been filed. The projection is for a total of 1,447 civil cases filed which represents an estimated 26 percent increase.

In regard to fines and bond forfeiture collection, it is estimated that \$106,759 will be collected in 1974, which represents a 33 percent increase over 1973 (\$80,224) and a 132 percent increase over 1972 (\$45,932).

Considering the current caseload, the County Court-at-Law and the growing number of arrests by the Waco Police Department, the creation of a second County Court-at-Law should be seriously considered.

#### District Courts

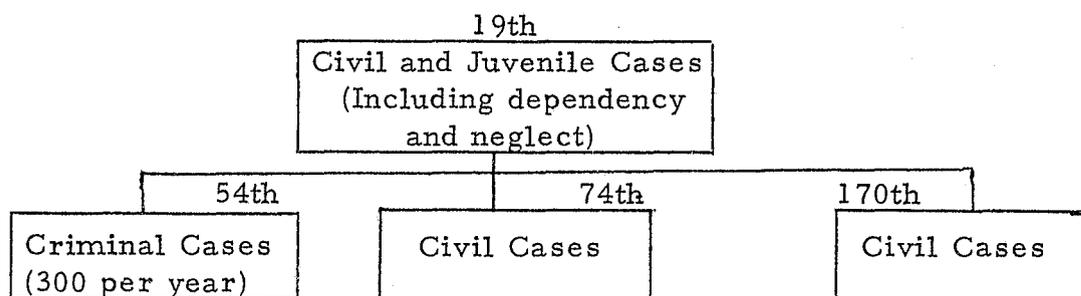
In McLennan County, the District Courts are trial courts of general jurisdiction, having original jurisdiction in all criminal cases of

the grade of felony, cases of divorce, title to land, contested elections, and all civil matters wherein the amount in controversy is \$5,000 or more and concurrent jurisdiction with the County Court-at-Law in cases of at least \$500 but not exceeding \$1,000.

The District Courts have original and appellate jurisdiction in probate matters and general supervisory control over Commissioners' Court. In addition, these courts have general original jurisdiction over all causes of action for which a remedy or jurisdiction is not provided by law or by the state constitution, and have the power to issue writs of habeas corpus, mandamus, injunction, certiorari, sequestration, attachments, garnishment, and all writs necessary to enforce their jurisdiction.

Judges of this court are elected by partisan district-wide elections for four-year terms.

Organization Structure of McLennan County District Courts



In 1973, 2,921 cases were filed in McLennan County's four District Courts. In 1974, however, 3,269 cases were filed, constituting a net increase of 348 cases (or 12 percent increase). The following Table provides a breakdown of cases heard by these courts.

TABLE 21

## Comparison of Activity of District Courts in 1973 and 1974

<u>Court</u>	<u>Cases Filed</u>	<u>1974</u>	<u>1974</u> <u>Total</u>	<u>Cases Filed</u>	<u>1973</u>	<u>1973</u> <u>Total</u>	<u>Percent</u> <u>Change</u>
19th	Civil Juvenile	1,571 89	1,660	Civil Juvenile	1,745 67	1,812	- 8.4
54th	Civil Criminal	43 298	341	Civil Criminal	38 287	325	+ 4.9
74th	Civil	754	754	Civil	624	624	+20.8
170th	Civil	514	514	Civil	160	160	+221.3

In regard to criminal cases, however, only 11 more cases were filed in the 54th District Court in 1974 than in 1973. Also, McLennan County had the lowest number of cases filed and disposed among all 16 counties in the state with a population in excess of 100,000 (see Table 22 ).

Of the total cases on docket in 1973 (392), 257 (65.6 percent) resulted in convictions, 77 (19.6 percent) were dismissed, 58 (14.8 percent) were pending and surprisingly there were no acquittals (see Table 22). It should be noted that the 54th District Court has also disposed of all cases that were pending for over two years in 1974.

McLennan County District Court  
Ages of Criminal Cases Pending on Docket

	1973	1974
Filed during year and still pending	60	52
Pending 1 to 2 years	25	6
Pending Over 2 years	10	0
Total	95	58

These data suggest that while the 54th District Court is clearing the docket, the overall filing of criminal cases by the District Attorney's Office is not keeping pace with the high number of

felons arrested by the Waco Police Department. For example, in 1973 of the 1,230 index offenses (arrestees), all were charged, 559 were found guilty of a lesser offense, 71 were acquitted or their cases dismissed, 307 were referred to the juvenile court, and 207 were still pending or prosecuted elsewhere.

Table 22 McLennan County District Court  
(Criminal Cases) Activity for 1973

	County	Population	Criminal Cases Filed	Criminal Cases Disposed
1	Harris	1,741,912	20,806	18,223
2	Dallas	1,327,321	19,504	18,653
3	Bexar	830,460	2,905	3,139
4	Tarrant	716,317	2,199	2,741
5	El Paso	359,291	1,230	1,699
6	Travis	295,516	1,663	1,694
7	Jefferson	244,773	947	785
8	Nueces	237,544	593	698
9	Hidalgo	181,535	397	514
10	Lubbock	179,295	668	538
11	Galveston	169,812	532	416
*12	McLennan	147,553	281	257*
13	Cameron	140,368	422	513
14	Bell	124,483	1,327	1,336
15	Wichita	120,563	404	312
16	Brazoria	108,312	579	407

Source: Texas Civil Judicial Council; Forty Fifth Annual Report.

Table 23

MCLENNAN COUNTY DISTRICT COURT  
1974 MONTHLY STATUS OF CRIMINAL CASES

	Jan*	Feb	Mar	Apr	May	June	July	Aug	Sept	Oct	Nov	Dec	Year End Total
Total Cases on Docket	130	122	107	114	88	82	58	77	64	100	115	89	392
Convictions	24 / 18%	18 / 15%	24 / 22%	17 / 15%	20 / 23%	25 / 31%	13 / 22%	17 / 22%	17 / 27%	29 / 29%	29 / 25%	24 / 27%	257
Acquittals	0	0	0	0	0	0	0	0	0	0	0	0	0
Dismissals	5 / 4%	4 / 3%	4 / 4%	37 / 32%	5 / 6%	2 / 2%	0	2 / 2%	3 / 4%	3 / 3%	5 / 5%	7 / 8%	77
Pending	101 / 78%	100 / 82%	79 / 74%	60 / 53%	63 / 71	55 / 67%	45 / 78%	58 / 76%	44 / 69%	68 / 68%	80 / 70%	58 / 65%	-

\*January 1, 1974 there were 95 pending cases.

Source: McLennan County District Clerk's Office

### The Court of Civil Appeals

This court has intermediate appellate jurisdiction in civil cases coming from trial courts in the 10th District. The three judges of this court are elected by partisan election in the 10th District for a term of six years.

### The District Attorney's Office

This office has a total staff of 13 people. Besides the District Attorney, an elected official, and the First Assistant District Attorney, there are six other assistant district attorneys. The District Attorney handles administrative matters and the first assistant district attorney divides his time between administrative duties and felony prosecutions. Two assistant district attorneys handle felony cases on an alternating basis. Two assistant district attorneys are primarily responsible for misdemeanors prosecution, and the remaining two assistant district attorneys are responsible for a variety of other legal matters.

There are two investigators and three support staff; each is assigned to a specific area.

The District Attorney's offices are located in the Court House Annex. Respondents suggest that the space available is inadequate

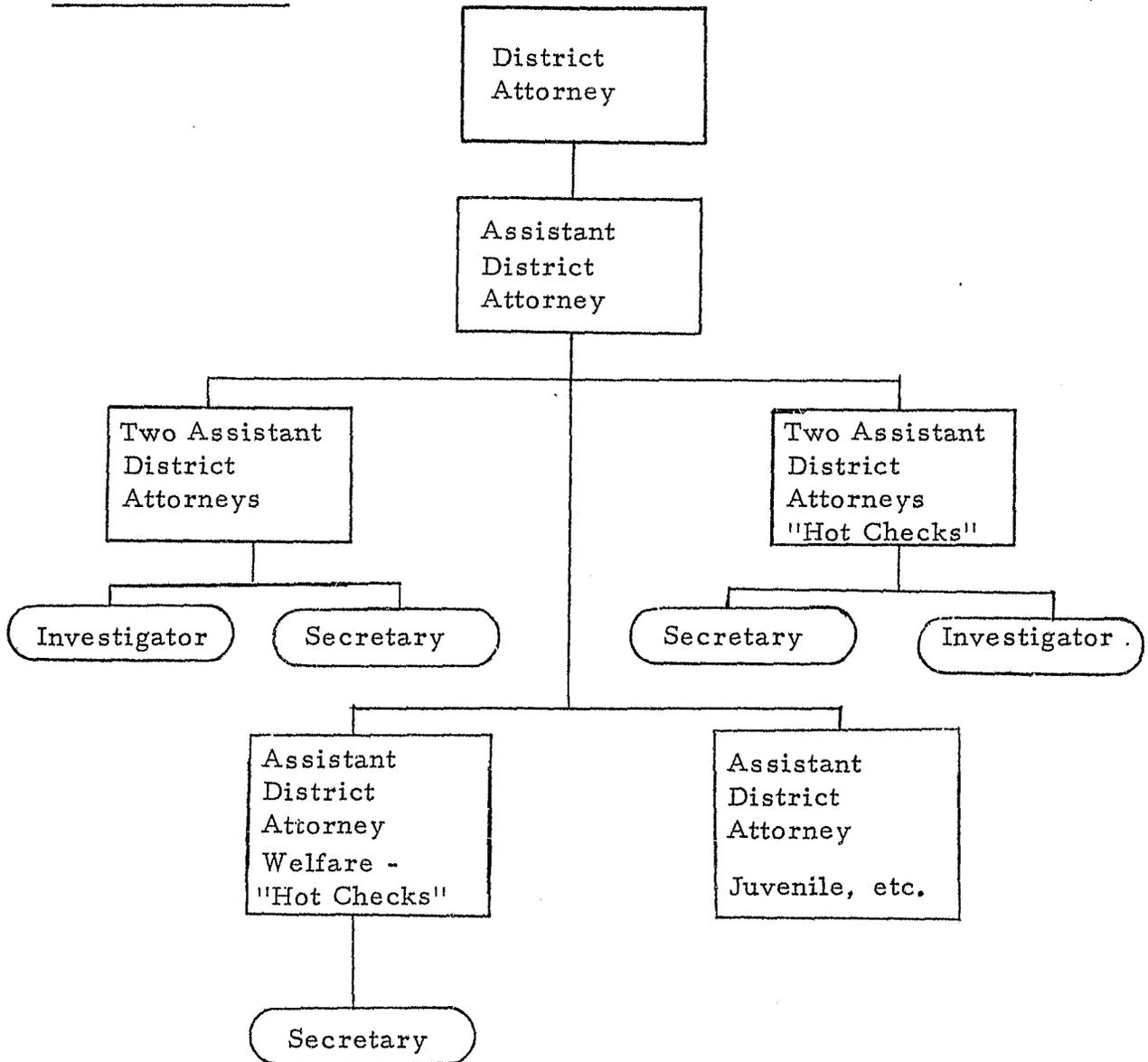
for the needs of the agency. Much of the space, for example, is utilized for storing records; additional space is needed for storing dead files. Discussion between the Sheriff's and District Attorney's offices concerning microfilming of records is progressing.

An ever increasing caseload burdens the District Attorney's office. The stress placed on a small staff to prosecute effectively for the county is being complicated by the increasing problems posed by "hot checks" and the increased emphasis nationally on prosecuting child abuse cases.

Jurisdiction: Prosecution of criminal cases for the state is:

- a) J.P. Courts
- b) County Court-at-Law
- c) 54th District Court
- d) Juvenile Cases in County

13 EMPLOYEES



**CONTINUED**

**2 OF 3**

### District Attorney's Office: Summary of Needs

- Additional personnel for juvenile and hot checks cases.
- Screening Unit for felonies and misdemeanors.
- Adequate working space.
- Microfilming of records.
- Dead records storage space.
- Liaison between Police Department, Sheriff's Office and District Attorney's Office.

### Legal Assistance for Indigents

For criminal matters, the judges of the applicable courts appoint private lawyers to handle the defense of indigents. There is no formal legal aid organization in the county. Since 1973, the Waco-McLennan County Bar Association has been considering a proposal calling for a county-employed defense attorney.

Civil cases are presently handled by the Waco-McLennan County Legal Aid Office which has a staff of three attorneys. This office reported an active caseload of 255 as of October 15, 1974.

### Additional Notes on Waco/McLennan's Courts

In the judiciary, all of the seated judges have served for a considerable length of time. The office of the District Court Clerk is adequately staffed and an adequate record keeping is apparent.

There is no scheduling done by the clerk; lawyers file in the court of their choice.

The 170th District Court is the least busy of all the District Court's but this is rapidly changing. Although there is rapid disposition in civil matters, the numbers of cases handled by each judge is not proportionate due to the scheduling procedure previously noted. An agreement among the four judges of the District Court impedes exposure to different types of cases and thus creates specialization. Only one District Court handles criminal cases although all have jurisdiction. The backlog of the County Court-at-Law is increasing, primarily in the area of driving while intoxicated cases.

The current bail/bond procedure may be affected by a pending legislative provision which would amend a present mandate requiring counties of populations exceeding 150,000 to set up a three member board composed of the District Attorney, Sheriff and County Court Judge to determine the eligibility of bail/bondsmen. At present lawyers offer professional services in conjunction with bail/bond services. The public recognizance bond has been discussed by various elements of the judicial system, including the City and County Bar Association, but no resolution has been reached.

### Juvenile Justice

The 19th District Court handles all juvenile delinquency cases.

The judge of the 19th District Court usually sees the cases (on Thursdays); if not available, the judge of the 170th District Court is designated as his alternate.

The following table provides a perspective on caseload as it relates to juvenile justice matters in the county.

#### Selected Statistics for Juveniles - 1974

Total cases filed	105
Total findings of delinquency	90
Total dispositions	99
Total probations granted	75
Total on probation at end of period	98
Total committed to Texas Youth Council	14

Source: McLennan County District Clerk's office.

Of the 105 new cases filed, only 14 (13.3 percent) were committed to the Texas Youth Council. This suggests that people in the community prefer not to institutionalize the juvenile offender. It should be noted that probation is considered a valuable tool and seen as preferential to institutionalization.

Of 1,334 youths handled in 1973 by the Waco Police Department, 780 (38.5 percent) were handled within the department and released. This compares with 783 out of 1,457 (55.7 percent) for

for 1972 and 482 out of 1,344 (35.9 percent in 1971).

Police Disposition by the Waco Police  
Department of Juveniles  
From 1971 to 1973

	<u>1971</u>	<u>1972</u>	<u>1973</u>
Total	1,344 (100%)	1,457 (100%)	1,334 (100%)
Handled within the Waco Police Dept.	482 (35.9%)	783 (53.7%)	780 (58.5%)
Referred to Probation Department	825 (61.4%)	654 (44.9%)	548 (41.0%)
Referred to Welfare Agency	12	13	5
Referred to Other Police Agency	--	--	1
Referred to Criminal in Adult Court	25	4	--

Source: Waco Police Department

The above statistics indicate that while fewer juveniles are being referred to the juvenile probation office, more youths are being handled by the department itself.

Adult and Juvenile Probations

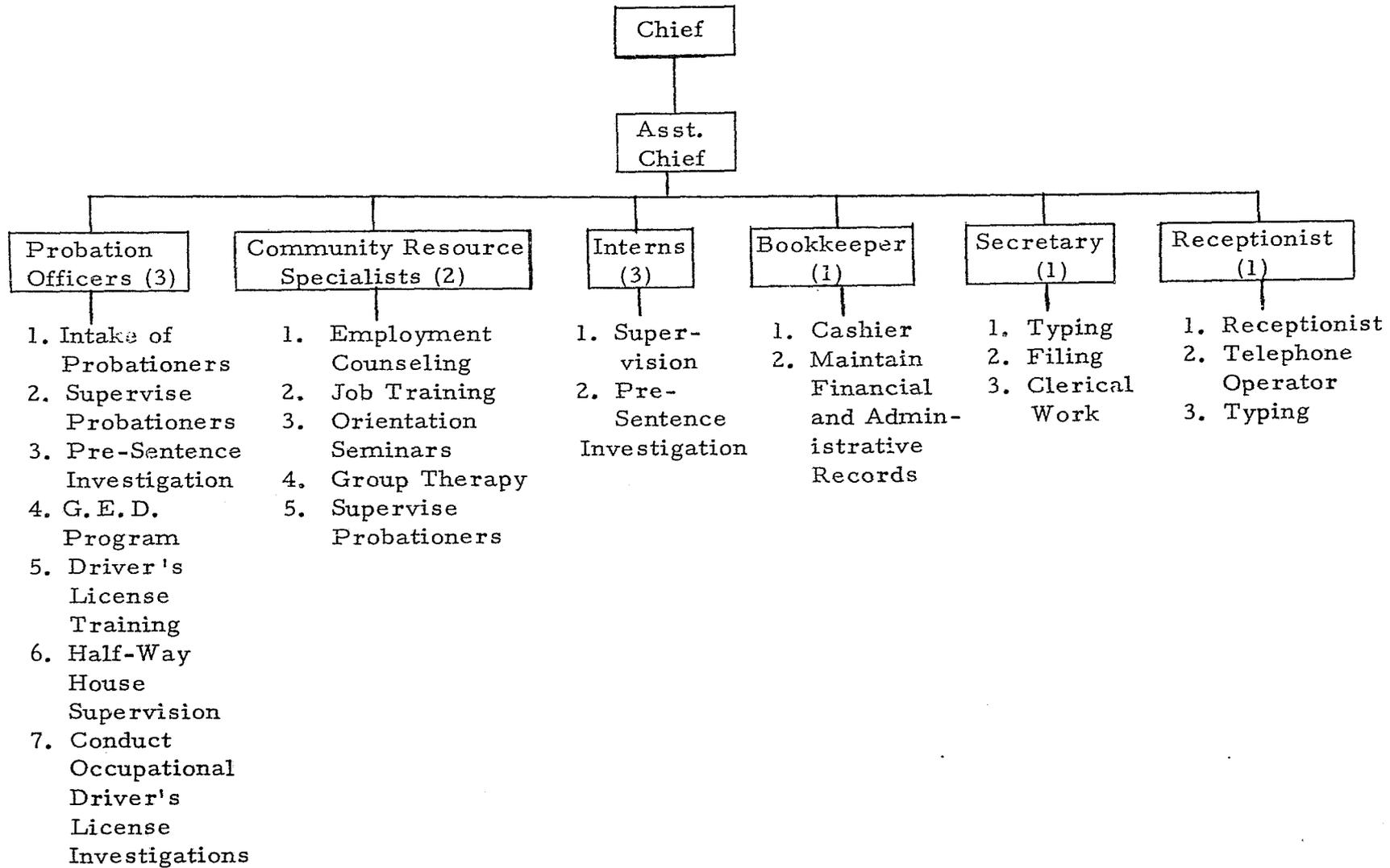
Structure and Organization. The Adult Probation Department of McLennan County maintains a staff of 13 employees. Probation allows the courts to lighten the burden of the jails in the county,

while decreasing the amount of alienation experienced by the person who is entirely removed from his community. Probation staff conduct presentence investigations for the 54th District County Court in order to assist the judge in determining whether or not the offender is a good probation risk.

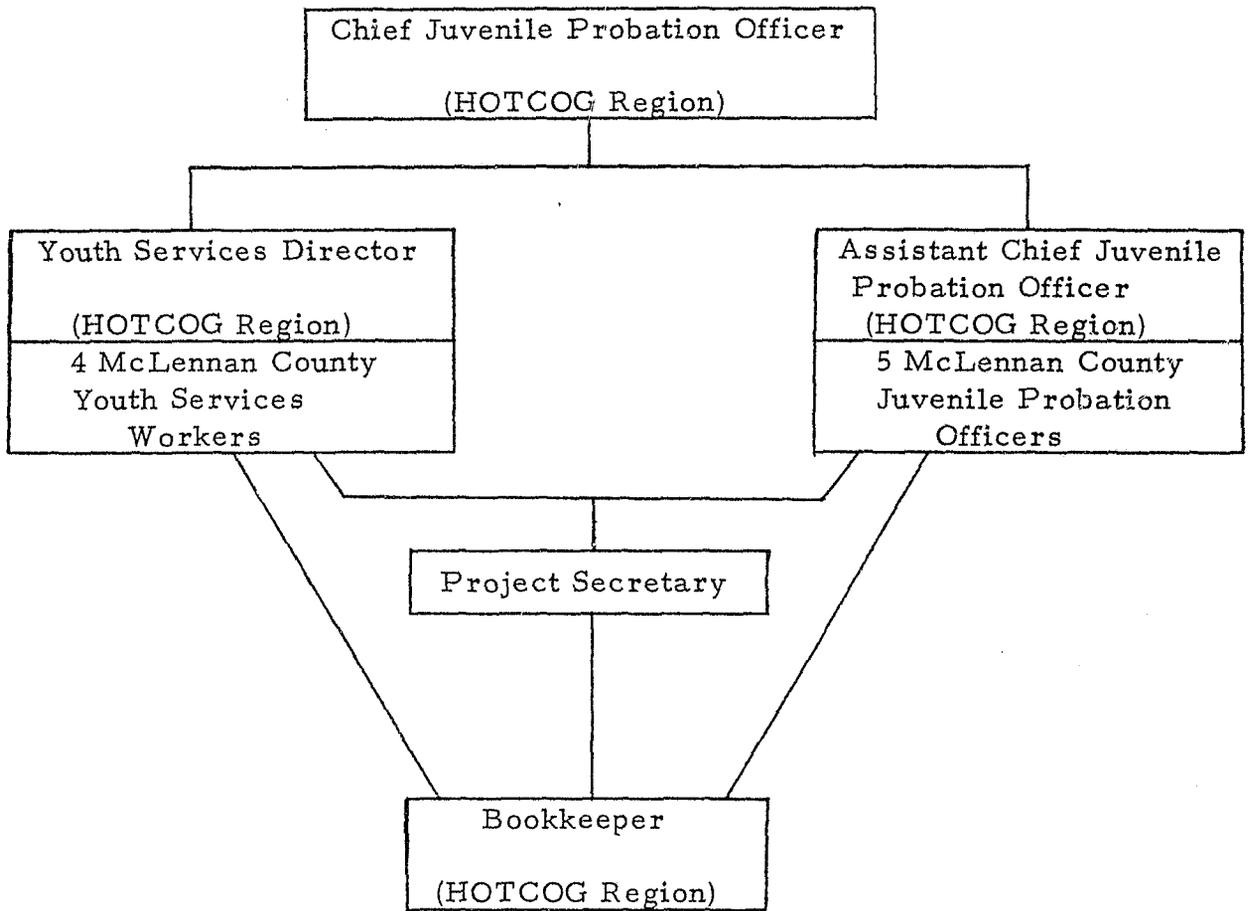
Since about one-third of all convicted offenders are under 25 years of age, the McLennan Young Adult Rehabilitation Center has been very important. During 1972-73 of the 115 individuals placed in the Center, only 14 were discharged as disturbing influences, and only 26 had their probation revoked. The facility accommodates 24 at any given time and expansion appears to be indicated.

The county is also served by the McLennan Juvenile Center. Besides conventional probation functions, the juvenile system possesses a Youth Services Division to provide counseling to emotionally troubled children not yet in conflict with law enforcement. The following charts summarize the structure and organization of probation services in Waco/McLennan County.

ADULT PROBATION DEPARTMENT  
McLennan County, Texas



ORGANIZATION CHART OF PROBATION  
YOUTH SERVICES PROGRAM  
McLENNAN COUNTY



Corrections (Facilities)

McLennan County Jail. The McLennan County Jail was built in 1952.

It is located on the third floor of the County Courthouse Annex and is under the supervision of the McLennan County Sheriff's Office.

It has a capacity of 112 (106 male, six female or juvenile) prisoners.

The facility has been holding between 550 and 650 different or repeating individuals per month for the last year. During the past year, an average of 100 male inmates have occupied the jail on a daily basis. This is virtually the maximum capacity available.

Arresting officers turn over in-coming prisoners to jail personnel who handle the booking procedure. This enables the officers to return to coverage of their assigned areas.

Security is monitored manually and electrically. Closed-circuit television cameras are utilized to observe the outside entrance and the two main passageways.

There are ten tanks comprising the facility. Two are used for maximum security. Intoxicated prisoners are separated from the general population, whenever possible.

Trustees are permitted "open cell" privileges. Juveniles are

segregated from adult offenders; and citizens detained for violations, awaiting court action or bail bond, are segregated from the general jail population.

Women have separate facilities and no male officers are allowed inside.

The day-to-day operation of the jail is under the command of a lieutenant with a staff of three supervisors and six jailers.

The budget for jail operations and subsistence (not including maintenance of building) in 1975 is \$43,000. For 1974 the budget allocation was \$36,450.

Due to the physical limitations, the facility lacks outside grounds for exercise and recreation.

As a practical matter, the facility does not offer any vocational or academic training. Most inmates are either short-term residents awaiting trial for felonies, serving limited sentences, or awaiting transfer to state institutions.

The county does not have a pre-release program.

Municipal Jail. The municipal jail is located in the basement of

the Police and Court Building. Its total capacity is 81 prisoners, accommodations for 66 males, eight females and seven individual tanks comprise this capability. Individuals held in this facility all fall into the short-term detention category.

Electronic and other sophisticated equipment (e. g., breathalyzers, video-taping, etc.) are available if indicated.

#### Parole Services

Three employees of the State's Parole and Pardon Board are located in the County Courthouse Building. The average caseload, increased from 46 cases per officer in 1973 to 80 cases per officer in 1974; this constituted a 74 percent increase. (The ideal caseload is 35 cases per man). As of December 31, 1974 there were 241 parolees in the Heart of Texas Council of Governments; 128 (53 percent) of the 241 parolees are residents of McLennan County.

#### Interrelationship of Criminal Justice System Components

The following observations derive from interviews completed on personnel in various levels of the Criminal Justice System.

- Data suggest that law enforcement personnel in the Waco Police Department view the court system as a separate entity totally removed from the function of the police department.

- Although assistance to the police department from other portions of human service delivery systems has greatly improved in the past few years much coordination is still needed.
- The innovation of the Psychiatric Diagnostic Center in the Sheriff's Office has greatly improved the management of persons with behavior problems who find their way into the Criminal Justice System.
- There appears to be a noticeable amount of competition rather than coordination of the Sheriff's Department and the Waco Police Department for state and federal funds.
- The District Attorney's office has initiated an effort to improve communication channels with other agencies and units of the Criminal Justice System.

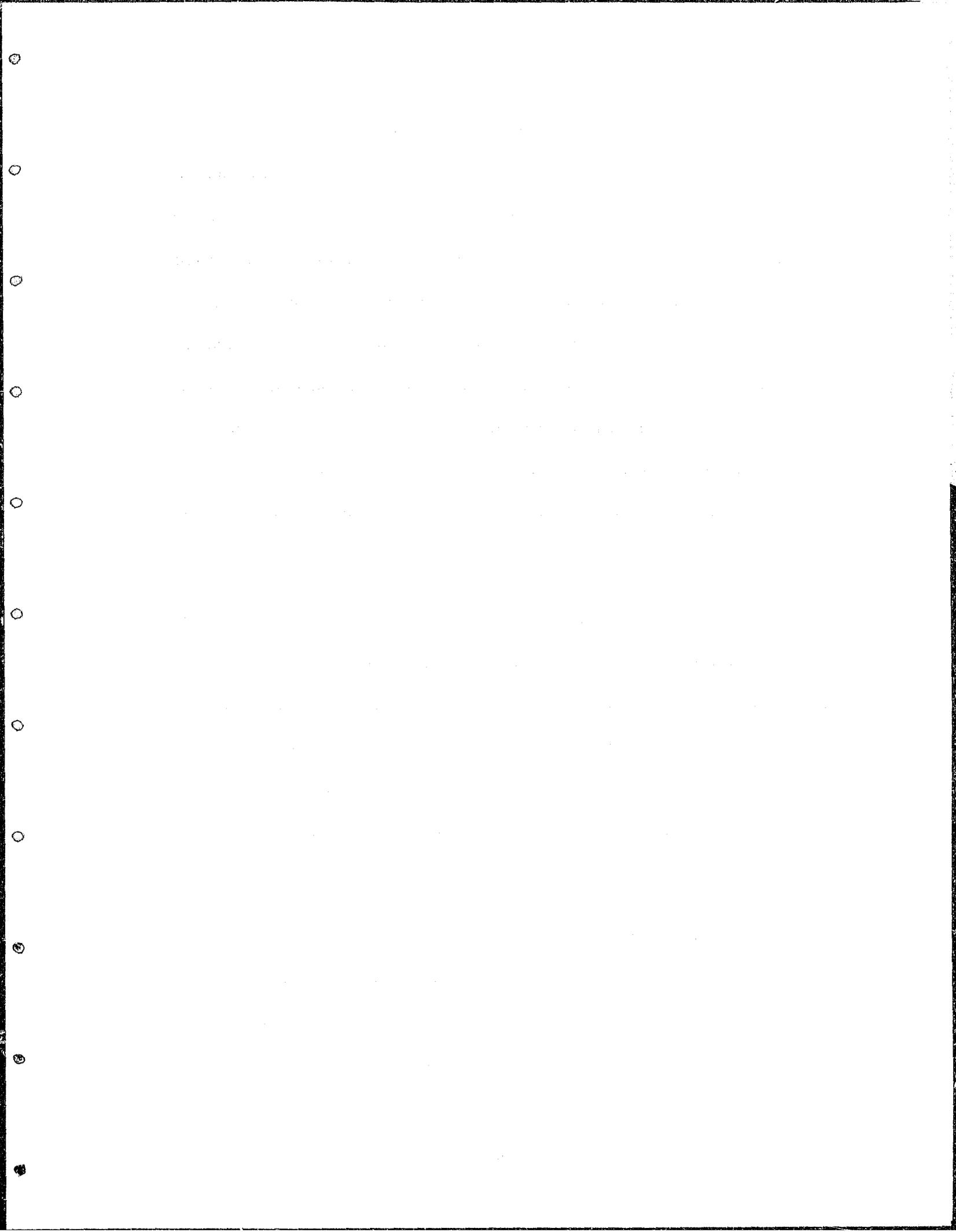
These data suggest that the integration of the components of the Criminal Justice System in Waco/McLennan County are poor in three respects: (1) the city and county do not coordinate activity to any great extent and have few established liaisons in specified areas; (2) units of the Criminal Justice System do not view the whole system as one process and have little knowledge of activities and procedures of other units; and (3) other resources in the community -- especially in the mental health area -- are being underutilized.

Although communication lines have been operationalized in recent years, it appears that many individuals within the Criminal Justice

System are not aware of important contacts that would improve service and make tasks more simple.

Future Directions. On November 8, 1974 a meeting was held by the District Attorney's Office with all units of the Criminal Justice System invited. The purpose was to air problem areas and open lines of communications. The District Attorney expressed a strong desire to eliminate the breakdown in communications which has resulted in the fragmentation and isolation of the various components at the local level. He stated that this breakdown extended to the state agencies as well. The First Assistant District Attorney then spoke to the meeting about specific things which could be done in each area. It is hoped that efforts by the District Attorney's Office will serve as a catalyst to improve the interrelationships within the Criminal Justice System and promote education of the system throughout the components.

X. DIAGNOSES AND PROPOSED SOLUTIONS



### Planning: Law Enforcement

Appropriate planning for the effective use of police services necessarily begins with standardized data collection and analysis. Such information not only represents a reflection of the community's needs for police services and crime prevention programming, but also for more effective police deployment for crime reduction. Standardized data collection should necessarily include, at the most minimal level, the following inputs:

- Incidence and prevalence figures on the commission of crime, both in aggregate form and for specific crimes, generated by both reported and unreported offenses.
- Time, date, location and environmental characteristics (e. g., type of building or open space, lighting, etc.) of the place where each offense occurred.
- Social and demographic characteristics of the victims and offenders.
- Attitudes and perceptions of the citizens toward the police, criminal justice process, offenders, "crime in the streets," and their fear of crime.
- Data relative to the size of police staff (including both sworn officers and civilian personnel), and the appropriate budgetary information.

Given such a data base organized into a usable form, the output generated by longitudinal analyses can be utilized for forecasting trends for specific crimes in given areas of a community, and

for targeting those specific populations who are at the greatest risk for becoming the victims of specific crimes. As such, the appropriate analysis of such data could result in more efficient police deployment as well as focused crime prevention programs for the various populations having the highest risk of victimization.

Within the Waco Police Department some programmatic planning activities do exist. An organized police training program is in operation, and there is an organized planning unit. Data collection, however, is minimal, and little is retrievable other than the routine inputs to the Uniform Crime Reports. Planning within the McLennan County Sheriff's Department emerges with a hardware orientation, and the value of police/community relations is not recognized beyond the need for increased patrols. The training is unorganized, and the role of the planner is typically burdened with enforcement duties.

At both the city and county levels, the need for victim survey research is not typically recognized.

The Heart of Texas Council of Government is the Regional Planning Unit (RPU) responsible for criminal justice planning for five rural counties and McLennan County. (McLennan County is the only urban county in the HOTCOG region). Two persons are responsible

for the overall needs assessment of the criminal justice components in the region. These needs are submitted to the Office of the Governor's Council on Criminal Justice (State Planning Agency) in an annual funding request. Similar to other such jurisdictions, funding requests are made based upon very specific programmatic needs and any overall systemic approach is not utilized. We suspect that it is the lack of the availability of hard data which makes the determination of overall priorities difficult. This problem will be obviated when planners have up-to-date, reliable data at their disposal.

Planning: Courts

The following courts are currently operant in Waco/McLennan County:

- Municipal Court.
- Justice of the Peace Courts (8).
- County Court.
- County Court-at-Law.
- District Courts (4).
- Tenth Court of Civil Appeals.

Planning efforts can be seen in the County Court, the County Court-at-Law (which have concurrent jurisdictions), and the District Courts. Court Clerks, who are elected county officials, in both the District Court, County Court, and County Court-at-Law are responsible for documenting the activities of these bodies.

Since November, 1973 Court Clerks in the County Court and the County Court-at-Law have been submitting monthly reports to the Texas Civil Judicial Council. These reports contain information on caseloads and the disposition of cases. Additional data on finances and revenue generated by the court are generated and maintained at the local level.

With all the information currently available meaningful projections

could be made for both court structures. These projections could be incorporated into an overall plan which would assist the courts in determining their immediate and future needs.

We submit that an adequate data base is necessary for planning for criminal offenders. Valid and reliable data on persons processed by the courts could provide insight into the strengths and weaknesses of the system. Specifically such data would be essential in planning:

- Special programs aimed at diversions and alternatives to institutionalization.
- Specialized personnel who could aid the court (e. g., counsellors).
- Tracking systems which could provide an up-to-date picture of the court and correctional systems.

### Planning: Corrections

Correctional services within the Waco/McLennan area are limited to parole, probation, and short-term incarceration within the county jail structure. No formal planning activities for these subsystems are currently operative. Planning needs exist, however, in the areas of financing, setting of standards, technical assistance, manpower development, information systems, and reintegrative programs. The local probation and parole services tend to have a limited scope in the supervision of offenders, serving as little more than "report stations" as opposed to community based rehabilitative programs. These services are in need of upgrading, in such avenues as medical aid, employment and educational assistance, and special programs for those deeply involved in drug abuse, alcoholism and social alienation. The county jail, in turn, serves as little more than a warehouse for the lesser offenders sentenced to it, and should be tied closely with the rehabilitative resources in the area of employment, vocational training and other social programs which already exist within the community.

## Conclusions

The citizen is the consumer of the services provided by the human service delivery system. Recently, much concern has been voiced about the planning process affecting the provision and delivery of these services. Planning becomes problematic, at best, if the intended goal is not achieved. For this reason, it is important that these consumers - the citizens - are involved in all phases of the planning process. Citizen involvement aids the planning endeavor because these individuals are familiar with the environment in which the proposals and/or programs are to be implemented. In addition to the input of the local community people, a well rounded planning effort must have the experience and insight which has been traditionally offered by experts who are either employed by the agency or utilized as consultants. In addition to citizens and experts, local officials also figure significantly into the planning process.

Local officials have often been the motivating force for a study or on-going planning effort. These persons, alone, however, often have only a limited perspective and may not fully represent the needs of the entire community. By utilizing experts, local officials, agency heads, and concerned citizens, a complete view of the needs and problems addressed by the agency (or institution) can be achieved.

If planning is to be successful, such a perspective is essential.

This multiple-perspective has been utilized in Waco/McLennan County successfully in the recent past in a significant study of the health care delivery system. This study came about, in part, because city and county officials wanted to upgrade the quality of medical care. Expert assistance was provided by the American Public Health Association. Citizen input and involvement was coordinated through the Action Planning Council. The study was divided into three phases: (1) program review and evaluation; (2) development of alternatives; and (3) the development of recommendations. During each phase the consultants collected information and made observations, which were then shared with the citizens' advisory committee and relevant officials.

A similar strategy should be incorporated into all subsequent planning efforts.

## DIAGNOSES AND RECOMMENDATIONS

### Introduction

The main thrust of the IOTA effort was to lead to an identification of problems in the Criminal Justice System. More than simple identification was intended, however. Identification of a specific problem was taken as the beginning. From there, a diagnostic assessment was made. This assessment considered the roots of the problem, its systemic impact and the effects that it might have on the overall efficiency of the system. Once such problems were identified and the appropriate diagnosis agreed upon (by LEAA team members and RPC scientists) a proposed solution was offered.

In terms of making the diagnoses, the methodology detailed in the first part of this report was employed. As we suggested, the identification of a single problem was only the point of departure. From there the problem was placed, first, in an organizational context and then in a systemic context. When an understanding had been reached, a solution was proposed. This process, essentially duplicated the diagnostic one. The solution was first derived on a rather abstract systemic level; then, it was posed more concretely on an organizational and/or agency level. Both diagnosis and "treatment" (i. e., proposed solutions) were defined by all members of the LEAA team and RPC scientists. The following diagnoses and solutions represent their consensus of opinion.

Problem Identifier: Inadequate Planning Data

PROBLEM: Serious gaps exist in the available data necessary for the planning of crime prevention and reduction programs and effective police deployment.

Discussion

The unreliability of official criminal statistics as measures of the prevalence of offense behavior has been well documented. In addition to the vast number of criminal acts that remain hidden, many of those that are detected are not reported to the police, and furthermore, reported crime does not always become recorded crime. The Uniform Crime Reports (UCR) has long since represented the standard for the gathering of data on offense behavior and the required inputs to the UCR system have served to define the boundaries of data collection at the local level. Yet, the UCR has the inherent limitation of being totally based on crimes known to the police, thus ignoring the total magnitude of the crime problem which defines the actual parameters of policing community needs.

Solution

1. Initiate victim survey research. Victimization surveys began in the United States in 1966 and have been replicated in numerous major cities since that time. Victimization surveys, when properly

undertaken, can provide more precise estimates and measures regarding:

- a. The volume of crime.
- b. The extent of victim losses.
- c. Demographic characteristics of victims.
- d. Demographic characteristics of offenders.
- e. Citizens' attitudes toward police.
- f. Citizens' attitudes toward offender.
- g. Victim-offender relationships.
- h. Citizens' attitudes toward crime.

Data gathered from such surveys is of paramount importance in planning police services and community needs with respect to:

- a. Identifying those populations having a high risk for victimization.
- b. Identifying needs for the deployment and expansion of police personnel.
- c. Generating crime prevention programs tailored for specific populations at high risk of specific types of criminal victimization.

Victimization surveys have typically been undertaken in large metropolitan areas. However, this does not preclude the appropriateness of such research in medium size cities such as Waco, Texas. During 1974, in an effort to more effectively plan for

police and community needs, such a survey was conducted in Pueblo, Colorado, a city of some 100,000 people. The city of Waco could conduct such a survey of its own at a maximum cost of approximately \$50,000.

2. More efficient utilization of existing data. Data collected by the police department for its own internal use and for submission to the UCR could be more effectively utilized. Useful insights on the trends of crime in the community as a whole and in specific neighborhoods could be obtained by computing and charting crime specific rates for given areas for the preceding five year period, by computing crime specific arrest rates over the preceding five year period, and by constructing profiles of the crime specific victim population.

Problem Identifier: Legal Expertise in Waco Police Department

PROBLEM: There is no legal expertise within the Waco Police Department to assist the line officers in their duties.

Discussion

Training in legal matters is sketchy and is provided by personnel that are not from within the department. Expertise in the preparation of warrants, the handling of evidence, and the provision of up-to-date knowledge on relevant state and federal jurisprudence comes mostly from the District Attorney's office.

Solution

Appoint a Line Legal Adviser to the Waco Police Department.

The adviser would provide legal expertise to the officers in the discharge of their duties. This person would, among other things, verify adequateness of warrants of search and seizures, insure adequate handling of evidence, relieve the District Attorney's Office of verifying sufficiency of documentation of arrest warrants, inform the department of state and Supreme Court decisions which may have an impact on overall law enforcement functions, provide training in legal matters to recruits and experienced personnel in areas such as laws of evidence, testimony in court, civil rights, and warrants of search and seizure.

Problem Identifier: Minority Underrepresentation

PROBLEM: There exists a significant underrepresentation of black personnel in city and county law enforcement.

Discussion

Blacks account for a significant portion of the population in both the City of Waco and McLennan County as a whole. In Waco, some 20 percent of the population is black, while only six percent of the sworn officers are black. In McLennan County, including Waco, some 16 percent of the population is black while only six percent of all sworn officers (Waco Police Department and Sheriff's Office) are black. This situation fails to lend itself to adequate police-community relations within the minority neighborhoods.

Solution

Pursue a more aggressive campaign for recruiting black personnel into the Waco Police Department and the McLennan County Sheriff's Office.

Problem Identifier: Training for Law Enforcement Personnel

PROBLEM: There exist gaps or weaknesses in the training of law enforcement personnel.

Discussion

The utilization of criminal justice professionals and concerned community members is not exhaustive. Judges, probation officers, and parole personnel do not participate fully in the training of law enforcement officers. The entire process by which arrestees and juvenile offenders go through the Criminal Justice System is not known even by most experienced law enforcement officers.

Solution

1. Obtain the cooperation input of professionals in the law enforcement area, judiciary, corrections, and human service delivery (e. g., mental health) so that they may participate in the training efforts of personnel for the Waco Police Department and the McLennan County Sheriff's Office.
2. Design an in-service training program, 20 to 40 hours per year, for peace officers. Training should include the Line Legal Adviser (see recommendation for appointing adviser to the Waco Police Department), probation and parole personnel, staff from

the District Attorney's Office, the District Court Clerk, and judges from the 19th and 54th District Courts.

3. Encourage peace officers to take advantage of specialized training offered by HOTCOG, DPS and other resources as indicated by need and availability.

4. Enhance community and human relations training in both departments. We suggest that other communities and professionals be contacted that so existent programs and resources may be considered for their applicability to Waco/McLennan County.

5. Consolidate, with a systematic approach overview, the training needs and efforts of the Waco Police Department and the McLennan County Sheriff's Office.

Problem Identifier: Poor Coordination of CJS Components

PROBLEM: There is a lack of coordination between the Waco Police Department and the McLennan County Sheriff's Department.

Discussion

The Waco Police Department and the McLennan County Sheriff's Office have, to a degree, overlapping jurisdictions. Without the proper definition of their respective tasks, there has ensued a duplication of services in some areas with minimal service in others.

Solution

Initiate periodic meetings between representatives of these aforementioned law enforcement systems, including planners from HOTCOG and the Department of Public Safety to identify gaps in present service and to develop contingency plans for mutual responsibilities in handling disturbances or a catastrophe which may befall the community.

Problem Identifier: Need for Full-Time Detective Service

PROBLEM: The work of the Waco Police Department in the law enforcement area is essentially hindered by the absence of a full-time (i. e., 24 hour) detective service.

Discussion

The lack of full-time detective services by the Waco Police Department obstructs timely follow-up in evaluating a crime scene, the gathering and protection of evidence, identification and interrogation of witnesses, and the pursuit of information during the crucial period following the discovery (or notification of the occurrence) of a serious crime. The absence of this service by the Waco Police Department affects, not only the overall performance of the department but the activities of the District Attorney's Office as well.

Solution

Establish a 24 hour detective service in the Waco Police Department. (An alternative would be the development of team policing). The implementation of such a modification would positively affect the overall efficiency of the police department and the work of the District Attorney's Office.

Problem Identifier: Screening Unit for District Attorney's Office

PROBLEM: The District Attorney's Office is unduly burdened by cases which are either weak or have only incomplete substantiation.

Discussion

Currently, at least 20 percent of the time spent by the District Attorney's Office is devoted to screening activities and assistance to law enforcement and other agencies. Even the addition of two new Assistant District Attorneys will do little to alleviate this problem, as they will be expected to prosecute cases. The efficiency of the agency could be vastly improved by the creation of a specialized screening unit.

Solution

Establish a specialized screening unit which would review cases presented by law enforcement agencies/personnel. By delegating the screening function to this specialized unit, the existent staff could concentrate on aggressively prosecuting current cases. This unit would require one additional Assistant District Attorney, one investigator and one support person.

Problem Identifier: Excessive Court Workloads

PROBLEM: There are excessive workloads in the County Court-at-Law.

Discussion

At present, there is only one County Court-at-Law in McLennan. This court handles all Class A and B misdemeanors, as well as a significant proportion of the civil cases in the county. Since 1970, there has been a 37 percent increase in the number of criminal cases and a 75 percent increase in the number of civil cases handled by this court. Such increases have caused a severe burden on the court case flow resulting in only minimal preparations of some cases and rapid disposition of other cases. These dispositions tend to affect the quality of justice.

Solution

Create a second County Court-at-Law. The creation of a second County Court-at-Law would alleviate the congestion in the calendar of the existing court and offer improved services and resources to the community at large.

Problem Identifier: Jail Facilities/Programs

PROBLEM: The McLennan County Jail is burdened by over crowded conditions, understaffing, and antiquated facilities.

Discussion

The jail is now operating at (or greater than) its maximum capacity. Data generated by this study suggest that the increasing rate of arrests and convictions will place an even greater demand on existent facilities. Additionally, programs focusing on recreation, work release, and/or any other ways to reintegrate the criminal offender into the community are seriously hampered because of fiscal, manpower and space limitations.

Solution

Solutions to the problems posed above would entail exploring the available alternatives to incarceration. Minimally this would suggest:

1. A feasibility study which would explore alternatives such as:
  - A work release program.
  - Expanded utilization of existent mental health facilities (such as the detoxification center) and the diversion of certain individuals into the mental health system.
2. A feasibility study to determine whether a new jail facility should be constructed. This study should explore the possibility

of expanding the facility to incorporate a centralized booking and screening unit for the entire county or region.

3. Expand the operant Release on Recognizance (ROR) programs for misdemeanants and selected first felony offenders.

Problem Identifier: Juvenile Services

PROBLEM: Significant needs exist for expanding McLennan County's services for juveniles.

Discussion

The burden of providing services to juveniles in order to effectively divert them from institutionalization falls heavily upon the County Juvenile Probation Departments of Texas. Incarceration as such, is diametrically opposed to the rehabilitation ideal, and the cost of institutionalizing a juvenile averages \$18,000 per year as opposed to an average of \$150 per year spent on servicing juveniles through existing services; some 15 percent of the juveniles processed by the agency need intensive services which cost an average of \$785 per case.

The County Probation Departments handle the vast majority of the juveniles in the state. At present, there is a lack of adequate vocational training capabilities and facilities in this community for youth. The community lacks a facility to accommodate juveniles in need of supervision and protection during critical periods of psychological and physical stress. Currently, inadequate back-up resources exist in the criminal justice area. There is a need for psychiatric services to complement the work done by the County Juvenile Probation staff as generalists and outreach caseworkers.

A need also exists for clearly outlined coordination between criminal justice system components, juvenile probation, and other services to make known those services which are available at the point of intake.

### Solution

1. With input of juvenile probation, law enforcement, judiciary and health and welfare services, a coordinating group could be established which would develop plans for a community based facility which would provide shelter for juveniles during crisis periods and provide short-term residential treatment. Such a facility could also utilize the Family Crisis Counseling Diversion Methods being utilized in the Sacramento Diversion Project in which families of youths who come into contact with law enforcement officials are given intensive family counseling therapy. In addition, juvenile justice personnel could coordinate with the Vocational Technical Advisory Committee (McLennan County group) to pursue avenues for incorporating vocational training into available resources.

2. Consideration should be given to expanding the services provided by the County's Juvenile Probation personnel. Expansion of service now provided via hiring additional youth workers would

result in serving a substantial number of youths.

3. Expansion of the County's Juvenile Probation Services is needed. Representatives of the Juvenile Probation Service indicate that in their six centers some 2,060 youths were served in 1974 and that with some expansions the capacity of the system could be doubled. The community could make use of the expertise available at Baylor University for conducting a cost benefit analysis of the various ways that Juvenile Probation could expand their services. It should also be noted that extensive resources exist in the psychology, sociology, and economics departments at Baylor University through which the community could obtain technical assistance in the fiscal, administrative, managerial, and planning phases of the overall criminal justice process.

Problem Identifier: Interrelation of Criminal Justice System  
and Other Human Service Delivery Systems

PROBLEM: A striking amount of insularity and non-coordination separate the various components of the human services delivery system and the criminal justice system.

Discussion

As has been documented, the criminal justice system has been forced to deal with many problems that it is only minimally capable of addressing. Problems resulting from the processing of alcoholic persons, other chemically dependent persons, and mentally ill persons, can and should be addressed by medical, and not legal specialists. As the system currently operates, a disproportionate amount of the police officers', judges', and other CJS personnel's time is spent dealing with these social casualties. One might suggest that if alternatives to arrest, sentencing, and incarceration did exist, CJS personnel would have more time to devote to the apprehension of more serious offenders and crime prevention. The community does provide services/structures that can address the needs of these social casualties. The irony, however, is that while such services do actually exist in most cases they are underutilized so that the community is not receiving full value for the resources it is allocating. The single outstanding exception to this is the Psychiatric Diagnostic Center administered by the

McLennan County Sheriff's Office. One might suggest that the reasons these alternative services are under-utilized is that inadequate coordination exists between the criminal justice system and other parts of the human services delivery system - specifically, the health and mental health care delivery systems. An analysis of interview data suggests that attempts must be made to establish administrative machinery that would be capable of effectively integrating the systems where need exists. The following proposed solutions address this issue.

#### Solution

1. Expand the existent Psychiatric Diagnostic Center Program. This agency, which helps bridge the gap separating the mental health area from the law enforcement area, serves a vital function in the community. The center is well run and its work has been lauded by law enforcement personnel, jurists, and professionals in the community. As a short term diagnostic facility, it has the capacity of providing a law enforcement officer with an alternative to jail in cases that are deemed problematic. After evaluation and diagnosis, patient/prisoners can be referred for treatment and/or services elsewhere. A recent study completed by the American Public Health Association recommends that the center

be removed from its current location in the County Jail facility and moved to the Psychiatric Wing of Providence Hospital. The findings of this research support this recommendation.

2. The utilization of specialized personnel to serve a liaison function to the criminal justice system and indicated parts of the human services delivery system. This recommendation suggests that counsellors and treatment personnel be involved in the disposition of the cases of alcohol and drug dependent persons who are appearing in court. These personnel could represent the treatment agency, explain their agency's program to the offender, and act as an amicus curiae through providing a set of recommendations to the judge based upon their assessment of the offender and his needs. Such personnel would also be "on-call" to provide information and support to law enforcement personnel in the discharge of their duties.

3. The expansion and development of programs to acquaint law enforcement personnel with human services in the community. This recommendation would formalize, heretofore, informal in-service training arrangements. Law enforcement personnel would participate in regularly occurring seminars in which current and/or emerging problems would be explored along with an examination

of the resources that the community has mobilized to deal with them. Law enforcement officers will have the opportunity to explore community problems and learn about alternatives to arrest for dealing with these problems.

4. The construction of a mechanism whereby personnel at all levels of the criminal justice system can interact with personnel charged with providing services to those community members whose behavior has been labeled as detrimental to either self or community. In addition to an ignorance of existent resources, as having responsibility for the non-utilization of human services resources, a measure of misunderstanding may also preclude their use. The situation could be vastly improved if personnel representing the various criminal justice agencies such as courts, probation, welfare, etc., would regularly meet with personnel charged with providing mental health services (drug program administrators, alcoholism counsellors, etc.). Such communication would open each system to the other thereby increasing the alternatives open to criminal justice personnel and assuring a full caseload to treatment providers.

Problem Identifier: Inadequate Planning Data for the Management of Substance Abusers

PROBLEM: There is a striking absence of data which can be used to plan and/or develop intervention and prevention campaigns in the field of substance abuse.

Discussion

The criminal justice system is the ultimate recipient of the dysfunctional person. In cases of alcohol related problems, such people tend toward patterns of recidivism with repeated contact with the criminal justice system. Some mechanism is needed to identify these problem individuals as they enter the criminal justice system, so that plans can be formulated for their management in a setting which can more adequately address their needs. This, in turn, will allow the criminal justice system to free resources that could more profitably be utilized in the solutions of other problems.

The issue here is essentially one of management, i. e., establishing a data base capable of providing information which can be used in the development of intervention, diversion, and prevention strategies. Data from a number of separate, but interrelated sources, is necessary to construct this resource. The first concerns an assessment of those persons who have already been identified as

having some substance abuse problem (i. e., known prevalence statistics). The second involves an understanding of what is happening "on the street" and some assessment of persons not currently known to any of the control and/or service delivery systems (i. e., hidden prevalence statistics). The third concern is the need of an assessment of the persons coming into the criminal justice system for reasons other than identified substance abuse problems.

#### Solution

1. Those agencies charged with the coordination of human services in the community should conduct a study of known prevalence. An understanding of known prevalence statistics provides planners with data on:
  - a. Usage patterns of various facilities.
  - b. Social and demographic characteristics of clinical offenders by geographic area and period of time.
  - c. Recidivism rates and characteristics of recidivists.
  - d. Current substance usage patterns.
  - e. Longitudinal and trend patterns of substance use.
2. The same coordinating agencies should conduct a complimentary assessment of the hidden prevalence of substance abuse. As was

suggested above, known prevalence data provides information about those who currently are in or who have been processed through one of the control systems. A substantial proportion of drug abusers have not as yet had any contact with either law enforcement or treatment agencies. Since these persons represent the population pool of potential clients/offenders, it is necessary that planners have an understanding of what is currently happening "on the street." Such data tends to provide a sensitive index of what kinds of problems the system will be confronting in the near to immediate (six months to one year) future. Specifically, such data can be expected to address such questions as:

- a. Patterns of criminal activity by drug using persons.
- b. Insight into the social and demographic characteristics of persons involved in the drug scene.
- c. Changes occurring in either the problem population or the general ambience of the scene.
- d. Shifts and changes in drug use patterns, migratory patterns, or other matters relevant to law enforcement.
- e. An awareness of any special problems that only law enforcement and/or treatment personnel will have to confront.

Data such as provided by known and hidden prevalence studies are necessary for adequate planning. More than one-third of those who come into contact (and are ultimately processed by)

with the criminal justice system, have either (or both) a drug or alcohol problem. Without an understanding of their social characteristics and problems, law enforcement and treatment personnel are, at best, limited in the impact that they can have on the problem.

3. Undertake a study of persons coming into contact with the criminal justice system for any reason. Currently there is no accurate measurement of the prevalence of drug and alcohol abusers which are coming into contact with the criminal justice process in McLennan County.

Specifically, indicators of the extent of drug abusers in the criminal justice system are measured by the numbers arrested for drug law violations and problem drinkers are measured by the incidence of arrest for alcohol related offenses (e. g., public intoxication). However, such a measurement fails to account for those dysfunctional substance users who may be arrested for other crimes. A jail study based on a questionnaire, administered to all arrestees entering the local jails during a sixty day period, would provide information as to the proportion of arrestees coming into the system. The data delivered from such an inquiry would enable local drug and alcohol programs to better identify the scope of the problem population for the sake of planning present and future service delivery needs.

APPENDIX I

The following index represents the extent of community resources available for the care/treatment of problems and/or social dysfunctions.

Adoption Services

McLennan County Child Welfare Unit  
Family Counseling  
Legal Aid  
Methodist Home  
Waco State Home

Adult and Children Education

Adult Basic Education  
Alliance Bilingual Center  
Baylor Speech and Hearing Clinic  
Carver Park Community Education Center  
McLennan Community College  
Planned Parenthood  
Region XII  
Texas State Technical Institute  
Texas Rehabilitation Commission  
Waco Independent School District  
Waco Public Kindergarten

Aging Services

Area Agency on Aging  
Community Living Center  
Friendship House  
Inner City Ministry  
McLennan County Welfare  
Retired Senior Volunteer Program  
Social Security Administration  
Texas Department of Public Welfare

Alcoholism Services

Freeman House  
McLennan County Council on Alcoholism  
Mental Health/Mental Retardation

Behavior Problems of Children

Central Youth Services  
Family Counseling and Children's Services  
McLennan County Child Welfare  
McLennan County Juvenile Probation  
Methodist Home: Child Guidance  
Texas Youth Council  
Waco Association for Retarded Children  
Waco Independent School District Visiting Teachers  
Waco Police: Juvenile Bureau

Blind and Visually Handicapped

Lighthouse for the Blind  
Texas Department of Public Welfare  
Texas Commission for the Blind

Children's Services

Alliance Bilingual Day Care Center  
Alliance Home Care Agency  
Boys' Club, Inc.  
Boy Scouts of America  
Camp Fire Girls  
Evangelia Settlement  
Family Counseling and Children's Services  
Girl Scouts, Inc.  
Girls' Club, Inc.  
Joyce Stamps Day Nursery  
Latin American Christian Center  
McLennan County Child Development  
McLennan County Child Welfare  
McLennan County Juvenile Probation  
McLennan County Society for Crippled Children  
Methodist Home

Children's Services (continued)

Texas Department of Public Welfare  
Texas Youth Council  
Waco Independent School District  
Waco Public Kindergarten

Counseling and Guidance

Caritas  
Family Counseling and Children's Services  
Freeman House  
Help Is Possible  
Legal Aid  
Mental Health/Mental Retardation  
Planned Parenthood  
Recovery Inc.

Day Care for Children

Alliance Bilingual Day Care  
Alliance Home Care Agency  
Evangelia Settlement  
Joyce Stamps Day Nursery  
Latin American Christian Center  
McLennan County Child Development

Disaster Services

American Red Cross  
Civil Defense Center  
Salvation Army

Drug Abuse Services

Drug Abuse Program  
Help Is Possible  
Texas Rehabilitation Commission

### Employment and Vocational Guidance

Association for Selective Career Opportunities  
Goodwill Industries, Inc.  
Lighthouse for the Blind  
Police Community Relations Center  
Texas Employment Commission  
Texas State Technical Institute

### Financial Assistance

American Red Cross  
Caritas of Waco  
Jewish Welfare Council  
McLennan County Welfare  
Salvation Army  
Social Security Administration  
Texas Department of Public Welfare  
Veterans Administration Regional

### Food Assistance

Caritas of Waco  
Friendship House  
McLennan County Welfare  
McLennan County Agricultural Extension Service  
Salvation Army

### Handicapped Services

Baylor Speech and Hearing Clinic  
Goodwill Industries, Inc.  
Lighthouse for the Blind  
McLennan County Association for Mental Health  
McLennan County March of Dimes  
McLennan County Rehabilitation  
Mental Health/Mental Retardation  
Texas State Commission for the Blind  
Waco Association for Retarded Children

### Health Services

American Cancer Society  
American Heart Association  
American Red Cross  
Centex Guidance Center  
City-County Health Department  
Community Health Clinic  
Dental Clinic  
Drug Abuse  
Help Is Possible  
Hillcrest Hospital  
March of Dimes  
Methodist Home: Guidance Center  
Providence Hospital  
Recovery Inc.  
Waco Association for Mental Health

### Information

Information and Referral Service

### Legal Services

Lawyer Referral Services  
Waco-McLennan County Legal Aid

### Planning and Coordinating Services

Action Planning Council  
Area Agency on Aging  
HOTCOG  
EOAC  
Model Cities  
Planned Parenthood  
United Fund

### Recreation Services

Boy Scouts of America

Recreation Services (Continued)

Boys' Club, Inc.  
Camp Fire Girls  
Dewey Park Community Center  
Bledsoe Miller Recreation Center  
Girl Scouts Council  
Girls' Club, Inc.  
Parks and Recreation  
Sul Ross Recreation Center  
United Service Organization (USO)  
YMCA  
YWCA  
Waco Creative Arts Center

Referral Services

Information and Referral Service

School Clothing and Lunches

Friendship House  
Goodwill Industries  
Inner City Ministry  
Salvation Army  
St. Vincent De Paul Society  
Waco Independent School District Visiting Teachers

Transients

McLennan County Welfare  
Salvation Army

Transportation Services

American Red Cross  
Inter Agency Transportation  
McLennan County Welfare  
Salvation Army

Veterans Services

American Red Cross  
VA Regional Office  
VA Hospital

APPENDIX II.

The following names comprise but a partial listing of persons who are, or have been, active in this effort. They are active in either/or both the Waco/McLennan Criminal Justice System and other human service delivery systems.

Interviews were conducted by the LEAA team and scientists from RPC. In the majority of cases, the narrative and statistical information was provided by these local citizens in a cooperative and timely fashion. In addition, their enthusiasm for the concepts of this innovative LEAA program was appreciated.

System/Agency

Waco - City

<u>Title</u>	<u>Name/Address/Phone</u>	<u>Programmatic/ Functional Responsibility</u>	
Mayor	DuConge, Oscar 110 S. 12th 753-0331	City Council EOAC Management	HOTCOG Executive Committee City Rep. - CCEC
Manager	Smith, David F. City Hall 756-6161	Chief Admini- strative & Executive Ofcr Management	
Councilman	Getterman, Ted City Hall 756-6161	Mayor Pro Tem  Mgmt/Planning	
Councilman	Closs, J.R. City Hall 756-6161	Mgmt/Planning	HOTCOG Executive Committee Vice-President
Councilman	Smith, M.A. (Catfish) City Hall 756-6161	Mgmt/Planning	
Councilman	Brooks, J. Leigh, City Hall 756-6161	Mgmt/Planning	City Rep. - CCEC
Councilman	Gibson, Joe City Hall 756-6161	Mgmt/Planning	City Rep. - CCEC
Assistant City Mgr	Lykes, June E. City Hall 756-6161	Mgmt/Planning	Liaison Police Dept. - Public svcs - Human Development - Health - Educ.
Assistant City Mgr	Dillard, Don City Hall 756-6161	Mgmt/Planning	
Director of Finance	Salter, Robert H. City Hall 756-6161	Finance (Budget) Management	Budgetary Planning

System/Agency

Waco - City

Title	Name/Address/Phone	Programmatic/ Functional Responsibility	
Director of Planning	Ringo, Wm. D. City Hall 756-6161	Planning	
Urban Planner	Borman, Doyle City Hall 756-6161	Housing Planning	
Assessor & Tax Coll.	Murrell, Francis A. 10th & Columbus 756-6161	City Tax Assessor Management	Tax Base
Health Officer	Cleaver, Edgar M. (Dr.) 225 W. Waco Dr. 752-9471	Director Board of Health Public Health Management	City Council/ Commissioners Ct. Psychiatric Diag- nostic Center - County jail - City Police
Reg. Dir. of Labor- atories	Woodfin, Howel W. 225 W. Waco Dr. 752-9471	Administrator/ Acting Dir. for Health Ofcr. Management	County Jail City Police
Police Dept.			
Chief of Police	Calvert, M.M 300 W. Waco Dr. 756-6161	Supervision of Police Function Management	Crime Control - City level/City Juvenile Bureau/ City Mgr./Council
Director of Research & Planning	Wilson, Frank 300 W. Waco Dr. 756-6161	P.D. Budget/ Planning liaison w/ city admin. Planning & Evaluation	Grants Planning HOTCOG/City GARC Committee

System/Agency

Police Dept.

(cont'd)

<u>Title</u>	<u>Name/Address/Phone</u>	<u>Programmatic/ Functional Responsibility</u>	
Lieut.	Roznovsky, Al 300 W. Waco Dr. 756-6161	Commissioned Officer Plan. & Eval.	
Capt.	January, Everett E. 300 W. Waco Dr. 756-6161	Commissioned Officer Administrative	Community Services Relation Personnel & Trg.
Capt.	Cupp, Richard 300 W. Waco Dr. 756-6161	Commissioned Officer  Operational	Uniformed Div. Tactical Squad Shifts, Traffic Squad - Special Operations
Capt.	Rodriguez, Joe 300 W. Waco Dr. 756-6161	Commissioned Officer Operational	Criminal Inves. Div. (CID)
Sgt.	Chambers, O.P. 300 W. Waco Dr. 756-6161	Commissioned Officer Operational	Juvenile Section
Sgt.	Hohertz, Elwood 300 W. Waco Dr. 756-6161	Commissioned Officer Operational	Vice & Intelligence
Capt.	Parker, Grover 300 W. Waco Dr. 756-6161	Commissioned Officer - Admin. Operational	Records & Information
Lieut.	Smith, J. K. 300 W. Waco Dr. 756-6161	Records System (in charge) Operational	Records input
Sgt.	Kidwell, Dennis 300 W. Waco Dr. 756-6161	Records System  Operational	Records input
Sgt.	Hoherty, William 300 W. Waco Dr. 756-6161		

System/Agency

Waco - City

<u>Title</u>	<u>Name/Address/Phone</u>	<u>Programmatic/ Functional Responsibility</u>	
Director of Citizen Participa- tion	Curtin, Mark City Hall 756-6161	CDC Duties Operational	Community Development Commission (CDC) HUD Funds
Director of Community Development	Davis, Tracy 1818 Columbus 756-3777	CDC Director Management	Community Development Commission (CDC) HUD Funds
Director of Operations	Hagar, Bailey City Hall 756-6161	CDC Operational	Community Development Commission
Director of Personnel & Civil Service	Houston, John A. City Hall 756-6161	Directs Per- sonnel Operation Budget & Record Keeping	
Judge	Valentine, O. Z. 508 Franklin 752-8379	Management Traffic Cases City Ordinances \$200 Max. Fine	
City Atty	Bracken, Earl City Hall 756-6161	Management	

System/Agency

McLennan County

<u>Title</u>	<u>Name/ Address/Phone</u>	<u>Programmatic/ Functional Responsibility</u>	
Commis- sioner	Berry, Ray County Courthouse 756-7171	Gen. Policy/ Budgetary Management/ Planning	County Rep. CCEC
Commis- sioner	Nail, Roy County Courthouse 756-7171	Gen. Policy/ Budgetary Mgmt/Planning	HOTCOG Exec. Committee
Commis- sioner	Calvery, Grady County Courthouse 756-7171	Gen. Policy/ Budgetary Mgmt/Planning	County Rep. CCEC
Commis- sioner	Lechler, Joe County Courthouse 756-7171	Gen. Policy/ Budgetary Mgmt/Planning	Unknown
Executive Director	Steinheimer, A.K. 216 N. 5th 752-9616	Director of local govt. representa- tion - Mgmt.	Regional Planning Unit for HOTCOG area - all inclusive
Criminal Justice Coordinator	Osborn, Bill 216 N. 5th 752-9616	CJS Comp. Plan. City & County CJS Planning/ Training	Regional Planning Unit for CJS Activities
Criminal Justice Coordinator	Lawrence, Smith 216 N. 5th 752-9616	CJS Comp. Plan. City & County CJS Planning/ Training	Regional Planning Unit for CJS activities
Reg. Drug Abuse Coordinator	Tolbert, Charles 609 N. 5th 752-2508	Drug Program	

System/Agency

McLennan County

<u>Title</u>	<u>Name/ Address/Phone</u>	<u>Programmatic/ Functional Responsibility</u>	
County Judge	Thomas, Bob L. County Courthouse 756-7171	Administrator equiv. to city manager/mayor Mgmt.	Gen. policy - budgetary County Rep. CCEC
District Attorney	Eichelberger, M. County Courthouse 756-7171	Prosecuting crim. cases Management	P. D., Sheriff & DPS input
Asst. District Attorney	Reyna, Felipe County Courthouse 756-7171		
Judge	Allen, George County Courthouse 756-7171	General court jurisdiction Operational	Concurrent jurisdiction/ Judge Thomas
Judge	Logue, Bill County Courthouse 756-7171	19th District Gen. Court Jurisdiction Operational	Court for all juvenile matters
Judge	Anderson, Carl County Courthouse 756-7171	54th District Gen. Court Jurisdiction Operational	Court for all Criminal matters
Judge	Johnson, Derwood County Courthouse 756-7171	74th District Gen. ct. juris. Operational	Majority of cases in the personal injury field
Judge	Mormino, Raymond County Courthouse 756-7171	170th District Gen. ct. juris. Operational	Overflow cases - Alt. for Judge Logue

System/Agency

McLennan County

<u>Title</u>	<u>Name/ Address/Phone</u>	<u>Programmatic/ Functional Responsibility</u>	
District County	Barlow, Jim County Courthouse 756-7171	Criminal Area/ Civil Area/ Child Support/ Filing Area MGMT/Opera- tional	Prev. worked in D.A.'s office
Justice of the Peace	Cabaniss, John County Courthouse 753-4411	Juris. up to \$200 Criminal/Civil Cases - issue warrants, sign death cert., re- quest autopsies	90% of Criminal Cases
Justice of the Peace	Johnson, Joe N. County Courthouse 753-3361	Juris. up to \$200 Crim. / Civil Cases - issue warrants, sign death cert., re- quest autopsies	90% of Criminal Cases
Justice of the Peace	Weikel, C.H. County Courthouse 756-7171	Juris. up to \$200 Criminal/Civil cases - issue warrants, sign death cert., re- quest autopsies	Acts as relief for Cabaniss & Johnson  (newspaper reporter)
County Clerk	Denny, Frank County Courthouse 756-7171		

System/Agency

McLennan County

<u>Title</u>	<u>Name/ Address/Phone</u>	<u>Programmatic/ Functional Responsibility</u>	
Adult Probation Officer	McWilliams, Tommy County Courthouse 756-7171	Management	Rehabilitation of probation defendants
Juvenile Probation	Barron, Bob 1200 Clifton 756-7171	Super. of detention & rehab. center Mgmt.	Probation Work - Alternatives
Deputy Juvenile Prob. Ofc.	Reese, Charles 1200 Clifton 756-7171	Right hand man to Bob Barron	Main Concern - Preventive program
Sheriff	Harwell, Jack Courthouse Annex 756-7171	Supervision of Sheriff's functions Management	Crime Control - county level
Deputy	Lewis, Jim Courthouse Annex 756-7171	Planning	
Captain	Weynberg, Dan Courthouse Annex 756-7171		
Health Officer	Cleaver, Edgar M. Dr. 225 W. Waco Dr. 752-9471	Director Board of Health Public Health Management	City Council/ Commissioners Ct. / Psychiatric Diag. Center - County Jail City Police
Supervisor	Brock, Cheryl 201 W. Waco Dr. 753-0341	In charge of child referrals	Child neglect &+ abuse cases
House Parents	Miller, Gene (Mr. & Mrs.) 1421 Austin Ave 753-7984	In charge of half-way house for young adults	Juvenile presentence and pre-delinquents

System/Agency

McLennan County

<u>Title</u>	<u>Name/ Address/Phone</u>	<u>Programmatic/ Functional Responsibility</u>	
Director of Adult Mental Health Svcs.	Reese, Susan 1401 N. 18th 752-3451	Management	
Program Director (MHMR)	Renegar, Larry 313 N. 12th 752-3451	Director of Changes Program	Drug Abuse
Program Director (MHMR)	Casey, Jewell (Mrs.) Psychiatric Diagnos- tic Center Courthouse Annex 754-2329	Services for disturbed per- sons. Management	An alternative to incarceration
County Auditor	Wells, Weldon County Courthouse 756-7171	Audit Function	Finance/Records Control
Executive Director	Kerr, Bill 1401 N. 18th 752-3451	Director of Council on Alcoholism Management	Alcohol Abuse
Supervisor	Jackson, LuCretia 1401 Columbus 753-3042	LVN in charge of clients and medication	Alcohol Drying Out Center
Medical Attendant	Johnson, Willie(Mrs.) 1401 Columbus 753-3042	Assistant to LVN	
Director	Bullion, Del 1401 N. 18th 752-3451	Alcohol Treatment Delivery Sys.	Alcoholic Abuse

System/Agency

McLennan County

<u>Title</u>	<u>Name/ Address/Phone</u>	<u>Programmatic/ Functional Responsibility</u>	
Executive Director Legal Aid	Lamb, James 201 W. Waco Dr. 752-5596	Management	
Assistant City Manager	Baker, Harold 2801 Parrish 799-2436	Operational	Bellmead
Chief of Police	Kirk, Randel E. 2801 Parrish 799-2436	Operational	Bellmead
City Secretary	Latta, Helen (Mrs.) 501 E. Craven 799-2458	Operational	Lacy-Lackview
City Secretary	Stamps, Mary (Mrs.) 700 N. Lacy Dr. 799-5555	Operational	Northcrest
Rep. of McLennan County Central Labor Council	Pittillo, Frank 702 $\frac{1}{2}$ Franklin 752-7582	Administration of Council	
Insurance Broker Agency	Hoppenstein, Archie 713 Franklin 753-2486	Chamber of Commerce/ Crime & Law Enforcement Committee Planning/ Operational	CJS - esp. juvenile area - Key member of juvenile advisory board - Proponent chairman for proposed (now dormant) correctional center Appointed to CCEC

System/Agency

McLennan County

<u>Title</u>	<u>Name/ Address/Phone</u>	<u>Programmatic/ Functional Responsibility</u>	
Realtor	Appell, C. Sam 821 Washington 753-2451	Chairman - CC Crime & Law Enforcement Committee Planning	Chairman of Committee that requested IOTA
Attorney	Bice, Noley R. (Jr.) 500 Columbus 752-6555	Vice-Chairman CC Crime & Law Enforcement Committee Plng. Planning	Appointed to CCEC (currently working on Bail Bond Issue)
Dentist	Mayes, J. J. Dr. 1227 Chestnut 799-6824	Unknown	Appointed to CCEC
President (Burgess Oil Co.)	Burgess, John L. (Jr.) 716 N. 18th 754-5489		CDC - Ward Board Member
President (DuPuy Oxygen & Supply Co.)	DuPuy, Leslie C. 120 S.W. Loop 340 772-3460		CDC - Crime Committee
Chief Draftsman	Boyd, Larry N.E. Wiedemann Architects 1118 Franklin 752-4327		CDC - Crime Committee
Director of Missions	Rose, Larry L. Waco Baptist Assoc. 4007 W. Waco Dr.	Directs church activities for Waco/McLenn. area	Making a study of Waco/McLennan area similar to LEAA program.

Systems/Agency

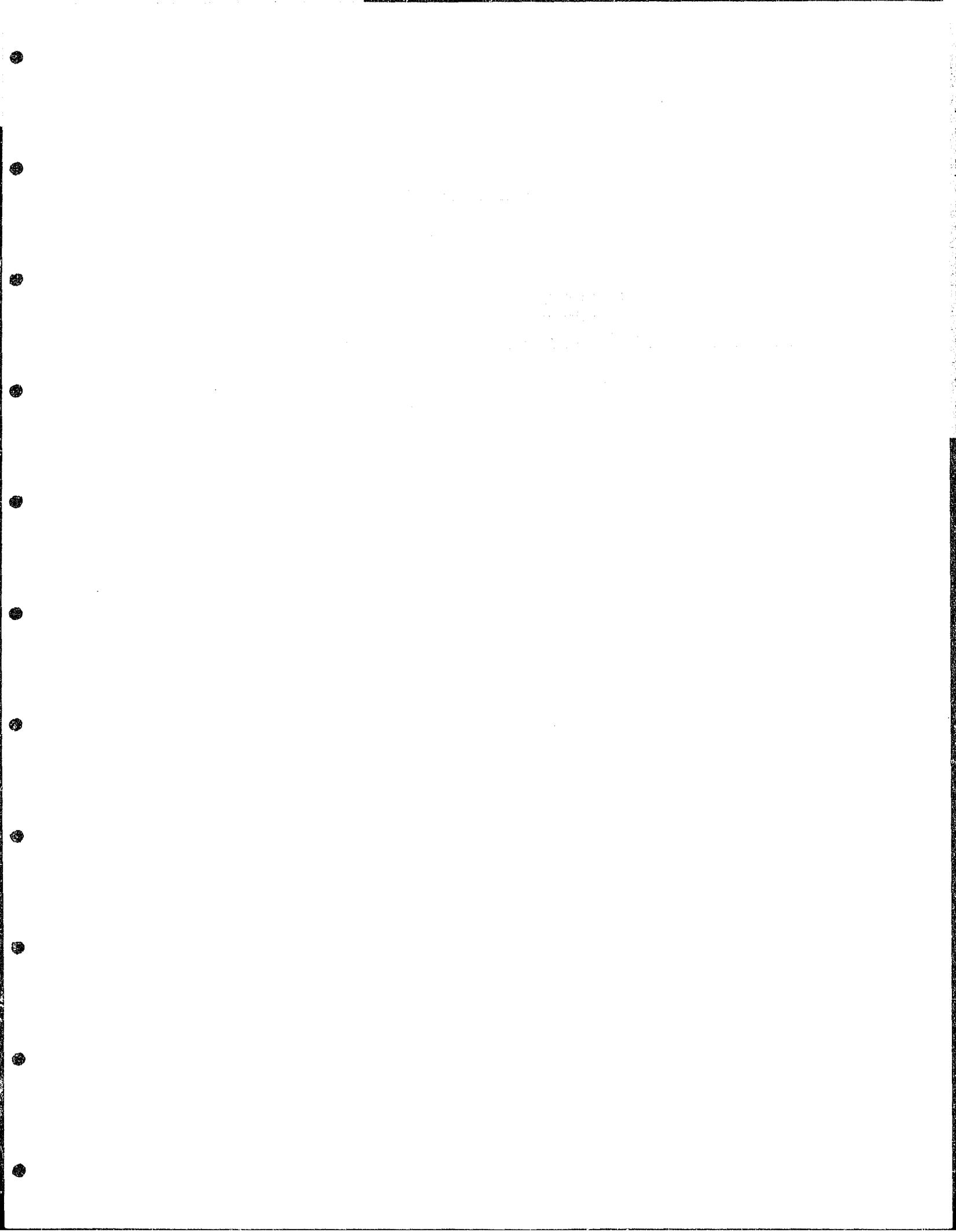
McLennan County

<u>Title</u>	<u>Name/ Address/Phone</u>	<u>Programmatic/ Functional Responsibility</u>	
Attorney	Faulkner, John Liberty Bldg. 756-2193	Pres. Waco McLennan Bar Assoc.	
Commanding Officer	Major A. C. Ross 524 S. 4th 756-7271	Admin. Mgmt	Salvation Army Welfare/Charity Diversion
Director	Frazier, Elizabeth 201 W. Waco Dr. 756-7171	Administration	Interim assistant for crisis (financial situations)
State Congress- man	Denton, Lane Citizens Tower 756-2650	Represents citizens at State Leg.	Ability to change system
State Parole Officer	Cross, George Liberty Bldg. 756-2801	Parole Supervision Management	
	Casner, Ken Liberty Bldg. 756-2801		
Executive Director	Mullins, Mack W. 401 Franklin 756-7494	Directs Educational Support Services for McLennan & 11 other counties Management	Provides services for school system including drug and crime prevention education
Secretary Bus. Mgr.	Hollowell, B. E. 3420 W. Waco Dr. 752-8341		

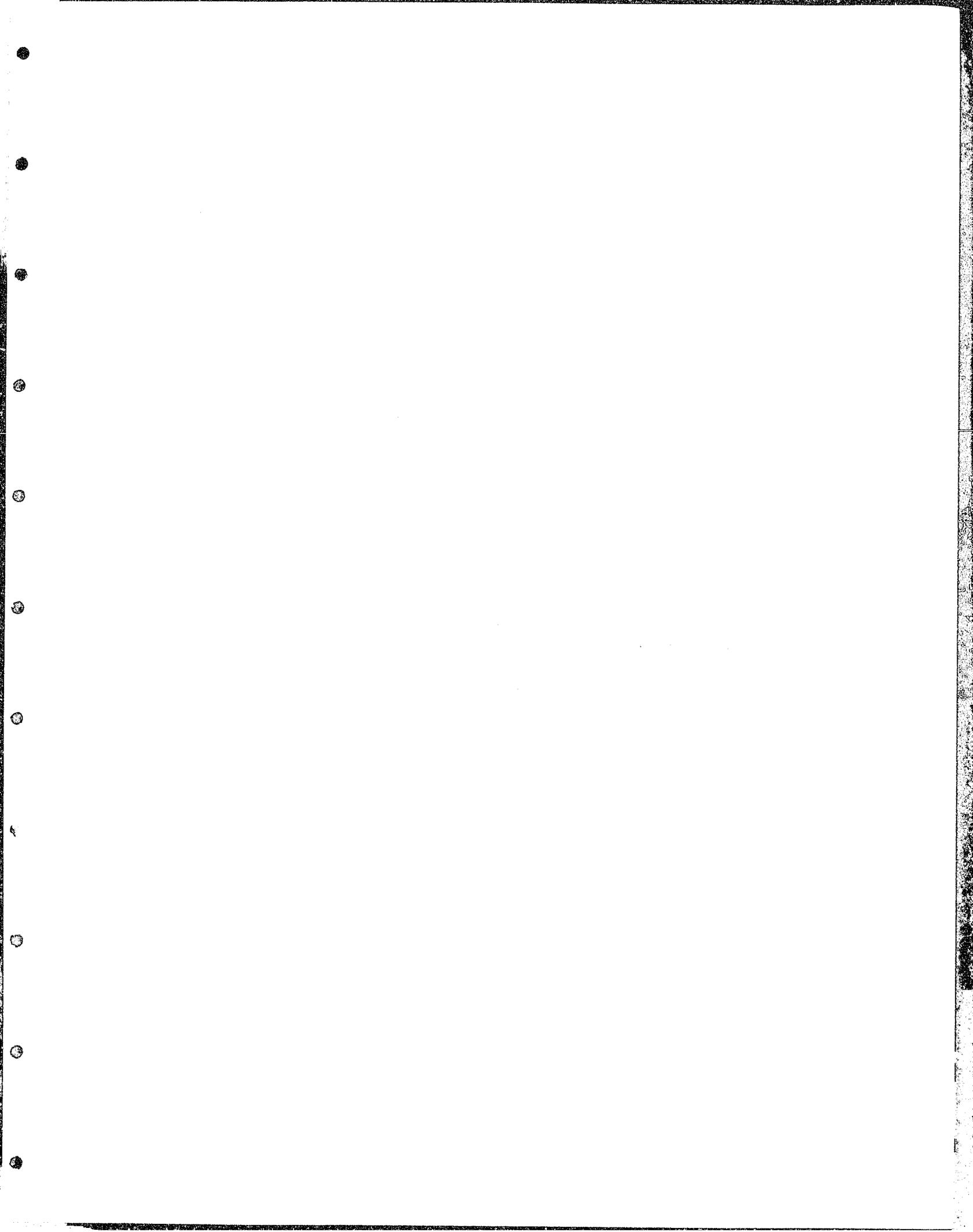
System/Agency

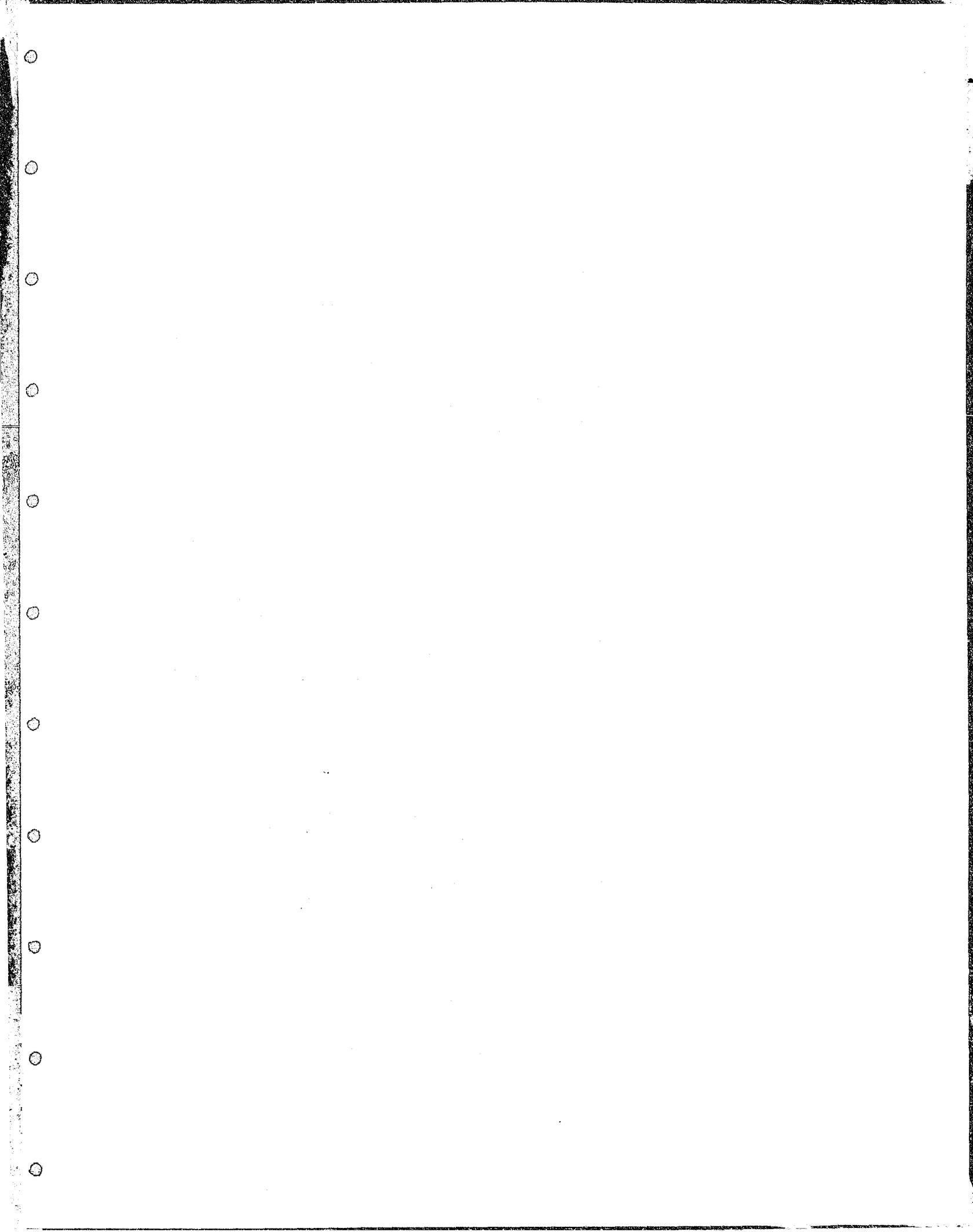
McLennan County

<u>Title</u>	<u>Name/ Address/Phone</u>	<u>Programmatic/ Functional Responsibility</u>	
Executive Director	Hays, Preston TSTI (Texas State Technical Insti.) 799-0258	Economic Development Data Management	
Director	Hunter, W. O. 925 Columbus 754-5421	Enforces labor laws Management	
Director	Wheat, Marvin 925 Columbus 754-5421	Management	
Major	Sutherland, Jack Fort Fisher	Texas Ranger Co. "F"	
Ranger	Ray, James E. Fort Fisher 754-2303		
Attorney	Wallace, Charles Westview National Bank Bldg. 772-5350	Private law firm	Past president Waco/McLennan Bar Assoc.
Asst. Dir. of Contin. Education	Brown, Byron Dr. Baylor University 755-1011	Programs for continuing education	LEEP
Adminis- trator	Copeland, Kennard (Dr.) Methodist Home 1111 Herring 753-0181	Administration of children's home & school activities	70 percent of cases referred by state/ courts



APPENDIX III.





(continued)

Heart of Texas Council of Governments' Criminal Justice System  
Priorities, Plans, and Resources with Projected Impact/Changes

<u>Priority</u>	<u>Plan</u>	<u>Priority Addressed</u>	<u>Potential Resources Available</u>	<u>Potential Impact</u>	<u>Requested Amount</u>
5	Hill County Sheriff's Office Photo Lab	File, Record, ID System & Dispatching	CJC funds administered through HOTCOG	Establish dispatching service	\$6,625.75
6	Mexia P. D. Microfilm ID's	Records	CJC funds administered through HOTCOG	Reduce volume of stored paper in records and efficient retrieval	\$8,331.23
7	Falls County Adult Probation Department	Presentence Investigations	CJC funds administered through HOTCOG	Provide supervision, presentence investigation for individuals placed on probation	\$15,198.00
8	Tri-City Consolidation Design	Study for consolidation of police services in three cities	CJC funds administered through HOTCOG	Long-range economy and overall expansion of services	\$8,000.00
9	Falls County Jail Study	Study of existing jail facility	N/A	Provide evaluation of existing facility and data available for proper recommendations	\$12,500.00

(continued)

Heart of Texas Council of Governments' Criminal Justice System  
Priorities, Plans, and Resources with Projected Impact/Changes

<u>Priority</u>	<u>Plan</u>	<u>Priority Addressed</u>	<u>Potential Resources Available</u>	<u>Potential Impact</u>	<u>Requested Amount</u>
10	McLennan Document Storage Retention	Establishment of a central regional computer bank at Waco including microfilm sections	CJC funds administered through McLennan County Sheriff's Department	Microfilming to reduce paper files and increase number of arrests through reduced response time	\$55,000.00 **
11	Waco Crime Preventitive Unit	Continuing of priority from previous year	CJC funds administered through Waco Police Department	Reduce burglary by 12 percent over 1974. Reduce other crime against property, especially armed robbery by five percent over 1974	\$50,000.00 **
12	ID Upgrade	Technical and riot equipment	CJC funds administered through Waco Police Department	Acquisition of color processing package to upgrade ID section	\$3,992.00
13	CAPSO Crimes against persons- sex offenses	Unit in Waco to deal with crimes against persons	CJC funds administered through Waco Police Department	To reduce incidence of rape by two percent over 1973 increasing risk of detection & apprehension for rape offenders; and also specialization in all other types of sex offenses	\$24,071.00

\*\* Other funds unofficially available through CDC

1975 FUNDS

\$426,076.00

**END**

7 11/25/1911