

# Challenge for Change

U. T. Institute of Urban Studies  
The University of Texas at Arlington  
Progress Summary 1969 - 1973



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Dr. Edward S. Overman

### In Memoriam

Dr. Overman received his B. S. (1936) and Ph.D. (1940) from the University of Virginia in Political Science. He entered the Navy in 1942 and served with Naval Intelligence, as captain of a ship in the South Pacific, and with the port director's office in San Francisco. Following World War II, he was a research associate with the Bureau of Public Administration at the University of Virginia. He subsequently taught political science at the University of Tennessee and the University of Alabama, and then was appointed as a professor and director of the Division of Urban Affairs at the University of Delaware in 1961. He came to The University of Texas at Arlington in 1968 as a University Professor of Government and first director of the Institute of Urban Studies.

Active in many professional and community organizations, he held many offices in these organizations, including Secretary-Treasurer of the Council of University Institutes for Urban Affairs; President of the North Texas Chapter, American Society for Public Administration; and President of the Air Quality Coalition of North Central Texas.

As the first director of the Institute of Urban Studies, Edward S. Overman charted a course which spanned the urban world and the academic community. He was steadfastly devoted to the humanist tradition of education and sought to develop an academic program in which graduate students could gain a variety of perspectives for analyzing the

problems of the urban community. In a very real sense, Dr. Overman represented the classical scholar whose interests crossed academic boundaries. He was both historian and philosopher as well as a man vitally concerned with the community in which he lived. He spoke out frequently, and in many cases alone, on many issues, including government, education, planning, the environment, and civil rights. He felt that a scholar's first duty is to deal with inequities in his own community—yet his active interest in his community stemmed from some very basic principles. He believed strongly that issues must be confronted; that problems could be resolved through rational discussion; and that forthrightness and honesty are necessary ingredients in any discussion.

For Dr. Overman, urbanism and all of its manifestations had little meaning if the simple beauties of nature were lost. He believed that mankind must keep in touch with the natural world, for it is in the natural world that the purity and majesty of a man is realized. A grove of pine trees on the university campus serves as a symbolic memorial to his creed.

Dr. Overman was a soft-spoken, unassuming man who dedicated himself to the idea that man could best change those things which touched him directly. It was in this sense that he touched all our lives, and we are the better for it.



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Dr. Sherman Wyman

#### A Note From The Director

Contrary to a still dominant image, Texans are today largely an urban people. More than 70 percent of us live in metropolitan areas. Within these areas, much of the growth in the last decade has been in the suburban communities.

Many of our rural towns which are located near metropolitan areas are enjoying a resurgence of growth and vitality. Yet, in the more remote areas, some towns are suffering a slow decline in economic activity and in population, especially young people. In both instances, rapid growth or slow decline, the problems are many and complex.

The Institute of Urban Studies has in its first five years mounted a broad array of educational, research and service responses to the problems of communities in both metropolitan and rural areas. These initial efforts would not have been possible without the imagination and diligence of those who served with our initial research and service units, the urban affairs faculty, and more recently, our criminal justice faculty.

What remains is the challenge of furthering the capability of our existing efforts and building in both the outreach and academic areas to respond to new needs in Texas communities.

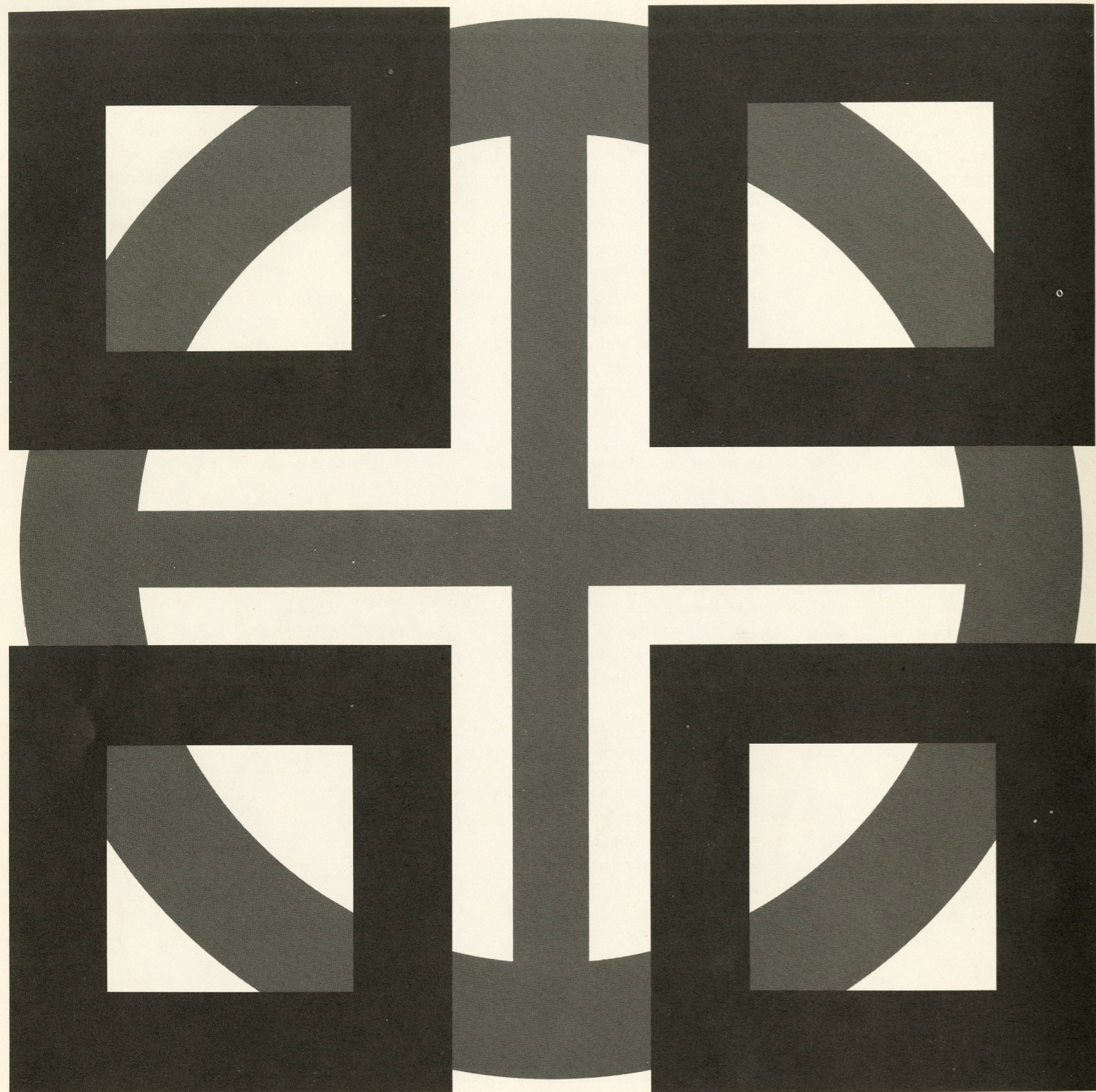
In the academic arena, the recent development of a joint program for a Ph.D. in Administration with the College of Business Administration and School of Social Work provides an example of our continuing commitment to responsiveness. This Ph.D. program was developed to meet numerous requests for doctoral level training from both mid-career and younger, advanced level students. In keeping with our focus on actual need, this degree will primarily seek to better equip persons for a variety of public and private sector urban oriented roles in research, consulting and administration.

Further enrichment of our urban affairs and criminal justice masters and undergraduate programs is anticipated. Emphasis areas in the urban affairs masters curriculum in management, planning, policy analysis and community relations have been articulated. New specialized curricula are being explored in other areas, such as health care systems planning.

In the research area, plans have recently been developed to mount two principal training and research activities. One will treat the urban educational needs of those in our metropolitan areas who can be expected to provide important leadership contributions to the future development of urban areas in Texas.

The second is an intensive effort with a selected number of metropolitan and rural local governments to assist them in building for better decision-making, more effective delivery of services and a more knowledgeable approach to community development. Attention is also being given to urban needs in energy conservation and health care delivery.

In sum, the Institute in its outreach, research and educational programs anticipates an expanding role aimed at revitalizing and enriching the communities of our rural areas and addressing the problems caused by rapid growth and change in our metropolitan areas.



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**Development of the Institute**

During the 1960's, many citizens, educators and governmental officials realized the impact of urbanization on Texas cities. Yet, many of the academic programs at Texas universities continued to focus on the classical disciplines. Although each of these disciplines dealt in its own way with various aspects of urban problems, it was apparent that there was a critical need for a multi-disciplinary approach. Furthermore, there was an urgent need to develop an on-going research program in the university system which would address many of the emerging problems and assist city governments in resolving their problems.

Recognizing this need, former Senator Don Kennard met with several faculty and staff members from The University of Texas at Arlington, including Professors Sam Hamlett and Luther Hagard from the Department of Government, Professor B. T. Williams from the Department of Sociology, and Professor George Wolfskill from the Department of History and Mr. John Hudson from the University Library, to discuss plans for the development of a proposal for establishing an Institute of Urban Studies.

Heightened interest in developing such an Institute was generated by the Urban Affairs Conference conducted at The University of Texas at Arlington in October, 1966. More than twenty-five experts in the field of urban affairs addressed the three-day conference. As a participant in the conference proceedings, former Lieutenant Governor Ben Barnes also discussed the idea of establishing an Institute of Urban Studies.

A small group of faculty members and administrative officials developed a proposal at the request of Senator Kennard, and based on the proposal, a bill was drafted which would establish two Institutes of Urban Studies, one located at the University of Houston.

Senate Bill No. 464 was introduced in the Texas Senate at the regular session of the Sixtieth Texas Legislature in January, 1967. The bill, which is reproduced on this page passed the Senate on April 10, 1967 and the House on May 8, 1967. It was signed by Governor John Connally on May 23, 1967.

**60th Legislature — Regular Session  
Education — Institute For Urban Studies  
Chapter 268  
S. B. No 464**

Be It Enacted by the Legislature of the State of Texas:

Section 1. The Board of Regents of the University of Texas and the Board of Regents of the University of Houston shall establish and maintain Institutes for Urban Studies in the Fort Worth-Dallas metropolitan area and the Houston metropolitan area respectively.

Section 2. These Institutes of Urban Studies shall conduct basic and applied research into urban problems and public policy and make available the results of this research to private groups and public bodies and public officials. They may offer consultative and general advisory services concerning urban problems and their solution. According to the policies of the Coordinating Board, Texas College and University System, and with its approval they may conduct instructional and training programs for those who are working in or expect to make careers in urban public service. Such training programs may be conducted by the institutions either in their own name or by agreement and cooperation with other public and private organizations.

For purposes of correlation of their programs in the interest of both educational institutions and the state generally, these Institutes should maintain: (1) a union catalogue of research resources, (2) regular liaison concerning programs undertaken in either basic or applied research or public service, and (3) a joint committee for future planning. In this correlation, the Institutes should proceed through regular channels, including the staff of the Coordination Board, Texas College and University System.

Section 3. The administration of the Institutes for Urban Studies shall be under the direction of the Chancellor and Board of Regents of The University of Texas and the President and Board of Regents of the University of Houston, respectively. The administrative officer of each Institute for Urban Studies shall be appointed by the chief academic executive of this university and with the approval of that university's governing board. The Director shall appoint the professional and administrative staff of the Institute for Urban Studies according to usual procedures and with the approval of the appropriate governing board.

Section 4. In addition to state appropriations to the Institutes of Urban Studies, the Institutes may receive and expend or use, under such rules as the chief academic officer and the governing board may establish, and under such laws of the state as apply, funds, property or services from any source, public or private.

Section 5. This Act shall be cumulative of all laws, general and special.

Section 6. The urgent need to analyze and seek possible solutions for the many problems in metropolitan areas in Texas creates an emergency and an imperative public necessity that the Constitutional Rule requiring bills to be read on three separate days in each House be suspended, and said Rule is hereby suspended; and this Act shall take effect from and after its passage, and it is so enacted.

Passed the Senate on April 10, 1967, by a viva voce vote; passed the House on May 8, 1967, by a non-record vote.

Approved May 23, 1967.

Effective August 28, 1967, 90 days after date of adjournment.

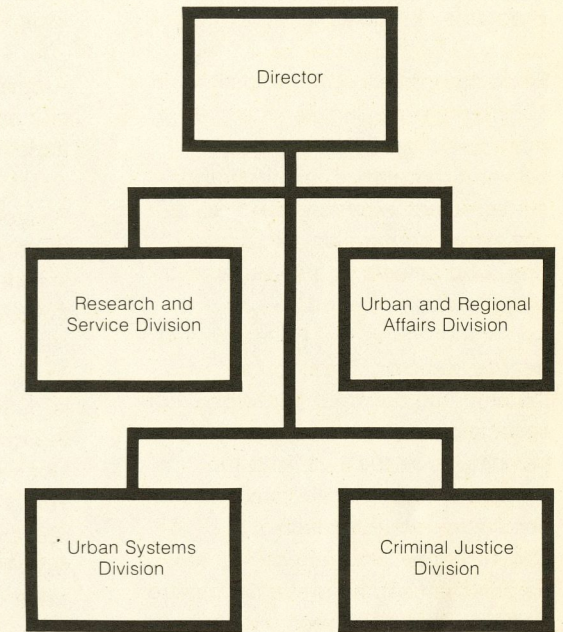
The first task facing the University was the selection of a director for the Institute, and a system-wide search committee was appointed. The committee set out to find a director who not only was renowned as a scholar but was able to communicate and work with governmental and civic officials at all levels. After an extensive search, the committee nominated Dr. Edward S. Overman, and in the summer of 1968 Dr. Overman assumed his duties as the first director of the Institute. In addition to selecting other staff and faculty members for the Institute, which will be discussed later in this report, budgetary problems were of prime importance. The legislature provided limited funding of \$75,000 per annum for the first two years of operations, and raised the appropriation to \$150,000 per annum for the next four years. During the past legislative session, the funding level was increased to \$250,000 per year.

Since the enabling legislation authorized the Institute to accept funds from other sources, a considerable proportion of the Institute's budget has been derived from contract research grants. The amounts of contract research funds awarded during the past three years follow:

- 1972-73 - \$242,261
- 1971-72 - \$387,802
- 1970-71 - \$222,253

The original organization of the Institute consisted of three divisions. Several important modifications in the organizational structure have been made since 1970, especially the addition of the criminal justice division. Both the organizational changes and the activities of each of these divisions will serve as the basis for the remainder of this report.

After serving as director of the Institute for three years, Dr. Overman resigned in 1971 and returned to full-time teaching duties. Dr. William Baker, the Dean of the Graduate School and the current Vice-President for Academic Affairs, was appointed Acting Director of the Institute on an interim basis. A Search Committee, consisting of faculty representatives from various departments at the university and government agencies was established. Dr. Sherman M. Wyman was nominated and named as the Director of the Institute in the fall of 1972. Dr. Wyman, who held several positions in city government, received his Ph.D. from the University of Southern California and at the time of his appointment was in charge of the graduate program in Public Administration at Kansas University.



## Research and Service Programs

Among the several functions in the enabling legislation, the Institute was charged with the responsibility for conducting research into urban problems and public policy and making research results available to private groups and public agencies. This particular charge is the basis for the Institute's Research and Service Programs component.

Since the formation of the Institute in 1968, Research and Service staff members have been carefully selected to balance research and management experience with academic preparation. Mr. James Ray, who served as an Assistant to Governor John Connally, was appointed as the first Research and Service director. Through the years, the staff has drawn together research associates skilled in research techniques as they apply to the municipal management, state agency administration, education administration, and federal employment. At the present time, the staff includes a research director, two senior research associates, two junior research associates, several urban affairs graduate students, and one secretary.

Research and Service has continually maintained a close communicative and working relationship with state and local officials. This association, added to the high standard of quality maintained on research and service projects, has contributed to the outstanding reputation the Institute has achieved.

In addition to its public service role, projects undertaken by the Research and Service component provide an excellent training ground for graduate students by blending practical experience with classroom theory.

Research and Service Programs seek to apply practical and meaningful knowledge to the multitude of complex questions which confront state, local, and civic leaders in Texas. Because of location, the staff is particularly interested in improving the quality of public service in the North Central Texas region. The staff seeks to select those research projects which respond to state or regional needs by addressing current or anticipated problems. Through reports which often suggest alternative courses of action, the staff attempts to assist in the development of consistent and comprehensive local, regional, and state urban policy. Staff members are particularly concerned that university resources actively assist governmental agencies in improving and enriching the lives of Texans.



Front, left to right: Curtis Hawk, Sue Ann DeFrank, Janet Miller; Back, left to right: David MacKenna, Davis Tees, William Storrs, Frank Anderson

## Research and Service Programs

**Urban Manpower:** Responding to a continuing need for talented personnel in local government, the North Central Texas Council of Governments, under contract with the Institute's Research and Service staff, launched a comprehensive analysis of the region's urban manpower resources and needs. This project focused attention on the rising personnel demands of local government and offered strategies for aligning governmental manpower programs with those of private enterprise in part to enhance the attractiveness of local governmental careers. The eighteen-month study examined the manpower requirements of some fifty cities and counties in North Central Texas. Primary data to support project conclusions and recommendations were obtained through a survey questionnaire and in-depth interviews with elected and appointed executives in 47 city and county governments. Data on more than 800 key municipal administrative, professional, and technical positions were collected to construct occupational profiles. Other surveys included:

- A sample of student public service career interests involving more than 1,100 high school and college level students from schools all over North Central Texas;
- A survey of nearly a dozen key business and industry executives concerning the potential and willingness of the private sector to assist government in manpower acquisition and development; and
- Interviews with a dozen managers now viewing critical manpower issues from the perspective of a former government employee.

Project findings and recommendations were published in four volumes under the title Executive Manpower for Urban Government.

Volume 1, "A Regional Manpower Profile," provides an overview of manpower in the United States, reviews project findings, explains overall survey procedure, and contains a profile of municipal occupations examined by the project.

Volume 2, "Education for Career Service," deals with educational institutions as suppliers of new talent for municipal government and the instrument for retaining and upgrading valuable skills and for overcoming preservice deficiencies. This volume also presents a regionwide framework for planning and implementing public service education programs in North Central Texas.

Volume 3, "Planning and Management Services," projects demand for key staff personnel to 1975, and presents a manpower planning process for local government use. Recommendations are also made for improvements in personnel management and new emphasis on career mobility in the public service. This volume presents a regionwide framework for implementing public service manpower planning and management programs.

Volume 4, "Summary and Implementation Procedure," presents all recommendations contained in earlier volumes in summary form, reviews the findings and conclusions presented in more detail in preceding volumes. The primary purpose was to outline a procedure for implementing the manpower planning and service activities by the COG including organization, staffing, and program financing.

The manpower project director was David W. Tees assisted by Ann Chappel, Helen Terry, Sally Hartling, Ron Eidson, and Sharon Cushman. A special advisory committee of city managers, assistant city managers, and personnel directors lent expert advice on the conduct of project studies.

The staff continued this emphasis on manpower planning with two studies during the spring and summer of 1973. The first project, a collaborative undertaking with the Coastal Bend Council of Governments, applies systems analysis procedures to problems of manpower acquisition and use. The project focused on the personnel requirements of 26 local governments in a twelve-county region centered on Corpus Christi.

During June, 1973, the staff undertook responsibility for the development and implementation of a modern personnel management system for a small city in North Central Texas. The completed plan will provide a systematic approach to administration and development of this city's personnel which are actually applying modern management concepts to the needs of local government.

## Research and Service Programs

### Texas Urban Development

**Commission:** In response to a request from the Governor in 1970, the Institute provided the research staff and direction for the Texas Urban Development Commission, a group of 100 distinguished citizens which provided the most comprehensive examination of urban development trends and needs yet undertaken by any state. A total research and service staff commitment to the project for 18 months resulted in reports, recommendations, and subsequent legislation which continue to have their impact on the structure of Texas government.

An early Commission report, **Toward Urban Progress**, contained specific recommendations for legislative action and was submitted to the Governor and the 62nd Texas Legislature prior to the regular session in 1971. More than 20 legislative proposals were submitted and 13 of these received favorable action by the legislature. Most significant among these new laws were:

1. Establishing the Texas Department of Community Affairs as the first state agency exclusively designed to furnish technical assistance and service programs for local government;
2. Providing general contracting for all cities, counties, and other political subdivisions of the state; and
3. Establishing the Texas Advisory Commission on Intergovernmental Relations as a permanent public organization to advise on intergovernmental actions needed to assure quality public service at all levels of government in the state.

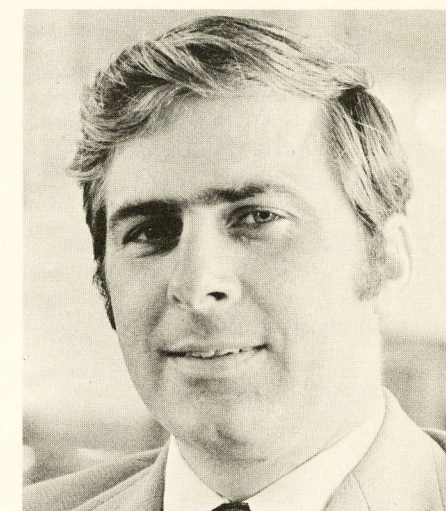
The legislature also adopted a resolution approving an urban action policy for insuring a suitable living environment for Texans in future years.

The commission completed its work late in 1971 with the publication of **Urban Texas: Policies for the Future**. The comprehensive and fully illustrated report identifies a broad range of issues and recommendations conceived as guides for the development of public policies and institutions in the years ahead. The report identified many of the subjects which dominated the 63rd Texas Legislature in 1973 including constitutional change, alteration in the local tax structure, new authority for local governments, increased control over land use, preservation of the state's natural resources, alternative forms of transportation, restructuring the court system, penal code revision, improved programs of health care, and upgrading educational opportunities. A series of special reports submitted by Commission staff members and other contributors furnished much of the background research needed to complete the final phase of Commission work. The bulk of staff work for the Commission was undertaken by members of the Institute's Research and Service staff. James Ray served as the Commission's Executive Director; Jay Stanford was Director of Research. David Tees was responsible for legislative coordination and specialized research assignments. Joe Harris was responsible for a variety of background research assignments. Ann Chappell handled all public relations, arrangements, and editorial work for the Commission.

## Former Directors of Research and Service



**Mr. Jim Ray**, Director, Research and Service Division, 1968-1971; Executive Director, Texas Advisory Commission on Intergovernmental Relations, 1971-1973; Executive Director, Texas Constitutional Revision Commission, 1973-present.



**Mr. Jay Stanford**, Director, Research and Service Division, 1971-1973; Research Director, Texas Constitutional Revision Commission, 1973-present.

## Research and Service Programs

### Governmental Cooperation:

Considerable emphasis was placed on organization and service issues during 1972-73. One major research effort culminated in the publication of the **Handbook for Interlocal Contracting in Texas**, a unique combination of applied research and general technical assistance. The present contracting practices of more than 650 cities, counties, and special purpose governments were reviewed in a statewide survey performed in conjunction with this project. Many of the contracts are reproduced in the Handbook together with a review and analysis of legal and practical aspects of interlocal contracting in Texas. The Handbook, which was supported by funds under the Title I of the Higher Education Act of 1965 was described recently by the Chairman of the National Advisory Commission on Intergovernmental Relations as "the finest thing of its kind yet published in a state." Staff members assigned to this project and responsible for compiling the Handbook were David W. Tees and Jay Stanford. Legal review and assistance on the Handbook was provided by Stanley E. Wilkes, city attorney of Arlington, Texas.

Also during 1972-73, the research staff also continued to provide assistance to the Texas Advisory Commission on Intergovernmental Relations, an effort which resulted in the publication of four reports including several bills which were subsequently introduced before the 63rd Texas Legislature. These studies include: **Land-Use in Unincorporated Areas, Public Housing Authorities in Texas: Issues and Alternatives, State and Local Programs for Housing Code Enforcement, and Controlling New Political Subdivisions in Texas.** Jay Stanford, David MacKenna, and Curtis Hawk individually and jointly undertook the research of these reports.

### Training and Technical Assistance:

A special emphasis in recent years has been to assist public officials, governmental leaders, and other citizens in understanding and taking advantage of research findings and developments. This has been done through the media of planned training courses, specialized workshops, and direct consultation. In the area of training, seminars have been conducted for state and local officials since 1971 in the fields of code administration, land-use management, and interlocal contracting. These seminars were supported by the Texas Department of Community Affairs with funds from Title VIII of the Housing Act of 1964 and were presented in collaboration with the Texas Municipal League. Approximately 300 public officials attended more than a dozen of these seminars at various locations throughout the state. Principal staff members involved with seminar development and conduct were David W. Tees, Jay G. Stanford, and David W. MacKenna.

A more extensive training activity conducted during early 1973 was a two-week management development course for police executives planned and developed by the staff in cooperation with the North Central Texas Regional Police Academy under a grant from the Law Enforcement Assistance Administration. Twenty-one chiefs and deputy chiefs from police departments in North Central Texas were in attendance. The training focused on the need of police

executives for a better understanding of general management processes. Course leaders were selected from the management and police professions and from the academic community based on their ability to provide management-oriented and job-related learning experiences for police executives. David W. Tees was the project director and course administrator. Dr. Paul Geisel of the Urban Affairs faculty was one of the key speakers for the course.

Special emphasis has been placed on the sponsorship of forums or workshops to create conditions for the sharing of viewpoints and opinions by public officials and private citizens. One such effort was a faculty-staff symposium on urban affairs and the news media. Several concurrent workshops and a final session were held to establish a constructive dialogue between representatives of local government, the working press, faculty, and students concerning issues and problems of public affairs reporting.

The staff is also active in direct consultation on request with community leaders and public officials seeking assistance in handling emerging problems related to governmental services and community development. In one instance, two staff members and a member of the graduate faculty traveled to a community in far West Texas to meet with community leaders in efforts to devise a strategy for rebuilding the local economy.

**Specialized Projects:** Through the years, several legislative committees have conducted public hearings on the UTA campus assisted by members of the Research and Service staff. Most significant of these were the Senate Iterim Committee on Urban Affairs (1970), and the House Committee on Revenue and Taxation (1972). In the area of direct research assistance to the Legislature, the staff completed a study for the Legislative Property Tax Committee on intangible property taxation during the spring of 1973 with Dr. James V. Cornehlis, a faculty member in the Institute, participating in the study.

Another specialized project has recently been completed at the request of the Texas Rural Development Commission. Two documents under the title **Local Government in Rural Texas** consider various solutions to structural and functional problems of rural cities and counties with emphasis on proposals for constitutional change. Jay Stanford and Barbara Reno co-authored this report.



## Urban Affairs

The legislative mandate creating the Institute called for an educational program in urban affairs. In consonance with this mandate, the Institute submitted a degree plan to the Board of Regents of The University of Texas System which was approved in December, 1969. In the spring of 1970, the State Coordinating Board officially authorized the Institute to award a Master's Degree in Urban Affairs.

Under the degree program, students are required to complete a total of 36 hours of graduate work, including a thesis or internship. The original curriculum consisted of courses in four major areas, including politics, economics, sociology and environment. After experimenting with this program for the first year, a fifth area was added, namely, research and history. In addition to the 15 courses which were originally included in the program, several additional courses have been added which have provided greater flexibility. These courses permit the faculty to arrange graduate courses focusing on special topics relevant to urban community. Examples of special topics courses include "Poverty and Discrimination," "Civil Rights and City Government," and "The Economics and Politics of Urban Transportation."

**Faculty:** The first major task in undertaking the graduate program was to assemble a faculty, and in the summer of 1970 three new faculty members joined the Institute. Dr. Paul N. Geisel, a Ph.D. in sociology from Vanderbilt University, came from Arizona State University and Dr. James V. Cornehlis, a Ph.D. in economics, came from the State University in New York. Dr. Delbert A. Taebel, who received his Ph.D. in government from The University of Texas at Austin, was formerly the Research Director of the Texas Senate Committee on Urban Affairs.

Because of the increasing enrollment, the faculty has been expanded. Dr. Charles Hunter, formerly chairman of the Sociology Department at Bishop College and senior research associate with the Dallas Independent School District, joined the faculty in the fall of 1973. He will teach courses in research, minority politics and community organization. Dr. Lawrence Schkade, who specializes in systems theory, also joined the faculty with a joint appointment in the School of Business. Dr. Sherman Wyman, the director of the Institute, teaches courses related to organizational theory and urban change. Several research staff members have contributed to the program. Mr. Joe Harris taught several courses on the urban environment and Mr. Jay Stanford taught a course on urban taxation policy. In addition, faculty members in other departments at the University have offered courses in coordination with the Institute. Mr. Hal Box and Mr. Khan Husain from the Department of Architecture have offered courses in urban design and city planning, and Dr. Richard Miller from the Department of History has offered courses in urban and ethnic history.



Clockwise, left to right: Dr. Geisel, Dr. Lawrence Schkade, Dr. Del Taebel, Mr. Willard Olsen, Dr. Charles Hunter, Dr. James Cornehlis

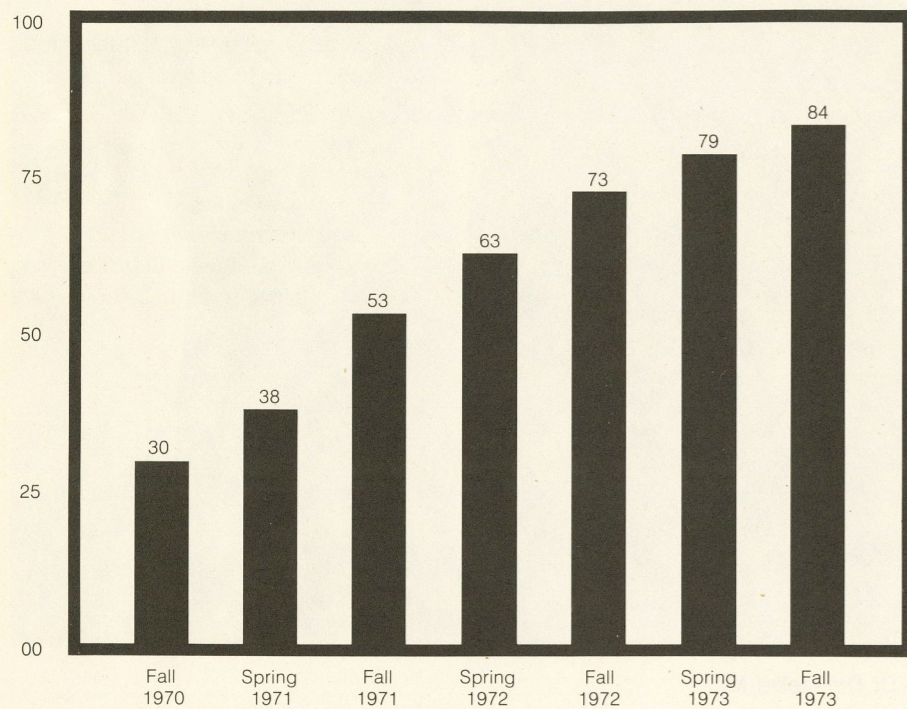
## Urban Affairs

**Student Body:** A total of 30 students enrolled in the fall of 1970. Since that time, enrollment has increased steadily with 84 students enrolled for the fall semester of 1973. As a multidisciplinary program, most students in the program completed their undergraduate work in one of the social sciences. In the first class one-third of the students majored in either sociology, government or economics. Although the pattern has remained the same, the diversity of the student body is reflected by the fact that in the fall of 1973 there were 20 other undergraduate majors represented, including architecture, education, psychology, history, social work, geography, city planning and engineering.

Since many of the courses are offered at night, almost half of the students are part-time students. Many are at the mid-career level. As a consequence, the average age of the students is higher than in many graduate programs. In 1973, only one-third of the students were under 25. In attempting to achieve a diversified student body representative of the urban arena, considerable efforts have been made to recruit female and minority students. Almost 35 percent of the students are women and approximately 25 percent of the students are minorities. In addition, there have been efforts to recruit students from throughout the United States.

At the end of the third year, some 35 students have graduated from the program. Four of these graduates have continued in additional post-graduate work; two are working on their Ph.D.'s in Urban Affairs. The other graduates are working in various positions in urban agencies. For example, several are employed in planning departments in city and regional government. The purpose of the Urban Affairs graduate program is to train students to understand urban problems from a variety of perspectives and to devise appropriate interdisciplinary strategies for the resolution of these problems.

**Enrollment in Urban Affairs Program**



## Selected Theses of Urban Affairs Graduates

**Adefemi Adekanye**  
The Application of Systems Theory to Physical Planning: A Survey

**William Brown**  
Neighboring Patterns and Municipal Identification

**Larry Brasel**  
Civil Rights in Texas — A Comparative Study of Ten Texas Cities

**Jeanette Crum**  
A Housing Program for Small Texas Cities

**Levi Davis**  
The NCTCOG: An Exploratory Study into its History, Structure, Problems and Future Possibilities

**Susan Epps**  
City in Transition: Irish Immigration to Boston, 1840-1870

**JoAnne Epstein**  
The Development of Noise Emission Standards

**Robert Giles**  
The Arlington Community Study

**Ruth A. Halwes**  
An Examination of Criminal Justice Inputs

**Curtis Hawk**  
Housing Code Enforcement in Texas: An Evaluation

**Roger Jones**  
The Carter Community Survey: Community Perspectives on Public Education

**Roger Kallenberg**  
A Study of Promotional Rates-A Case Study: Dallas Power and Light

**Ronnie Ladd**  
A Primer on Social Progress, Economic Power and Social Change

**William Lemond**  
The Effects of Population Growth on the Costs on Municipal Services: A Time Series Analysis of Municipal Expenditures in Arlington, Texas 1960-1970.

**Thomas Lewis**  
Reorienting Urban Transportation Planning: A Case Study

**Jayne Morrell**  
Partners in Career Education Needs Assessment: A Survey of Community Perceptions

**J. D. Phillips**  
The Dilemma of a Black Working in a White Structure with a Black Constituency

## Urban Affairs

### Educational Philosophy:

Although scholars frequently examine only limited aspects of the city, it is increasingly recognized that the city must be viewed as a whole. Although students in the Institute have conducted extensive research in the major cities in the Dallas-Fort Worth region, only by a comparison with different kinds of cities can one gain a full appreciation of the social, political and economic processes which make up the city.

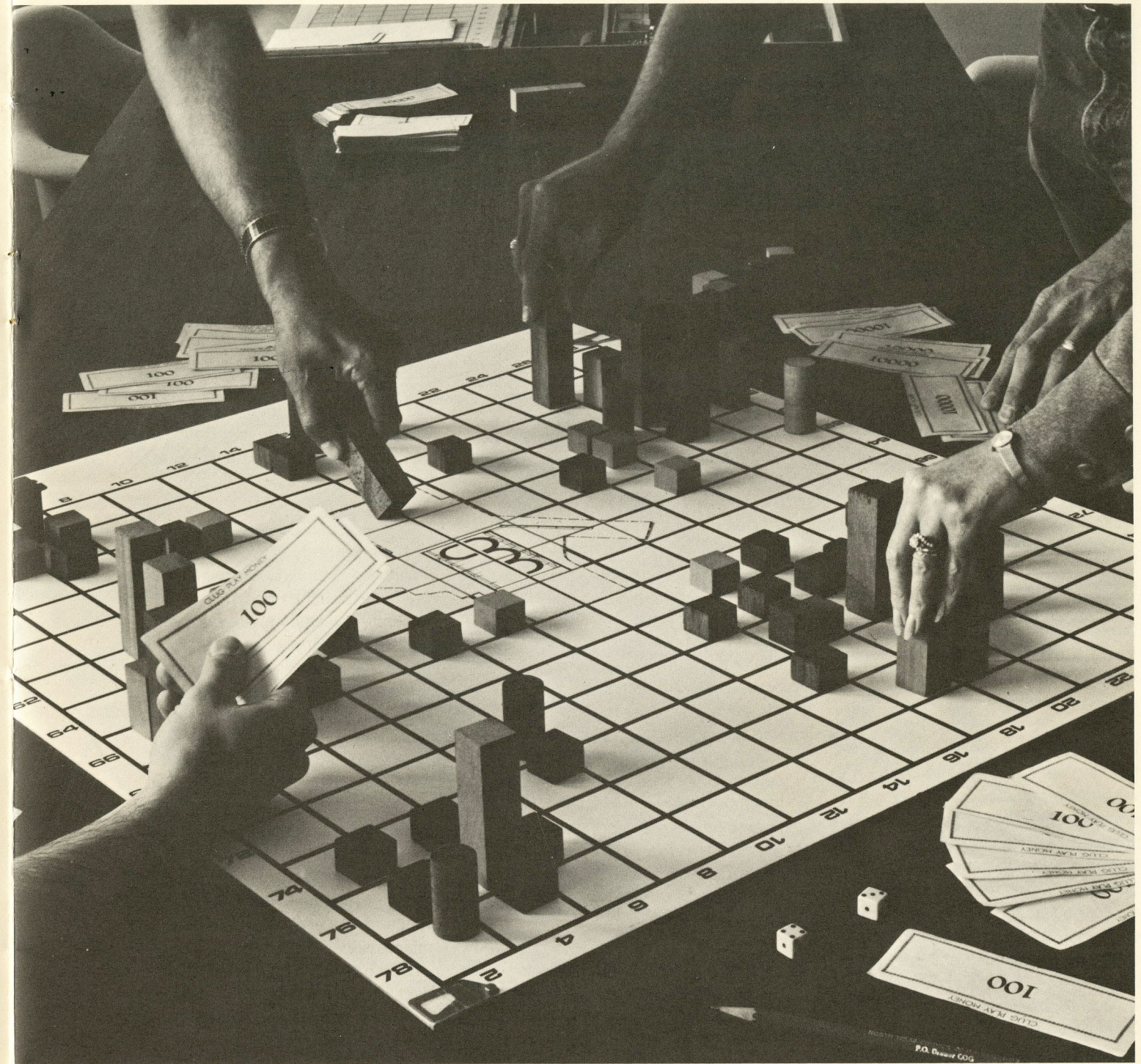
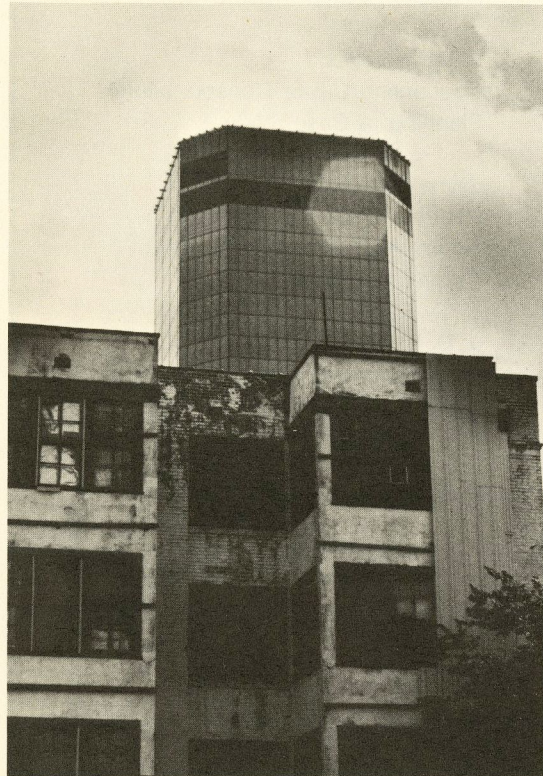
Within the past year, two major field trips have been taken. In the fall of 1972, a group of some 36 students under the direction of Dr. Paul Geisel spent four days in Chicago. The purpose of the research was to examine differences between a mature city and an emerging city. Hosted by the urban affairs faculty and students at Roosevelt University in Chicago, students examined various aspects of the city, including its governmental structure, its transportation system, housing patterns, minority relations, and architecture and urban design.

To give students an even broader perspective of the city, a two-week field trip to Mexico City was conducted this past summer under the direction of Dr. Cornehlis, who previously studied in Mexico City. Students again were exposed to a variety of phenomena within the city. More than a dozen officials from the national and city government and from the business community talked with the students. Almost every major aspect of the city was examined in an intensive, concentrated effort.

The concern with a systematic view of the city is reflected in the recent joint appointment of Dr. Lawrence Schkade, a recognized authority on systems theory and the current editor of the *Systems Bulletin*, who will offer a series of courses on systems theory and the city.

Within the Institute, there is also concern with the educational process. Field research is a major emphasis in the Institute's program but new, innovative educational techniques are being explored. Games have been used extensively in the classroom, including the Community Land Use Game and the Lobbying Game. Last summer, several students in Dr. Taebel's course developed PRECON, a role-playing, simulation game on the precinct convention. This game has been used in several classes and was presented at the annual convention of the Texas Council for the Social Studies. An article by Dr. Taebel describing the use of games for understanding the political process was published in the *Southwestern Journal of Social Education*.

As a further extension of this thrust, the faculty now is planning to employ a computerized simulation game next spring in which students will be assigned various roles. Teams of students will make decisions, and the consequences of their decisions—whether they be political, economical or social—will be analyzed through computer printouts. In this way, it is hoped that students can come to appreciate how decisions in one sector of the community will affect other sectors. As an important component of the graduate program, students are encouraged to participate in an internship program in which they can directly participate in the decision-making process of an urban agency. Since 1970, more than 60 students in the program have either served as interns or been employed in agencies dealing with urban problems.



Community Land Use Game

## Urban Affairs

### Activities:

The mark of a program, however, rests not in the number of students in the program, nor in the size of the faculty nor in the volume of courses. It rests with its impact on the community. Involvement and relevance are popular aims of many graduate and undergraduate programs of urban affairs. But a meaningful program must offer more than relevance and involvement. It must offer commitment. Our commitment to the urban community is reflected in the activities and projects undertaken by students and faculty. We can briefly summarize these activities by focusing on several problems which face the city.

**Politics:** If there is one area which reflects involvement and commitment, most would agree that the political arena is the key point. Our students and faculty have been active in municipal, state and national politics.

Martha Walker, a graduate student finishing her M.A., was the first woman ever elected to the city council of Arlington. Harriet Singh, another graduate student, twice sought election to the city council in Pantego but was narrowly defeated on both occasions. In the recent city election in Dallas, Shay Robb served on the campaign staff of the Citizen's Charter Association and previously worked as an administrative aid to Councilman George Allan.

Students also participated actively in a charter revision election in Dallas. As a class project in a course entitled "Urban Politics in Dallas," students developed a series of proposals for revising the city charter of Dallas, including single-member districts, special elections and increased salary for the mayor. Two students appeared on television to defend their proposals, and several made presentations at the public hearings. Four of the eight proposals were included on the final ballot in modified form.

There is an old saying in politics that "it's not who's elected but who's selected," and the political parties serve as the critical link in the selection process. In the 1972 election, every faculty member and 75 percent of the students participated in the various political conventions. Four students—Cathie Wincovitch, Roger Jones, John Suggs and Carlos Puente—worked actively in the La Raza Unida campaign, with two of them developing a manual for organizing the precincts. Carlos Puente was a major force in the party and was elected vice-chairman of the state party. Professor Paul Geisel served as a La Raza precinct chairman. Since the election, Mr. Puente has been a strong advocate of single-member legislative district in Tarrant County, and has testified before the Texas Legislature on the matter.

In the Democratic Party, Professor Del Taebel was elected precinct chairman and a delegate to the state convention. Professor Jim Cornehl, and graduate students Tom Scott, Roger Kallenberg and Harriet Singh were all elected as delegates to the district conventions. After the precinct conventions, Professor Taebel undertook an extensive analysis of the precinct conventions with the assistance of graduate student Dave Jones. This study led to an Institute working paper entitled "New Party Rules and the Precinct Convention: An Analysis of Effectiveness." It contained several recommendations for revising the party rules and was

therefore presented to the Rules Committee at the state convention in September, 1972.

Several students in the program also have been involved in the women's political movement. Cinda Calderon and Linda Enseki participated in the national convention of the Women's Political Caucus in Houston early this year.

Students also have been actively involved in community power studies. Two teams of students from the "Urban Politics" class analyzed the power structure of Dallas in the fall of 1970, and three students, Bill Lemond, Naomi Lede and Ron Ladd, conducted an extensive analysis of Fort Worth in 1972.

Voting as a political dimension also has received extensive consideration. Dr. Taebel and John Suggs, a graduate student, constructed an experimental study to assess the impact of ballot placement on a candidate's success. They found that candidates who are listed first receive an average of six percent more votes than when listed second. It was recommended that candidates be rotated on the ballot to remedy this problem. With Dr. Wayne Odom of the Government Department, Dr. Taebel also completed an extensive analysis of the Texas Constitution as it relates to suffrage and voting. Their study, which recommends several major constitutional revisions, including a closed primary, single-member districts and combined elections, was submitted to the Texas Constitutional Revision Commission.



## Urban Affairs

### Government and

**Administration:** Through the internship program, many students have served in key positions in city government. Carol Childress worked as an assistant to the City Manager in Grand Prairie, and after her graduation joined his staff on a full-time basis. Sterling Johnson, Marie Johnson and Levi Davis and all served in the city manager's office in Dallas and Carlos Puente completed his internship in the city manager's office in Weatherford.

Several major research projects concerning city government and administration have also been undertaken. Professor Geisel designed a major survey for the Dallas city government which seeks to determine appropriate policies for halting flight from the city. In addition, a group of students in a course on "Organizational Theory and Bureaucratic Responsiveness" surveyed some 24 different public agencies to determine how organizational structure affects the responsiveness of public agencies. And the results of their investigation are reported in an article entitled "Bureaucratization and Responsiveness: A Research Note" in the **Midwest Review of Public Administration**. As an outgrowth of this project, an article by Professor Taebel entitled "Strategies to Make Bureaucrats Responsive" was published in **Social Work**.

Several students have also conducted extensive studies of municipal government. In an analysis of 676 American cities, a thesis by Pat Heath focused on the pattern by which city councilman are elected to office. Another study by Professor Taebel examines the impact of the structure of city government on the performance of city councilmen, and was published by the International City Management Association.

Another component of city government, namely, citizen boards and commissions, has become increasingly important. In her thesis, Carol Childress analyzed the composition, membership and responsibilities of boards and commissions in Grand Prairie. In addition, Professor Taebel and three graduate students, Marilyn Walton, Frank Moss and Gary McDonald, helped to develop a training program for minorities in Fort Worth who were interested in appointment to boards and commissions. A library study for the apartment dwellers in Grand Prairie, undertaken by John Suggs, Jayne Morrell and Pam Davis, sought to find out what kind of library program could be designed to serve the lower income Spanish-speaking youngsters in the city. A special reading story program now exists as a result of this work.

## Current Positions of Selected Urban Affairs Graduates

**Carol Childress**  
Assistant Director of Urban  
Development  
Grand Prairie

**Pamela Davis**  
Manpower Coordinator  
Tarrant County Junior College

**Linda Enseki**  
Research Associate, Community  
Action Agency  
Fort Worth

**Everett Hall**  
Program Administrator, Research  
and Development  
Vought Aeronautics

**Patrick Heath**  
Administrative Assistant  
National Compliance, Inc.

**Nancy Johnson**  
Urban Planner  
Urban Environmental Consultants,  
Inc.

**David Jones**  
Research Associate  
Partners in Career Education, Inc.

**Sherman Lafollette**  
Director of Research, Model Cities  
City of Houston

**Naomi Lede**  
Director of Research, Urban  
Resources Center  
Texas Southern University

**Mary MacInnes**  
Transportation Coordinator  
City of Austin

**Lynn Meyer**  
Director of Planning  
Benton Harbor, Michigan

**Franklin Moss**  
Research Associate, Manpower  
Planning  
Tarrant County

**Carlos M. Puente**  
Counselor  
TCMERG Outreach

**Randolph Ratliff**  
Executive Director  
Dallas Community Relations  
Commission

**Wilford Saxton**  
Planner, Planning Department  
City of Fort Worth

**Gary Turnock**  
Assistant Director  
Alamo Council of Governments

**Ronald Whitehawk**  
City Planner  
City of Fort Worth

**Chi Chor Wong**  
Research and Development  
Coordinator, Stop Six Community  
Action Agency

## Urban Affairs

**Minority Relations:** Minority problems are of crucial importance in American cities and their importance is reflected in the Institute's program. In the first place several of the courses focus directly on the problems of minority groups, including "Minority Group Relations" and the "Politics of Minority Groups." In addition, there have been several special courses which have examined various problems of minority groups. Dr. Cornehlis offered a seminar on "Poverty and Discrimination" which analyzed the economic impact of discrimination. Dr. Taebel recently completed a seminar on "Civil Rights and City Government." Funded by a grant from the Ziegler Foundation, students conducted an intensive field investigation of the ten largest cities in Texas, including Houston, San Antonio and El Paso, to determine the impact of municipal governmental policies on various aspects of civil rights.

Furthermore, the Institute has participated actively in the Minority Internship Program sponsored by the Department of Housing and Urban Development. Under this program, minority students are selected for a work-study program in which they serve as interns in various governmental agencies, primarily

planning agencies. During the past three years, more than 14 students have worked as interns.

Several graduate students have been directly involved in agencies relating to minority problems. Mr. Randy Ratliff is the Executive Director of the Community Relations Commissions in Dallas and two other students—Linda Burrowes and Linda Morse—have worked on the staff of CRC. Pam Davis is a staff member of the Urban League in Dallas, and John Richards worked as a staff member for the Community Action Agency in Dallas. In Fort Worth, the Rev. J. D. Phillips, a graduate of the program, has been actively involved in minority programs, and Martha Chandley is a staff member of the Human Relations Commissions. Both Ms. Chandley and Carlos Puente have been recently appointed as members of the Tarrant County Human Relations Commission.

Professor Geisel also worked closely with various agencies dealing with minority problems, including the Community Relations Division of the Dallas Independent School District, the Fort Worth Ministerial Association and the Human Relations Commission in Fort Worth. Professor Charles Hunter, who recently joined the Institute faculty, also has been active in a variety of minority organizations in Dallas. He is a former president of the Greater Dallas Housing Association and worked as a key organizer for AMIGO. Before joining the faculty he dealt directly with school integration problems as a service research director for the Dallas Independent School District.

Under the sponsorship of the Human Relations Commission, a Fort Worth "State of the City" report is being prepared. The purpose of the report is to analyze various processes and problems in the city and to suggest ways for dealing with these problems. The report is based on a general survey of 150 households in 23 neighborhoods in addition to a number of essays by leading scholars and citizens in the area. Mrs. Barbara White under Dr. Geisel's supervision did the survey. Drs. Geisel, Taebel, and Butcher each prepared essays for the report.

In the winter and spring of 1973, Billie Joe Richards, a graduate student in the program, organized a retreat of leading black citizens, bankers, insurance representatives and savings and loan officials. Randy Ratliff as executive director of the Greater Dallas Community Relations Commission and Dick Wilson as director of the Department of Housing and Urban Rehabilitation, City of Dallas attended. The purpose of the retreat was to organize a neighborhood housing service for an area of Dallas.



## Urban Affairs

**Transportation:** Transportation policy has become a major concern of the urban affairs program. In 1972, the Institute was awarded a Department of Transportation UMTA grant to develop interdisciplinary graduate courses related to urban transportation. Some 20 students participated in the two-semester course entitled the "Economics and Politics of Urban Transportation." In addition, two students, Mr. Bob Giles and Ms. Mary MacInnes, were awarded transportation fellowships. As and outgrowth of this course, several major research projects were undertaken. With federal funding, students were able to conduct wide-ranging field studies, and students investigated the transportation systems in more than a dozen cities throughout the United States, including Washington, D. C., Boston, Chicago, San Francisco and Seattle. Three major research projects were undertaken with teams of students assigned to each project. One project investigated the impact of auto pollution on various sectors of the metropolitan area. Another sought to determine the major factors contributing to successful transportation systems, and the third project tried to assess the impact of citizen groups who opposed various kinds of transportation facilities. Dr. James V. Cornehl and Dr. Delbert Taebel who supervised the course developed a number of

projects. A model syllabus on urban transportation and an annotated bibliography will be published, the latter by the Council of Planning Librarians. In addition, an article by Dr. Taebel entitled "Citizen Groups, Public Policy and Urban Transportation" was published in the October issue of **Traffic Quarterly**. These two faculty members are also currently engaged in developing a textbook on urban transportation and a companion volume of case studies. In addition, Dr. Cornehl appeared on a local television program with two other members from Center for Public Transportation to discuss the various projects undertaken by the university which relate to urban and mass transportation.

Several students have been engaged directly in transportation planning. Naomi Lede served as an intern in the Transportation Division of the North Central Texas Council of Governments and completed an extensive study on the travel characteristics of minority groups. Tim Lewis and Susan Epps both worked as transportation planners in Fort Worth, and the thesis of Mr. Lewis will examine the socio-economic status of transit rides. Mr. Gary Turnock, one of the first graduates from the urban affairs program, was employed as the research director for the regional office of the state highway department. Mr. Ron Whitehawk, a recent graduate of the program who has been working in the Fort Worth Planning Department for the past two years, analyzed the process of developing a thoroughfare traffic plan in Fort Worth as his internship project.

**Housing:** Housing represents one of the most critical problems faced by our cities, and the concern for better housing is reflected in projects undertaken by several students.

As the Assistant Director for Housing on the Fort Worth Human Relations Commission, Martha Chandley serves as the staff director for the Housing Committee. She has sponsored and participated in several major workshop sessions aimed at improving housing conditions, and completed a major study entitled "More Than Shelter" which offered several major recommendations for improving public housing in Fort Worth. Mr. Richard Wilson, a current student in the program with extensive experience in city management, is the Director of the Housing and Urban Rehabilitation Department in the city of Dallas.

Two graduate students who have worked as research assistants on the Institute staff have also examined various aspects of housing on a broader basis. Larry Brasel completed a major survey of public housing in the state of Texas, and Curtis Hawk analyzed housing codes in Texas cities.

In Dallas, four graduate students, Jeannette Crum, Tom Jones, John Richards and Marie Johnson, have been intensely involved in the Turnkey project. The Turnkey project is a low-income housing venture in which the residents eventually assume ownership of their residences.

## Planning and Community Development:

Planners have increasingly recognized the importance of a multidisciplinary program as an essential base for students interested in planning careers. Even though there are few specific courses solely devoted to planning, the curriculum as a whole offers a critical base for future planners.

Planning as a career has attracted more students than any other field. Within the past three years more than 30 students have been directly involved with planning agencies. At one time in the Fort Worth Planning Department nine Institute graduate students worked as either interns or full-time, professional planners. Three students are currently employed as planners in Tarrant County and one is in the Arlington Planning Department. Several have worked in the Planning Department in Dallas, and several others have worked as staff planners for the North Central Texas Council of Governments.

Sherman LaFollette and Butch Saxton, both graduates of the program, focused on the planning process in their internship reports.

Early in the academic year of 1972-73 the Mansfield Chamber of Commerce asked the Institute for assistance to renew downtown Mansfield. As a result Frank Moss became the city's Planning Director as a HUD Intern. Wayne Snyder began giving classes to the new Planning and Zoning Commission and doing a master plan for the city; Cathy Wincovitch and

Dana Lefler did a social survey of community needs and desires. Frank Moss completed an ordinance review and a Flood Plain Park Plan. Lynn Meyer organized a downtown renewal committee under the leadership of the local banks and also developed a plan for the Central Business District construction. Milton Frenkel did an evaluation of these projects. At this time, Cletis McAllister is doing a park design plan for the Park and Recreation Commission.

In conjunction with the Mansfield project, other cities have requested student and faculty participation and help. During the summer of 1973 Dr. Geisel was contacted by the mayor and city council of Crowley, Texas. As a part of their research, three students are presently working on projects in Crowley. Emil Freiwald is doing a master plan, James Quick is doing an ordinance and demographic profile and projection, and Reeta McMorro is doing an ordinance review and update project.

During the summer of 1973 Dr. Geisel taught a special seminar on Urban Systems concerning an area of Dallas named Pleasant Grove. Under the sponsorship of the Pleasant Grove Chamber of Commerce and the assistance and support of the Planning Department of the city of Dallas, Milton Frenkel, Nancy Clark, Robert Harris, Scott Haynes, Cora Miller, and Carl Tune prepared a 100-page volume on Pleasant Grove. Topics included growth patterns, physical characteristics and urban design issues, demographic profile and community organization.

In cooperation with the Junior Chamber of Commerce of Arlington, Sharon Gregg and Bob Giles did a social survey of 1600 households in the city to discern goals and city service priorities.

## Taxation, Fiscal Policy, and Consumer Affairs:

Within the urban affairs curriculum, three of the principal courses focus on the urban economy and fiscal matters. Students in these courses have been involved in a variety of research projects. For example, in one course related to public finance students took on the task of analyzing the budgetary priorities of some 15 cities within the region.

In some cases, the work of students has had a direct impact on state fiscal policy. Mr. Tom Scott, a graduate student who currently is employed as an analyst for the state budget office, and Mr. Butch Saxton served as research aides to State Legislator David Finney in the analysis of the revenue and expenditure differential between urban and rural areas. Their findings were reported in an Institute Working Paper and reviewed before several state legislative committees.

Consumer affairs have also received increasing attention. One group of students, for example, examined the rate-setting procedures by various utilities in Dallas. As an outgrowth of this study, the thesis of Roger Kallenberg shows that there are serious inequities in rates charged to different groups within the city. As a representative on the Tarrant County and City of Fort Worth Committee on consumer affairs, Dr. Geisel supervised a study by two students, John Schiffman and Bill Pardue, on consumer issues and problems. The study resulted in a proposed consumer ordinance.

## Urban Affairs

**Environment:** One of the major components of the urban affairs curriculum focuses on the urban environment. More than 100 graduate students have taken environmental courses. Mr. Joe Harris, a research staff associate in the Institute who subsequently joined the state governor's staff with the task of developing a statewide land use plan, served as the first instructor for environmental courses. But several other faculty members have also been involved in environmental courses, including the late Dr. Edward Overman. Dr. Paul Geisel and Dr. Jim Cornehl.

Ms. Nancy Johnson, a recent graduate of the program, stands out as the most committed activist on environmental organizations and is the immediate past president of the Environmental Coalition of North Central Texas, an organization which represents more than 35 local organizations on environmental matters. As secretary of the Environmental Coalition of Texas, a statewide organization, she has worked as an environmental lobbyist in the past two legislative sessions. Her thesis, entitled "The Texas Environmental Quality Act: A Study of Legislative Influence," traced out the patterns of influence on environmental legislation.

More recently, Joanne Epstein completed a thesis which examines in considerable detail the impact and the legislation relating to noise pollution. Mr. Paul Comola, a new student in the program, is an assistant director in the regional office of the Environmental Protection Agency.

During this spring, students in Dr. Cornehl's environmental course conducted extensive surveys of industrial water pollution and presented their findings in several reports.

Dr. Geisel also analyzed the impact of organization of social groups in an article entitled "The Human Equation and Water" for **Water Resources Systems** published by Arizona State Press.

The late Dr. Overman and Dr. Taebel also have been active in environmental organizations. Dr. Overman served as the President of the Dallas Air Quality Board, was one of the principal organizers of the Environmental Coalition of North Central Texas and held several posts in the Arlington Conservation Council. Dr. Taebel served as chairman of the Policy Committee for the Environmental Coalition of North Central Texas and drafted the first extended policy statement of the organization. Furthermore, he worked as program chairman of the Arlington Conservation Council and was appointed as the organization's delegate to the Environmental Coalition of Texas.

**Social Services:** The delivery of social services is the major area in which there is a crucial linkage between organizations and people. Several students have been directly involved with social service agencies. Ann Armsby formerly worked for Family Services in Fort Worth and is now a staff member for the Center for the Aged. She also has been a student member of the Board of Directors of the National Council of Social Workers. Roger Jones is on the research staff of the Tarrant County Community Council, and Carlos Puente assisted in the organization of the Tarrant County Drug Control Center. Billie Joe Richards is the Executive Director of the Bethlehem Center in Dallas and Tim Lewis worked as a research assistant in the Youth Services Bureau.

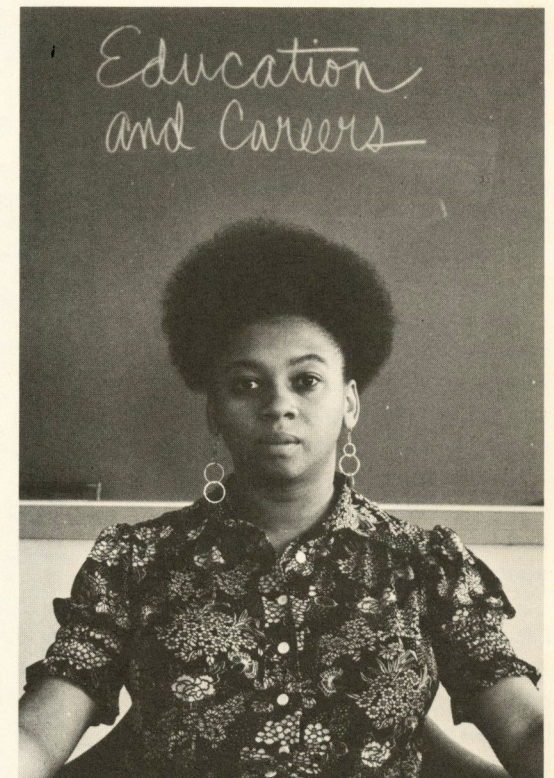
Dr. Geisel also completed a study entitled **Work and Relief** which was published by the Canadian Council for Social Betterment. This study focused on the characteristics of men on relief who were categorized as employable.

Several studies relating to various social service projects also have been undertaken by students. Dave Jones and Pat Heath conducted an extensive evaluation of Block Partnership for Tarrant County. As an outgrowth of this project, Mr. Heath presented a paper at the annual convention at the Southwestern Social Science Association on tri-ethnic interactions. Doug Alberts and George Norris conducted a similar study of the Block Partnership program in Arlington.

**Education:** The problems of education are becoming increasingly important in the urban community. In view of recent court decisions school administrators are seeking solutions to school integration problems. Several students have been working closely with public school districts, especially in Dallas. Pamela Davis and Roger Jones recently completed an extensive analysis concerning black values of education in which they surveyed students at an all black high school. Ron Ladd conducted an historical analysis of the black perspective of education and Sharon Gregg is working on a study to develop community-school programming in a rapidly changing area of Dallas.

Two students have been employed by "Partners in Career Education" to assess the relevance of public school programs in relation to the job market. Dave Jones is the research director for the organization and Jayne Morrell is a research associate. Their study is based on a survey of several hundred students, parents, business leaders and teachers, and is designed to develop program changes for improving the career opportunities for students.

Private education is still another area of concern. In her internship Martha Walker served as a research aide to the Catholic Dioceses of Fort Worth. In this role, she assisted in the organization of workshop sessions for parents and through an extensive survey, sought to identify the major factors related to Catholic parochial schools.





## Criminal Justice Programs

The Institute offers a Bachelor of Science degree in Criminal Justice and a masters option in criminal justice. Both are recent programs, developed in response to expressed student and community needs. The Bachelor of Science degree, which was approved by the State Coordinating Board for Higher Education in May, 1971, grew out of criminal justice option programs in the departments of government and sociology. The graduate program was initiated in September, 1972 under the Master of Arts in Urban Affairs which is offered by the Institute.

The study of the criminal justice system is by its nature interdisciplinary and the criminal justice faculty is a reflection of this. In addition, criminal justice faculty members, both full-time and adjunct, combine practical or field experience with academic achievement to provide students with knowledge of agency operations and policy.

Dr. James W. Stevens received B.A., M.A., and Ph.D. degrees in political science from Florida State University. Dr. Allan K. Butcher received his B.A. in psychology from the University of Florida, his M.A. in political science from the New School for Social Research in New York City, and his Ph.D. in government from the University of Texas at Austin. Dr. Mary G. Almore received her B.S. and M.S. in psychology and her M.S. in criminology from Florida State University and her doctorate at Texas Christian University. Dr. Gilbert Smith has his M.A. from the Institute of Contemporary Corrections and Behavioral Science at Sam Houston State University in Huntsville and has done doctoral work at North Texas State University in Denton. Mrs. Gloria Eyres received her Master of Arts in Government from Texas Christian University in 1968.



Clockwise, left to right: Dr. Gil Smith, Dr. James Stevens, Ms. Gloria Eyres, Dr. Allan Butcher, Dr. Mary Almore

## The Bachelor of Science in Criminal Justice

**Program:** The bachelor's degree program in criminal justice is designed to meet the needs of in-service law enforcement officers while remaining relevant for students from all sectors of the criminal justice system. Recent expansion of the undergraduate curriculum has made a total of 85 semester hours of criminal justice available to students. As a result of this expansion, students are offered broad coverage of the criminal justice system and the opportunity to emphasize areas of special interest. The multi-disciplinary criminal justice curriculum includes courses in the areas of law enforcement and police science, law, administration, psychology and behavior, judicial process, corrections, industrial security, and crime and violence.

The curriculum emphasizes the various roles of criminal justice agencies in a democratic society and prepares students for dealing with people as individuals. The skills and knowledge imparted by the program emphasize the broader purposes of criminal justice and promote the view of criminal justice as a system with discrete but interrelated parts. Agency activities are studied in the perspective of this systems approach.

The undergraduate curriculum includes the core curriculum in law enforcement which was developed by the Texas Commission on Law Enforcement Officer Standards and Education. This core curriculum has been approved by the State Coordinating Board for Higher Education and is taught at junior colleges throughout the state. Adoption of the core courses by the Institute's program facilitates the transfer of these courses to the University from accredited junior colleges.

As part of the continuing efforts to serve the educational needs of the criminal justice community, the Institute has begun a program which offers criminal justice courses on the campus of Parker County Junior College in Weatherford about 35 miles west of Arlington. Also, the Institute has sought and received the cooperation of the Department of Chemistry in the development of a 12-hour sequence in forensic chemistry. Offered by the Department of Chemistry, these three courses can be used to fulfill the science requirements for the Bachelor of Science in Criminal Justice. A background in forensic or legal chemistry can be especially beneficial for law enforcement officers whose jobs require them to understand scientific aspects of evidence.

A particularly valuable offering in the criminal justice program is the undergraduate internship. In this course the student is required to spend 100 hours as a participant/observer in an agency in the criminal justice system. This offers students with no field experience some practical experience and inservice students a better understanding of the goals and operations of other agencies in the criminal justice community. The agencies which regularly participate in the internship program include a county juvenile detention center, a juvenile probation office, a drug abuse prevention agency and a youth services bureau. In addition, some students are able to intern at local police departments, the Fort Worth Federal Corrections Institute, a crime laboratory and others.

## The Bachelor of Science in Criminal Justice

**Student Body:** About one-third of the students majoring in criminal justice are police or other law enforcement officers. Many of these students come to the University upon completion of the law enforcement or police science program at a junior or community college. Most if not all of these students are attending college under the Law Enforcement Education Program (LEEP) of the Law Enforcement Assistance Administration of the U. S. Department of Justice.

Pre-service students in the program express a variety of career interests including parole and probation, juvenile work, federal corrections, federal law enforcement and many others. An increasing number of students are choosing the criminal justice program as preparation for law school. Others plan to enter graduate school to specialize in some area of criminal justice.

The undergraduate criminal justice program has grown rapidly in the short time since the Bachelor of Science degree was approved by the Coordinating Board. The number of students majoring in criminal justice more than doubled this year, increasing from less than 100 to over 200. Enrollment in criminal justice courses increased from a total of 459 students in the fall semester of 1971 to over 700 students in the spring of 1973. It is expected that this growth will continue as students and members of the criminal justice community become more aware of the criminal justice academic program.

## Graduate Program in Criminal Justice

**Program:** The urban affairs graduate program offered by the Institute of Urban Studies contains a series of courses designed for advanced education in criminal justice. These courses were initiated in September, 1972 as a criminal justice option within the Master of Arts in Urban Affairs degree program. The criminal justice graduate program is multi-disciplinary and draws heavily from political science, sociology, law, psychology, economics, and public administration. The program is designed so that students can receive coverage of the total criminal justice system and also take courses oriented to areas of special interest. The program is intended both for students who are interested in a terminal master's degree and for those who desire to pursue further study at the doctoral level; some students have also chosen to pursue this degree prior to entering law school.

The graduate criminal justice curriculum is organized into four groups of seminars: seminars emphasizing criminal justice **theory**, seminars emphasizing criminal justice **administration**, seminars on **special topics** in criminal justice and seminars on **research methods and statistics** for criminal justice. A written and oral comprehensive examination is required of each student prior to his starting work on his thesis of internship. This includes a required

examination in research methods and criminal justice theory and exams in any two of the following three areas: law enforcement, judicial process and corrections.

Each student's program is organized by the student with the advice and approval of the graduate advisor. Because of the interdisciplinary nature of the program, students are urged to attain a broad base of preparation in the areas of urban politics and urban sociology. Up to twelve hours of a student's program may be taken outside of the field of criminal justice. It is here that students are able to take courses in urban affairs or courses in government, management or other appropriate departments on campus.

**Student Body:** The student body in the criminal justice program is a highly diverse group with a variety of backgrounds, academic interests and career goals. Although many are in their twenties, the student body ranges in age from twenty-one to over fifty. About 75 percent of the students are men, but an increasing number of women students are entering the program.

Many of the students have established careers in criminal justice agencies, including law enforcement, probation, corrections and criminal justice planning. These are at local, state, and national government levels. Other are employed in private businesses or social agencies and an increasing number are full-time students with part-time employment. The criminal justice program is designed to accommodate both full and part-time students so that persons with careers in criminal justice can have the opportunity to enhance their careers while continuing their employment. The career goals of students who are not currently employed in the criminal justice field include law, industrial security, criminal justice planning and a wide range of others.

Although the majority of students in the program have academic backgrounds in government, sociology of criminal justice, others come from mathematics, history, business, psychology and physical education.

## Other Activities

The academic programs are the primary activity of the Institute's criminal justice program. However, the faculty and staff of the program continue to be involved in research and advisory services. The Institute recently completed a report on the criminal justice system in Texas for the Texas Constitutional Revision Commission. Members of the faculty have been involved in the evaluation of data processing courses for law enforcement personnel at Tarrant County Junior College for the past two years. The Proceedings of the 21st Annual Meeting of the International Association of Auto Theft Investigators have been edited and published on behalf of the IAAT.

### Criminal Justice Faculty

**Dr. James W. Stevens**, Director of Criminal Justice Division. Dr. Stevens joined the Institute in 1969 as Assistant Director for Information Systems Development, moving into his present position in 1972.

**Dr. Allan K. Butcher**, Associate Professor. Dr. Butcher joined the Institute in 1970 on a part-time basis to participate in information systems research projects. He became a full-time member of the criminal justice faculty in 1973 and is graduate advisor for the criminal justice program.

**Dr. Mary G. Almore**, Assistant Professor. Dr. Almore joined the criminal justice faculty in 1973 from Texas Wesleyan College where she was on the faculty of the Department of Psychology.

**Mr. Gilbert D. Smith**, Assistant Professor. Mr. Smith came to the University in 1970 to develop the criminal justice program within the Department of Government. He joined the Institute faculty in 1972 when the criminal justice degree program was transferred from the Department of Government into the Institute.

**Ms. Gloria W. Eyres**, Research Associate. Ms. Eyres came to the Institute in 1970 as a Research Associate in Information Systems Development. In 1972 she joined the criminal justice program where she is undergraduate advisor and internship supervisor.

### Adjunct Professors

**Neil Jones**  
Superintendent,  
Tarrant County Juvenile Detention  
Center

**Mel Brown**  
Program Director  
Tarrant County Juvenile Detention  
Center

**Frederic Keithley**  
Director of Criminal Justice  
North Central Texas Council of  
Governments

**William Wray**  
Security Supervisor  
Southwestern Bell Telephone  
Fort Worth

**Judith Carrier**  
Associate Professor and Counselor  
Tarrant County Junior College

**Jack Beech**  
Attorney  
Private Practice, Fort Worth

**Jack Wise**  
Warden  
Federal Correctional Institution,  
Seagoville

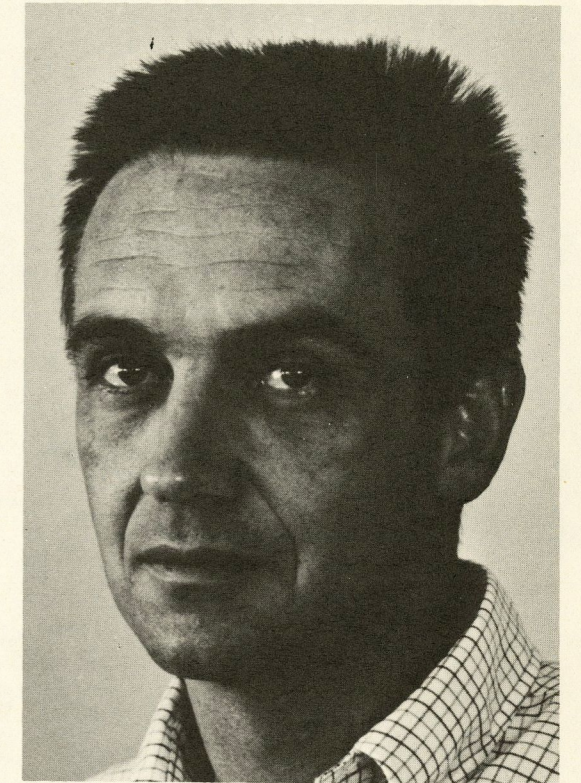
**Ken Yarbrough**  
Coordinator  
Research and Planning Division,  
Fort Worth Police Department

**Paul Magee**  
Lecturer  
North Texas State University

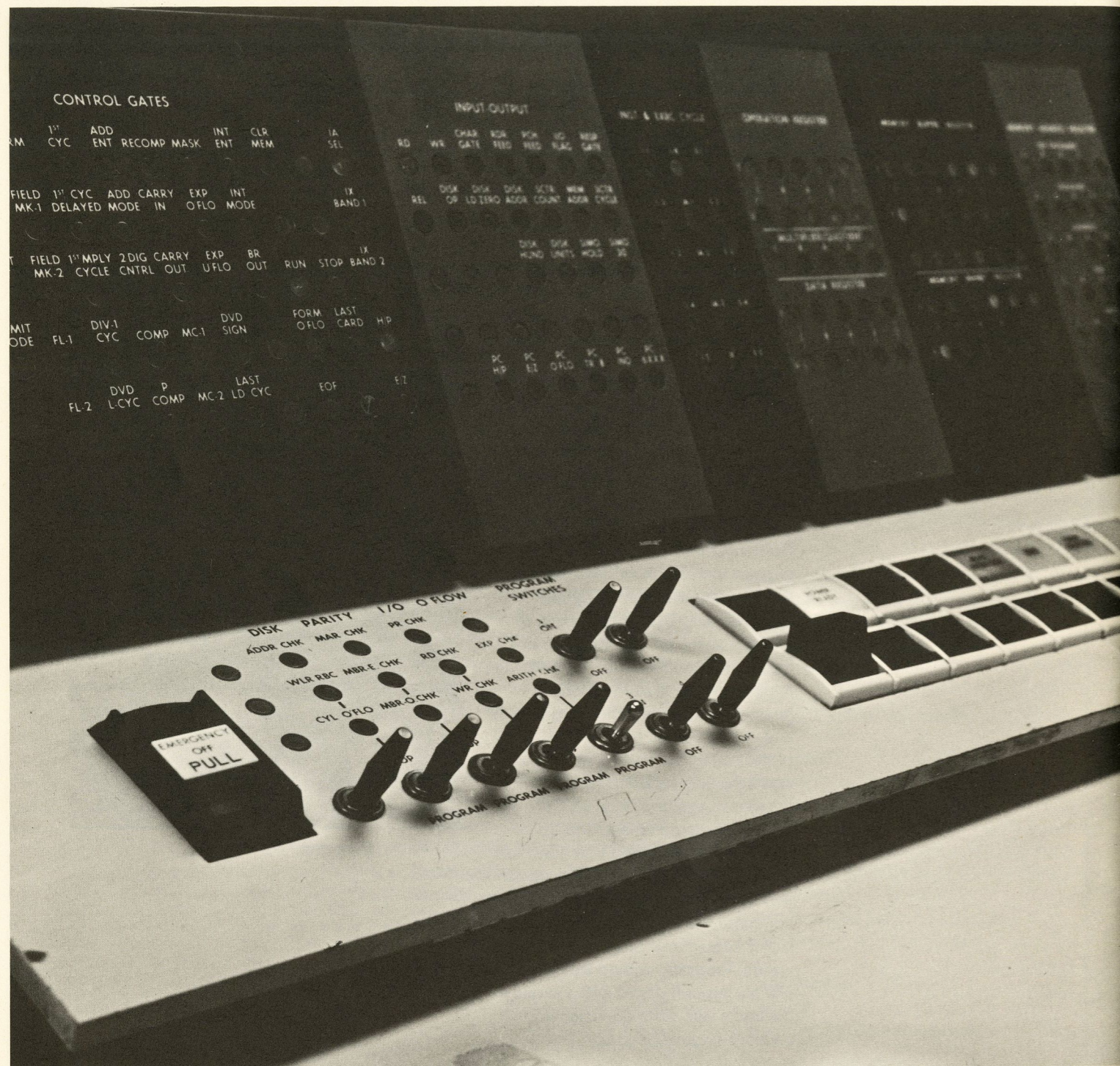
### Information Systems Research and Development

During the decade of the 1960's information systems technology became an important aspect of American society and offered extensive opportunities for improving governmental services. Realizing the importance of these changes and the need for some guidelines as the evolutionary process began to take shape, the first director of the Institute of Urban Studies established the Information Systems Section within the Institute with a mandate to "become actively involved in information systems development in Texas."

Dr. James W. Stevens became Assistant Director for Information System Development in 1969 and Dr. Gordon Cumming was appointed director in 1973. In its early stages the program was staffed by two professionals. The major source of funding was a grant under Title I of the Higher Education Act of 1965. As the information system program developed under a series of grants and contracts, the number of professionals increased. At various times the staff included research personnel, systems analysts, computer programmers, and an editor. Projects ranged from the general information system research and development activities carried out under the original Title I grant to highly specialized projects in criminal justice. Program funding was almost entirely through grants and a series of contracts with state agencies and councils of governments.



Dr. Gordon Cumming



### General Information System Development Program

The Title I grant under the Higher Education Act of 1965 totalled \$61,000 and was matched by state funds. It extended over a three-year period and served as a base of support for a variety of general information systems activities. The activities carried out under this grant were primarily designed to promote communication and provide liaison among the variety of public agencies with interests in information systems development. This goal was pursued through research, dissemination of information, and advisory services.

The first product of the Title I program was the report **State and Regional Information Systems: The Criminal Justice Components** by Dr. James W. Stevens. Published in early 1970 and intended as a basic descriptive document, the report examines the National Crime Information Center, and prototype interstate criminal justice information systems. The final chapter of the report discusses the organizational aspects of the operation of existing criminal justice information systems and explores the role of state and regional agencies in the development of information systems.

Also in 1970, the information systems staff began an intensive study of the data needs and resources of councils of governments in Texas. Data were gathered through in-depth questionnaires and a series of personal interviews with personnel of several COGS in the state. A major product of this effort was **The Information Base for Regional Planning: An Examination of Regional Requirements and Processes**, by James W. Stevens and Gloria W. Eyres. This report describes the regional planning function, outlines the data requirements of regional planning as determined by surveys and interviews, discusses the 1970 Census and information systems as related to regional planning, and makes a series of recommendations leading toward the establishment of a regional data base.

Also under the Title I grant program, the Institute conducted a conference on "Computer Facilities for Regional Planning," which brought together representatives of regional planning agencies and universities to consider the potential role of universities in assisting regional planning to meet their data processing requirements.

In 1971 the Institute became involved in the study and use of geographic base files. Dr. James Stevens chaired a conference on "Geographic Base File Systems — Uses, Maintenance, Problem-Solving." For this conference, the Institute staff edited and published the report "Geographic Base Files: Uses, Maintenance and Problems in the North Central Texas Region." This report was a compilation of the papers presented at the conference by the North Central Texas Council of Governments and the cities of Dallas and Fort Worth.

In 1970 the Institute was designated as a Census Summary Tape Processing Center for the 1970 Census. In this capacity the Institute received the 1970 Census summary tapes for the state of Texas and performed some types of census processing.

During the course of the Title I program, members of the Institute faculty and staff presented a number of papers based at least partially on activities carried out under Title I grant.

In late 1970 the Institute agreed to conduct a study of information systems activity in the region served by the Alamo Area Council of Governments. The report which emerged from this study was delivered to the Council in March, 1971. This report described the Council's previous information systems activities, enumerated the steps to be taken toward the development of a regional information systems and outlined a framework for the development of health and water information subsystems.

### Title 1 Reports

"Regional Information Systems in Texas." Presented to the Texas Academy of Science, March 12, 1971. (James W. Stevens)

"Computerization, Automation, and Social Control: New Directions for Man-Machine Specialization and Coordination." Presented to the Southwestern Sociological Association, March 31, 1972. (James W. Stevens)

"Government Decision Making and Computer Systems: Human and Technical Consideration." Presented to the Southwestern Political Science Association, March 31, 1972. (James W. Stevens and Gloria W. Eyres)

"Administrative Influence in Intergovernmental Information Systems Development." Presented to the Urban and Regional Information Systems Association, September 1, 1972. (James W. Stevens)

## Criminal Justice Information Systems

### Tarrant County

#### Subject-In-Process System:

In 1969 the newly established Law Enforcement Assistance Administration (LEAA), in response to the need expressed by a number of states for development of criminal justice information systems, funded Project SEARCH (System for Electronic Analysis and Retrieval of Criminal Histories). The goal of this project was to design and demonstrate a prototype computerized criminal justice information system. Included in the project were several state demonstrations. Texas was a Project SEARCH participant designated to develop a special project. The SEARCH project in Texas was administered by the Texas Criminal Justice Council and the grantee agency selected to direct the special project was the North Central Texas Council of Governments. The North Central Texas Council of Governments, in turn, contracted project supervision, design and implementation to the Institute and software development and computer processing to the City of Fort Worth. A decision was made that the Texas

special project would be to design, implement and evaluate a county-wide information system based on the subject-in-process concept. Such a system traces the movement of accused offenders as they move through the criminal justice process from initial arrest to final exit by recording relevant data items at each stage. The system serves as a tool for analysis and evaluation of the entire criminal justice system, the functioning of each agency, and the interrelationships among agencies. Also, the current status of any offender in the system can be retrieved at any time.

The Texas special project, the Tarrant County Subject-In-Process System, resulted in the development of a computerized tracking system which established a data file on each adult charged with committing a felony in Tarrant County. The system was, in its final stages, an on-line system providing terminal access to the major criminal justice agencies in Tarrant County. After evaluating this demonstration project, the major conclusion was that the subject-in-process system is useful and has a role within the criminal justice community. But it should be part of a larger, comprehensive criminal justice information system rather than a stand alone system. Accordingly, the subject-in-process was modified and incorporated into the Dallas County System.

A number of publications and papers resulted from the Institute's participation in Project SEARCH and related activities and are listed in the box.

#### Project Search Reports

"The Regional Subject-in-Process Tracking System: Experiences in North Central Texas." by James W. Stevens, Frederic Keithley, and Allan K. Butcher. *Urban Service Notes*, Vol. III, No. 21. Institute of Urban Studies, The University of Texas at Arlington, September, 1971.

A Computerized Subject-in-Process System: Development of a Regional Prototype for Texas by James W. Stevens, Allan K. Butcher, and Frederic W. Keithley. Special Report No. 4 (Sacramento, California: Project SEARCH, June 1, 1971), 70 pp.

"Information Systems for Process Analysis: Techniques and Applications in Criminal Justice" by Allan K. Butcher, Gloria W. Eyres, and James W. Stevens. A paper presented to the Rocky Mountain Social Science Association. Fort Collins, Colorado. May 1971.

"Subject-in-Process: A Dynamic Inventory of a Criminal Justice Process" by James W. Stevens. *Proceedings of the National Symposium on Criminal Justice Information and Statistics Systems*. (Edited by George A. Buck) Dallas, Texas: Project SEARCH, November 1970. pp. 91-102.

#### Regional Criminal Justice Information Systems Study:

In 1971 the Institute contracted with the North Central Texas Council of Governments to study the need for criminal justice planning at the regional level in Texas and to recommend a concept for a regional criminal justice information system. It was specified that this regional system concept should (1) have the capability of communicating criminal justice information to any system or agency at the local, state or national levels and (2) be able to provide police, courts and corrections with a comprehensive management information system.

In the course of this study thirty-two criminal justice agencies in Texas were surveyed to determine information needs and sources. Existing computer facilities in the region were inventoried and their law enforcement application studied. Agencies in several other parts of the country were visited by project personnel to gain information concerning computer applications, funding, organization, and other relevant issues.

The study identified several problems in the existing criminal justice information process in North Central Texas, including slow updating of files, duplication of data, proliferation of individual systems, and others. Recommendations for the resolution of these and other problems were made in the project report to the North Central Texas Council of Governments in August, 1971. The major recommendation of the study was that the Council of Governments install a message switching system for the region to improve data access. The system recommended by the report has recently been implemented in Dallas County.

#### Reports and Records Project:

In 1970 the Institute contracted with the Texas Criminal Justice Council to study existing criminal justice reports and records in Texas and to make recommendations for the establishment of a uniform reporting system for agencies in the state. The study involved extensive field efforts, mail-out surveys, and in-depth personal interviews. The initial report, **Texas Criminal Justice Reports and Records**, published in May, 1971, describes the major report forms, record keeping processes, and the information maintained by local, county and district criminal justice agencies. This volume was followed later in 1971 by a report containing a series of recommendations leading to the development of a uniform criminal justice reporting system for the state.

#### Adult Probation Project:

As a result of the transfer of the Subject-In-Process system to Dallas County, the Institute was able to concentrate its efforts during 1972 on the development of an on-line adult probation data processing system. This system was designed, programmed, and implemented during 1972 and serves the Dallas County Adult Probation Department. The system was designed as a regional system and could later be expanded to include other counties.

## Future Goals

We in Texas are only on the threshold of an urbanized society. With commitment and dedication, many of the urban ills which plague cities in other regions of the United States can be avoided. Obviously, the resolution of these emerging urban problems will require the cooperation of the state and local governments, the business community, civic groups and educational and research agencies.

Although the activities of the Institute have expanded markedly since its inception, there is still a great need for producing highly qualified graduates who can cope with the complexities of urban problems and for on-going research programs which analyze and recommend solutions to these manifold problems. Some have lamented the fact that many urban problems have been "studied to death," that what we need is action. Yet, it must be remembered that knowledge is the fuel for action. It is with this in mind that the goals and directions for the future development of the Institute can be considered.

## Research and Service

Projects of the Institute research staff will continue to address specific functional areas such as personnel management, law enforcement, housing, land-use management, and cooperative arrangements between local units of government. The staff will also seek to focus on the application of new technology and systems techniques to problems of urban government.

It is anticipated that relationships with regional officials, such as those associated with regional councils of governments, will be especially desirable as a means of reaching more local officials with more efficient use of limited resources.

State and local officials are becoming increasingly aware of the need for more efficient usage of man hours and the talents of employees. The Research and Service staff will respond to this need with increasing emphasis on functional training programs and organization development seminars of varying duration. These training activities will be designed to supplement those programs already carried out by other universities, local governments, councils of governments, state agencies, and associations such as the Texas Municipal League. Priority in training programs will be given to top echelon urban managers, such as city managers, planning administrators, department heads, and their assistants. This focus on top administrative and professional personnel is undertaken with the conviction that their outlook

and performance aspirations are of overriding importance for the quality of work done by subordinates. They "set the tone" others view as important to their own approach in public service employment.

A university with its tradition of independent inquiry is ideally suited to this task of continuing education. The Institute will unite in this service the expertise of practitioners in the field, Institute and University faculty specialists, and specialists from other components of the University of Texas System.

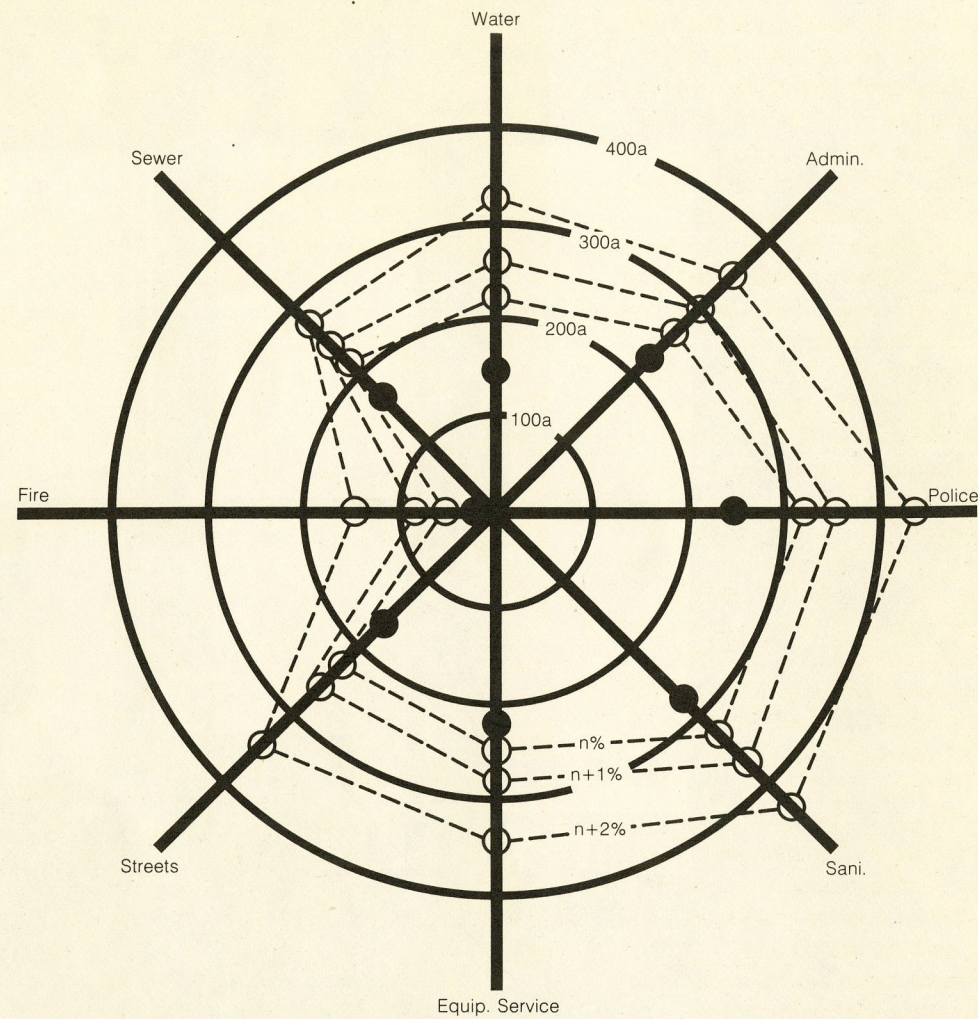


## Urban Affairs

Plans for the continued development of the urban affairs graduate program are underway in several areas. Although student enrollment in the program has continually increased during the past three years, it is anticipated that it will level off within the next two years with approximately 100 students in the program. With this increase in enrollment, the most immediate objective is the recruitment of additional faculty members, especially in the area of urban geography and planning. Although the graduate program now requires students to take courses in various areas and is thus "generalist" in nature, the faculty plans to implement a specialization program for students with specific interests. Four specialization areas have been identified, including urban planning, urban management, community relations, and policy analysis. It is expected that the curricula for these four areas will be developed by the fall of 1974.

In addition, the urban affairs program has sought to integrate its courses with other programs under development at the university. In a recent Ph.D. plan developed by the School of Business, an option in urban administration is proposed. The Institute faculty is also participating with the Department of Architecture in the development of a master's degree in city and regional planning.

One of the prime objectives is the development of a full-scale Ph.D. program in urban affairs. The first draft of such a proposal has been considered by the faculty. It is anticipated that this proposal will be formally submitted in the near future.



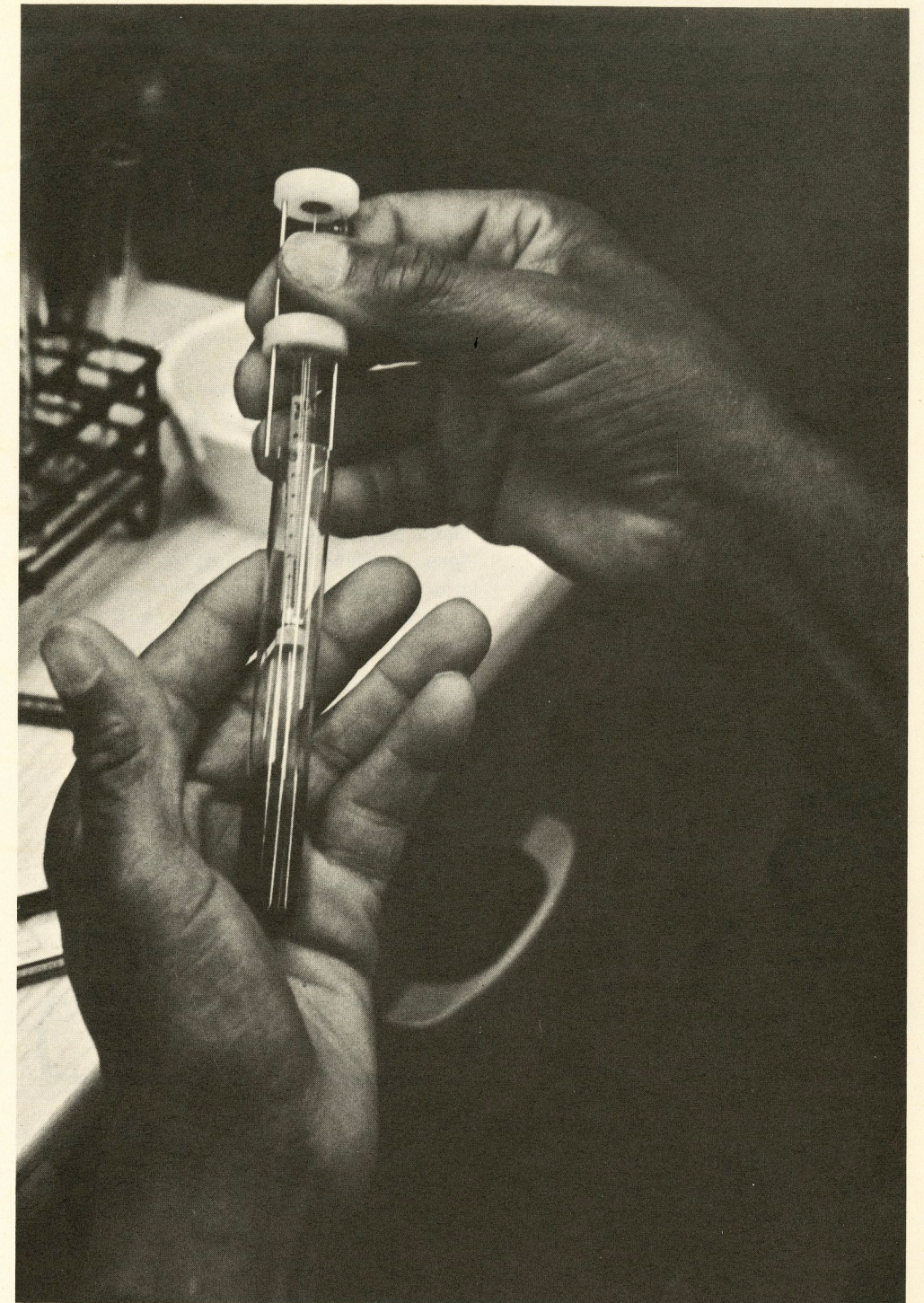
Municipal Budget Continuum,  
Conceived and Designed by David  
MacKenna and Curtis Hawk

## Criminal Justice

The criminal justice program at The University of Texas at Arlington has been developed rapidly from a criminal justice option in the Departments of Government and Sociology to a full-fledged bachelor of science program and a masters level graduate program in 1973. This level of growth has been made possible by student response to the program, the support of the University Administration and the criminal justice community, and the commitment of the faculty and staff. The adoption of a core curriculum to meet the needs of junior college transfer students, development of a series of forensic chemistry courses for criminal justice majors, expansion of the criminal justice curriculum, offering of courses for in-service personnel at Parker County Junior College, and doubling of the full-time criminal justice faculty have all been achieved within the past year.

Plans for future development of the criminal justice program include the possibility of offering courses in Dallas and the design and implementation of flexible scheduling to meet the needs of in-service students, especially law enforcement officers. Curriculum expansion into the fields of criminalistics and forensic psychology will also be studied. The Institute also hopes to generate research projects and service activities that will provide for student involvement and additionally to develop sources of funded internships, particularly for graduate students.

All signs point to the increased growth and expansion of the Institute's criminal justice program. The primary goal of the program is, and will continue to be, the preparation of qualified individuals whose education has prepared them for service in the criminal justice community and in society.



Forensic Science Laboratory

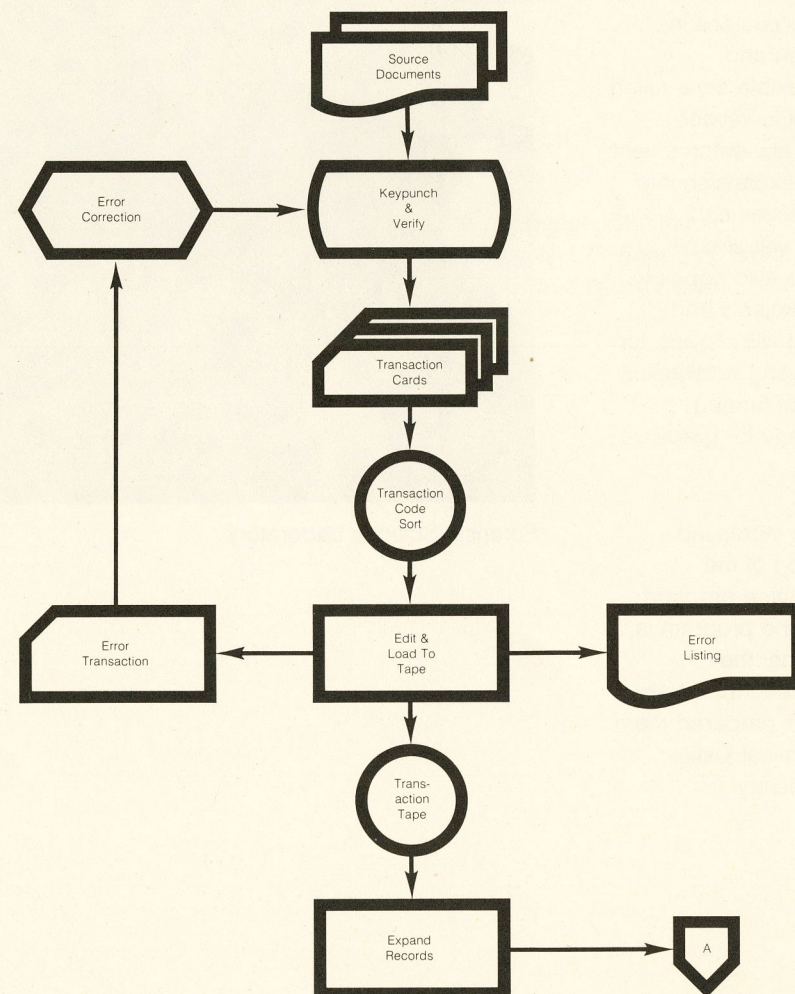
## Urban Systems

The Urban Systems Division is a recently created interdisciplinary research and service effort which will attempt to apply appropriate aspects of current and emerging technology to the needs of the urban complex. To provide some focus to the goals of the program, three activity areas have been chosen: transportation, health care services, and information systems. The intent in each area has been to select a topic with immediate impact which will also provide a basis for expanded efforts.

The Institute and the Power Systems Research Center are collaborating on a research problem which seeks to apply network theory concepts to metropolitan transportation models. The initial goals are to develop a model and analyze techniques which will predict energy costs for a modern multimodel, urban transportation complex. Research in this area will be useful for local and regional planning and as an aid for policy evaluation. The work is being carefully coordinated with the needs and existing capabilities of local agencies. Health care service activities have not taken final form. However, several possible topics for research have been identified which would be appropriate as Urban Systems Programs, i.e., cost effectiveness of computers in medical services, family planning, rural resources allocation and computer aids to clinical diagnostic procedures. The Institute has an established relationship with UT's Southwestern Medical School in Dallas and research in this area will involve interested and appropriate faculty at both campuses.

Research in information systems for now will confine itself to applications in health care services as discussed above and periodic publications of census or census-like data directed at the needs of state, regional and local agencies or governments. Future activities will be much broader based and will reach into topic areas such as man/machine systems, interactive graphics, and continuing education.

Urban Systems will seek to establish itself as a focal point for cooperative interdisciplinary studies regarding the application of technology to urban problems. A certain and perhaps natural consequence of many of these activities will be a host of important political, administrative, sociological and economic questions. Sensitivity to such issues will be a principal responsibility of such projects. The Institute with its broad range of interests and capabilities is in a unique position to consider these questions.



## Conclusion

During its brief history, the Institute of Urban Studies had developed a wide diversity of thrusts. The preceding pages illustrate the variety of areas with which the faculty, staff and students are concerned.

As a research and educational organization, however, the immediate impact of the Institute cannot be directly measured. Indeed, the full impact of the activities undertaken today may not be felt for some time. Yet, there is no question that the Institute's approach recognizes the need to develop and harness the skills of practitioners and scholars in a variety of fields in the resolution or urban problems.

We have been advised frequently that the newer cities in the Southwest, especially in Texas, can avoid many of the problems which plague some of the older cities in the United States. This may be true, but in many areas the same patterns of development are occurring. Whereas the older cities in the United States developed at a rather leisurely pace, there has been explosive growth in our cities.

Furthermore, new technologies have added to the complexities of directing the growth of Texas cities. In many areas in the city, the techniques and policies for resolving urban problems are at hand.

Consequently, skill and expertise are not enough. The impending problems which we face cannot be solved individually by technologists, nor scholars, nor even our governmental leaders. It will take people from all walks of life and it will take commitment.

This is the challenge for our cities and it is to this goal which we dedicate ourselves.



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