LWV of Texas
December 1973
DPM

STATEMENT TO LEGISLATIVE INTERIM SUBCOMMITTEE ON URBAN AFFAIRS
Dallas, Texas
November 27, 1973

Texas is nationally recognized for its development of regional planning councils. Since 1968 the League of Women Voters of Texas has supported councils of government as a means of solving area-wide problems. We have urged their formation, followed their progress and evaluated their performance. COGs serve a unique purpose in solving regional crises, and we believe that the state needs to maintain a strong regional planning statute under which the councils may operate and continue to provide them with adequate state financial aid.

Sub-state regionalism can serve as a vital link between local, state and federal governments. But stronger leadership will be needed at the state government level during the coming years to encourage and to reinforce the regional councils. During the COGs initial period, the incentives have largely come from the federal government in the form of requirements for review and comment for local government grants-in-aid applications and through specialized planning grants. Technical assistance and comprehensive planning grants through the Texas governor's office have done much to encourage the formation of regional councils heretofore; however, greater use of the regional councils must become a regular function of the many state agencies whose programs have regional significance. The regional councils could play a greater part in the planning, budgeting, and implementation of programs controlled by state agencies.

COGs can help solve regional problems and avoid duplication, thus providing more for the tax dollar. However, planning without implementation is a waste and a deception. How best to carry through or put into effect the planning of COGs could be examined by your committee.

COGs have low public visibility. In our re-evaluation of regional planning councils last year, we were appalled at the general lack of public comprehension about COGs and their functions. Citizen support is essential if councils are to continue to function effectively. Issue-oriented advisory groups, public hearings, and greater use of the media are techniques which would help the public understand the councils. Areawide governmental, as well as professional and civic organizations, should be encouraged to become involved in task forces at all levels of planning and implementation. This includes Chamber of Commerces, organized labor, vocational educators, medical and social service organizations, to mention a few.

In reviewing Texas regionalism, Dean John Gronouski posed the question, "Can 'grass roots democracy' be retained and strengthened at the local government and neighborhood levels within a viable regional framework?" We think it can!

* * * * *

League of Women Voters of Texas

337-1722
DICKINSON PLAZA CENTER • DICKINSON, TEXAS 77539 • 713 534-3323

MRS. DARVIN M. WINICK, PRESIDENT

Legislative Interim Subcommittee
on Urban Affairs
Dallas, Texas
November 27, 1973

Submitted by:
Mrs. John A. Anderson
Program Vice-President
League of Women Voters
of Texas

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URBAN AFFAIRS SUBCOMMITTEE

RAY HUTCHISON, CHAIRMAN R
MILTON FOX, VICE-CHAIRMAN

MEMBERS
KAY BAILEY — R
ANTHONY HALL — D
AL KORIOTH
R. B. MC ALISTER — D
G. J. SUTTON — D

Lubbock

HOUSE OF REPRESENTATIVES

INTERGOVERNMENTAL AFFAIRS COMMITTEE
JAMES J. KASTER, CHAIRMAN

P. O. BOX 2910
AUSTIN, TEXAS 78767

November 12, 1973

Notice of Urban Affairs Subcommittee Hearings:

The Urban Affairs Subcommittee of the Intergovernmental Affairs Committee of the Texas House of Representatives has called and will convene a public hearing on November 26 and 27, in the Performance Hall of the Fine Arts Building on the campus of Richland College, in Dallas, Texas, at 9:30 A.M. Richland is located approximately one-half mile north of LBJ Freeway (I-635) on Abrams Road. The Committee will consider the subject areas noted on the enclosed agenda.

The Committee encourages participation in and attendance at this hearing by local officials and interested citizens from the North Central Texas geographical region. Future hearings will explore urban problems in other parts of the State.

Should you desire to offer testimony on any one or more of the noted subjects at the hearing, the Committee staff requests that you submit a written copy of your oral remarks to the staff in advance. This procedure will greatly facilitate the preparation of a report by the Committee staff. Of course, if this is not possible, your remarks will nevertheless be welcomed and encouraged.

It is only through the cooperation of our State and local governments that urban problems can be identified and resolved, and these hearings offer an opportunity to achieve that objective.

Yours very truly,

Ray Hutchison

Ray Hutchison
Chairman, Urban Affairs Subcommittee

RH:ms
enc.

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NORTH CENTRAL TEXAS
COUNCIL OF GOVERNMENTS

URBAN AFFAIRS SUBCOMMITTEE
of
HOUSE INTERGOVERNMENTAL AFFAIRS COMMITTEE

Subjects for Public Hearing
North Central Texas Area
November 26 and 27, 1973
Richland College, Dallas, Texas
9:30 A.M.

PART I

The effect of legislatively-imposed financial burdens on local governments:

[examples include mandatory salary increases and pension and retirement programs for public employees; and changes in State policies regarding tort liability of public entities]

PART II

Identification of and suggested legislative solutions for multi-jurisdictional problems at the local governmental level in urban areas.

A. Multi-Jurisdictional Financial Problems - Is additional legislation needed in order to enable cities and counties to cope with increased urbanization and consequent increased revenue needs, with emphasis on financial problems crossing multi-jurisdictional lines?

B. Multi-Jurisdictional Problems at the Functional Level -

(1) Identification of functional or performance activities which should be resolved on a regional or multi-jurisdictional basis.

(2) How have existing instrumentalities handled multi-jurisdictional problems and the planning and implementation of solutions? Have they been successful, and why or why not?

(3) What is and has been the role of Councils of Government and the Federal Regional Planning Councils?

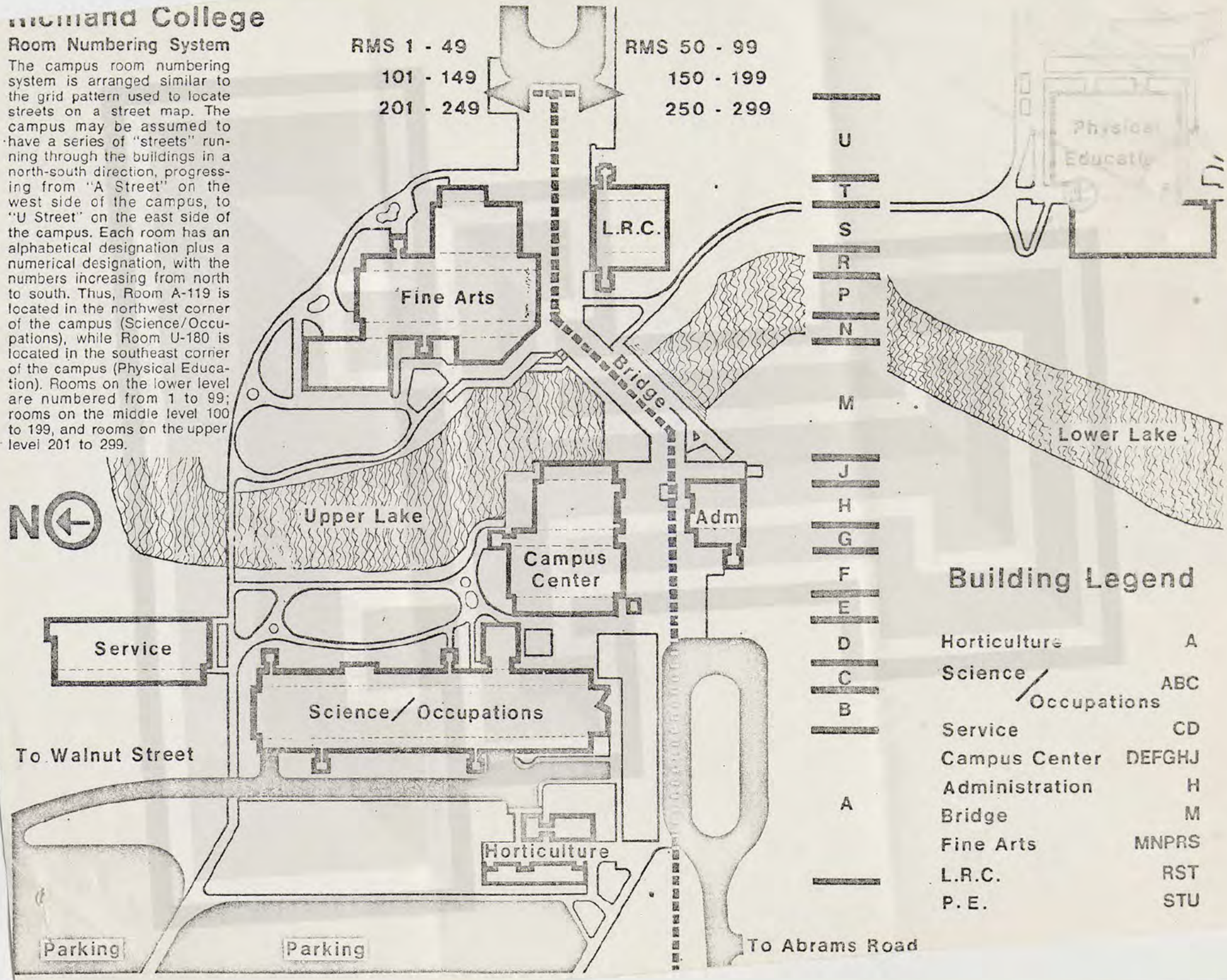
(4) Identification of the sources of multi-jurisdictional solutions to functional problems - are they federally mandated, voluntary, or State imposed?

(5) What legislative solutions are needed; for example, increasing inter-governmental contracting, granting additional powers to existing entities, and/or creating new entities of special or general jurisdiction?

Richland College

Room Numbering System

The campus room numbering system is arranged similar to the grid pattern used to locate streets on a street map. The campus may be assumed to have a series of "streets" running through the buildings in a north-south direction, progressing from "A Street" on the west side of the campus, to "U Street" on the east side of the campus. Each room has an alphabetical designation plus a numerical designation, with the numbers increasing from north to south. Thus, Room A-119 is located in the northwest corner of the campus (Science/Occupations), while Room U-180 is located in the southeast corner of the campus (Physical Education). Rooms on the lower level are numbered from 1 to 99; rooms on the middle level 100 to 199, and rooms on the upper level 201 to 299.



Building Legend

Horticulture	A
Science/Occupations	ABC
Service	CD
Campus Center	DEFGHJ
Administration	H
Bridge	M
Fine Arts	MNPRS
L.R.C.	RST
P.E.	STU

PRESIDENT'S FILE

LWV of Texas
September 1973
2 copies Direct
to President
DPM

CHRONOLOG OF STATE-LOCAL RELATIONS

In 1962 delegates to the state convention in Edinburg voted to adopt "Study of State-Local Relations" as the state current agenda item. This was a logical continuation of the 1960-62 Current Agenda Item I, Texas Constitutional Revision, which included a call to continued study of new areas of the constitution, beginning with State-Local Relations.

During the first year, 1962-63, League members acquired essential background information on State-Local Relations in Texas with the assistance of such League materials as "Meet the Relations," an article in the September 1962 Texas VOTER, "Guide to Understanding State-Local Relations," and an annotated bibliography. Also, area conferences were held in the fall, marking the first time a study item had been initiated by this means.

During the second year, 1963-64, League members gave their attention to various alternatives to present local governmental arrangements and to the problems of financing local governments. League material available to the members included "New Faces," and "Making Sense," a Leader's Guide, an annotated bibliography, and a report from the 1963 National Municipal League conference on Government. Area conferences were held in the fall once again. Consensus was reached at the end of the year on special districts. League members stated their preference for strengthening the general local governments rather than creating single purpose special districts.

In 1964 delegates to the state Convention in Corpus Christi voted to continue State-Local Relations as a Current Agenda Item but with a new wording which emphasized "coordinated planning for the development, financing and administration of governmental services."

During the first year of the new biennium, 1964-65, League members studied the county in depth with the aid of three new League Facts & Issues on the Texas County among other materials. At the end of the year consensus was reached in favor of flexible local governmental structure and a single constitutional article on local government.

The consensus statement on State-Local Relations in March 1965 read as follows: The League of Women Voters of Texas believes that local government in Texas should be made more responsive to changing conditions. Therefore the League will support measures to provide for: (1) A single article in the Texas Constitution encompassing provisions for units of local government (cities, towns, villages, counties and special districts), expressed in broad and permissive principles. (2) A flexible governmental structure for counties and municipalities, together with legislative and finance powers adequate to provide local services.

Further explanation of the consensus was issued as follows: As an outgrowth of the past 3 years of study on this complex subject these position statements have been formulated by your state board from the reports of consensus in 24 local Leagues. There was unanimous agreement that there should be a single article for local government units in the Texas Constitution. There was substantial support for more flexibility in local governmental structure and powers. A little better than one half of the Leagues reporting believed

that Home Rule would provide the needed flexibility, while others desired flexibility such as that provided by city county consolidation or area-wide governmental authorities. These broad statements will provide the basis for your state League to support or oppose bills falling within the scope of this item.

During the year, 1965-66, League members concentrated entirely upon regional and state planning. Materials made available to local Leagues included an annotated bibliography, a kit of resource materials, and an every-member publication, "Blueprint for Planning."

In March 1966, at the convention in Fort Worth, the State-Local Relations chairman reported: When we began our planning study in March a year ago at Presidents Council, Texas was one of only a handful of states without an official metropolitan planning agency. It was also one of a handful without any comprehensive state plan or state planning agency. Since then, things have begun to happen. In the spring, the Texas legislature passed two new planning measures. One (HB 319) authorized for the first time the creation by local governments of regional planning commissions. The other (SCR 68) created a state planning agency called the Planning Agencies Council of Texas (PACT) and authorized coordination of state plans and a state development plan. Soon thereafter, a great stirring of interest in creating regional planning commissions occurred in our metropolitan areas, particularly in Dallas and Fort Worth and the governor's office took prompt action to get state planning underway.

Also, after our planning study began last year, Governor John Connally requested the Texas Research League to engage in a long range study of the state's metropolitan areas, the ultimate objective of which was to modernize and to improve the planning, administration, and financing of governmental services. This study is underway. In short, we are seeing a planning revolution in Texas; and we, members of the League of Women Voters of Texas, had the foresight to be right where the action was. Already, we have been able to contribute to progress by our League publication, "Blueprint for Planning," which is being used in the governor's office and by others engaged in planning or planning education.

March 22, 1966, at the state convention in Fort Worth, it was reported that local Leagues had decided that planning was needed to provide orderly growth in a rapidly changing urban environment. Many principles of planning organization and functioning were proposed by local Leagues but not enough support was given to any single principle to warrant inclusion in the statement of position at this time. The wording was "Support of metropolitan regional and comprehensive state planning in Texas and support of flexible structure and adequate powers for local governments in Texas consistent with state responsibility for effective government." Support positions included under the State-Local Relations item were A. The League of Women Voters of Texas is opposed to continuing to meet the needs for local government services by the formation of single purpose special districts. Therefore, it will support measures to provide (1) Cities and/or counties with adequate and realistic powers to perform services without overlapping costs and taxation and (2) for the accountability and regulation of single purpose special districts. B. The League of Women Voters of Texas believes that local government in Texas should be made more responsive to changing conditions. Therefore, the League will support measures to provide for: A flexible governmental structure for counties and municipalities together with legislative and financial powers adequate to provide local services.

Chronolog of State-Local Relations (continued)

B. The League of Women Voters of Texas believes that local government in Texas should be made more responsive to changing conditions. Therefore, the League will support measures to provide for: A flexible governmental structure for counties and municipalities together with legislative and financial powers adequate to provide local services. C. The League of Women Voters of Texas supports comprehensive metropolitan regional and state planning in Texas. At this convention, the state board at the preconvention meeting approved the transfer of the following support position formerly under S-L Relations to TCR: Support of a single article in the Texas Constitution encompassing provisions for units of local government (cities, towns, villages, counties, and special districts), expressed in broad and permissive principles.

The post board report of January 24, 1967, carried this report: Much time has been spent in the past few months analyzing proposals of the Texas Research League (a privately financed research League which undertakes studies only upon official request), the county study by the Texas Legislative Council, and the recommendations of the Texas Municipal League. The state board has approved that the Texas League may act on the recommendations of the Texas Research League that give (a) permissive power to metropolitan areas for more flexibility to solve their problems and (b) more coordination at the state level. Local Leagues will be called on to act on this state legislation through Times for Action and to try to gain understanding and support in their communities.

December 11, 1967, in the workbook for convention, part 1, it was reported. With this S-L Relations consensus we analyzed and supported the Texas Research League package of proposals in principle and several measures specifically in the 60th Legislature. None passed but they received much attention. Other legislation of interest in this area did pass. HB 276 state planning bill designates the governor as the chief planning officer, establishes a Division of Planning Coordination in the governor's office, and authorizes the appointment of interagency planning council within the executive department. In October, 1967, the state League published "The Urban Challenge."

In March 1968, consensus was taken on COG's and the suggested consensus was "The LWV-T supports councils of governments in Texas. The state of Texas should authorize regional councils, aid them through technical and financial assistance, and encourage coordination between the state and regional councils."

In Workbook I, of the 12th Biennial Convention, dated April 1970, these observations were made: SB 547 which improves existing law relating to councils of governments and regional planning was adopted. It contains the most recent recommendations of the Texas Research League, and an amendment to the bill declared regional planning commissions to be political subdivisions. Also the incentive of receiving state and federal funds to use on the local level, granted only after comprehensive regional plans have been developed, continues to be greatly responsible for the rapid growth of regional planning commissions. Most of the RPC's have expanded in membership and/or projects during the past two years. One of Governor Connally's last official acts was to proclaim 22 state planning regions in Texas. Upon request of Governor Smith 24 state agencies set long range goals, 6 year intermediate objectives, and 2 year proposed accomplishments for their departments. This preliminary report is called "Goals for Texas, Phase I." It will be followed by Phase II.

June, 1970, plans were in the making for a flyer which will push for support of the constitutional amendment (HJR 22) permitting counties to consolidate offices and functions and to make intergovernmental contracts. This was on the November 1970, ballot and was approved by the voters.

At the LWV-T 1971, convention in Dallas the membership expressed a desire for a reevaluation of Regional Planning Councils. One local League in each regional area will do a study of their council. We will be evaluating each council on the actual operation, function, representation and accomplishments. The re-evaluation was published by the state League in August 1972.

PRESIDENT'S FILE

A Re-evaluation of

REGIONAL PLANNING COUNCILS IN TEXAS

League of Women Voters of Texas
August 1972

REGIONAL PLANNING COUNCILS IN TEXAS

At the 1971 League of Women Voters convention in Dallas the membership expressed a desire for a re-evaluation of the states' regional planning councils.

One local League in each regional area undertook a study of their council. These surveys gathered information on each council's operation, function, representation and accomplishments. The local Leagues in each area used the information from these studies as a background for evaluating the participation of their local government unit in each council. This survey included questions on local government activities; local representation; citizen participation; cooperation and coordination in problem solving; and community support of regional planning councils.

When we began our study of regional planning councils, Texas was one of only a handful of states without any comprehensive state plan or state planning agency. Since that time Texas has assumed a leading role in the concept of regional planning. In 1965 the 59th Legislature passed the Regional Planning Act (HB 319) authorizing governmental units of the state to establish regional planning councils

State planning regions were prepared by the Division of Planning Coordination. The regions were carefully designed to represent natural, social, and economic groupings of counties which reflect a community of interests. They were structured to encourage maximum local participation in development and coordiantion of federal, state and local programs.

Some governmental units have chosen not to belong to the regional councils and potential members in three instances have elected to form two regional councils.

Alamo State Planning Region
- Alamo Area Council of Governments
- Middle Rio Grand Development Council

Central Texas State Planning Region
- Heart of Texas Council of Governments
- Central Texas Council of Governments

North Central Texas State Planning Region
- North Central Texas Council of Governments
- Texoma Regional Planning Commission

The regional planning council boundaries and the counties forming a region are evaluated each biennium to determine their feasability and to give counties an option to change regions if this would more closely reflect their orientation and ties.

In 1969 the 61st Legislature added amendments recognizing regional councils as political subdivisions of the state; granting permission for a regional council to perform services to member governments by contract; and providing for state financial assistance to qualifying organizations.

The 62nd Legislature, 1971, amended the 1965 act by providing that the governing body of each governmental unit within the region submit any application for loans or grants-in-aid to any federal or state agency for review and comment by

the regional planning council if the project has regional implications. The amendment also provided that the governing body of each regional organization be composed of 2/3 elected officials rather than the 51% previously required.

The basic idea behind the regional council movement is that of solving regional and urban problems through voluntary cooperation among member governments. The regional council is not a full-fledged government in the sense of a county, city, school district, or water district. No regional council possesses powers of taxation, rule making, enforcement, or other authority which typifies traditional government. "The principal role of regional councils is to identify issues and needs and adopt a strategy to accomplish those needs."[1]

According to the Division of Planning Coordination, Texas has what is perhaps the most comprehensive regional planning commission legislation in the United States. The first regional council, North Central Texas Council of Governments, was organized in January, 1966. With the formation of the Permian Basin Regional Planning Council in March, 1971, the organizational phase was completed. With 24 councils covering the state, planning and development services are available for all local governments in Texas. In July, 1972, the 24 councils registered a total of 1,071 member governments; 198 counties, 579 cities, 116 soil and water conservation districts and 93 school districts.

Cooperation has been established between local governments who have rarely communicated before and are now meeting regularly in the councils. In the non-member governments the reason most often mentioned for not joining the councils is the financial structure of COGs. Other reasons given are sparse population, distance, and the lack of understanding of the role of the councils. Some county officials are reluctant to accept change and fear any outside influence. However, many elected officials are realizing more and more that in today's urban society it is necessary to attack many problems on a regional basis and membership in the regional planning councils is an important step in accomplishing their aims.

Although the legislature passed the enabling legislation, state law does not dictate the internal organization structure of regional councils. Therefore, no two organizations function alike in every detail; however, the basic structure is generally the same.

MEMBERSHIP

All general purpose governments (cities & counties) within the planning area are eligible for membership. Regional councils have included members from special districts.

In a number of cases (examples are the West Central Texas Council of Governments and Middle Rio Grand Development Council) the organization was formed at the outset with most of the eligible governments participating in the original articles of agreement. In the Coastal Bend Council of Governments only cities and counties may apply for voting membership. Other political jurisdictions or organizations may apply to join as associate, nonvoting members. Several other councils have associate membership and affiliate membership who participate in all meetings but are not entitled to vote.

[1]National Association of Regional Councils, Goals for Action (Portland: Sixth Annual Conference of Regional Councils, 1972) p.6.

ORGANIZATION

Regional planning councils are governed by general assemblies composed of all member governments. They meet on an annual, semi-annual or quarterly basis and select officers, adopt an annual budget and work program, amend bylaws and approve plans and general policies.

The enabling legislation is flexible enough to permit representation on the executive committee and on the general membership body to be adapted to local needs. The method of selecting these representatives is written in the bylaws of each council.

"The state's rural areas as well as its large urban complexes, such as the Dallas, Houston, and San Antonio areas, are now represented in regional forums. Fifteen of Texas' 24 COGs have service-area populations of less than 300,000, and some of these cover a geographical area equal to some states. Thus, a majority of Texas COGs reflect the rural heritage of the state; many of them deal primarily with problems of rural constituents. The fact that regional council concept has considerable potential for coping with rural problems as well as those of metropolitan and urban areas is sometimes overlooked."[2]

In the LWV survey of regional planning councils several Leagues reported that there was some suspicion and resentment on the part of small cities and counties that the larger urban areas benefited more from the councils. Many rural counties feel that the larger cities dominate the councils and are not sensitive to the needs of the small cities or rural counties.

Most councils provide a formula for selecting the voting representatives, such as additional representatives for specific larger units of governments, special purpose districts, citizen representatives and groupings of sparsely populated counties and towns.

The only exception is the Brazos Valley Development Council. Each county has five representatives, appointed by the governing body of each member county to represent the county and member cities within the county. The five representatives represent government, labor, business, agriculture and minority ethnic groups.

According to the LWV survey there were some comments in this area that the two municipalities are greatly underrepresented and the county judges have all the vested authority.

Seven regional councils require 100% elected officials. The other councils include citizens and nonelected employees in local governments.

Because of the amendment enacted by the 62nd Legislature, 7 councils increased their number of elected officials from 51% to 2/3.

There has been some criticism of the councils because of the lack of citizen representation and the lack of continuity of members who serve as representatives because of change in elected officials.

State officials consistently stress the importance of control by general purpose local governments through their elected representatives. Goals for Texas stressed

[2]John A. Gronouski, "Texas Regionalism-Future Perspectives", Public Affairs Comment, LBJ School of Public Affairs, (February, 1972).

that "Metropolitan and rural problems are interrelated and must be examined in a regional context; and that the planning responsibility lies with elected officials who must, in the final analysis, implement them."[3]

Approximately 84% of the members of the council planning bodies are elected officials, and the vast majority of these are from city and county government.

GENERAL OPERATION

The general operation of a regional council is supervised by an executive committee. The executive committee hires the executive director, recommends the budget, reviews and approves operational policies and makes recommendations to the general membership.

Every regional council has a number of special committees formed for study, technical advice and policy development. The method of appointment, size, composition and purpose of the committee is at the discretion of the board.

These committees are composed of elected officials, specialists and lay citizens. In some instances the citizens represent particular lay organizations such as Chambers of Commerce and the League of Women Voters.

The larger committees usually have an executive committee or subcommittee such as the Manpower Committee of the North Central Texas Council of Governments, which will have between 75 and 80 members. The Health Planning Advisory Committee of the Lower Rio Grande Valley Development Council has found its task large enough to require expansion into four active subcommittees.

Special committees in the Alamo Area COG include a Finance Committee that serves as liaison between the executive director and the executive committee finances, COG grants and procedures; a Public Participation Committee that reviews guidelines to insure adequate public participation and proper balance among citizen representatives; and the County Committee that is responsible for formulating goals for counties.

All councils have Project Review Committees which review and comment upon projects involving state and federal assistance in the region. More than 100 separate federal and state grant-in-aid categories require review and comment by a state, regional or metropolitan clearinghouse before approval may be granted. Texas state policies delegate review and comment authority to the respective councils.

All councils have program committees. The LWV survey shows that nearly all councils are involved in planning areas of land use, water and waste, environmental quality, health and criminal justice. Many councils have planning committees in transportation, housing, law enforcement, airports, education and information systems.

"Regional planning is the development of a unified land use plan providing for and correlating public facilities, services and utilities, preserving open space and providing for wise use of natural resources. It is an effective

[3] Division of Planning Coordination, Goals for Texas, Phase Two (Austin: 1970) p.8.

way to give growing communities a sound basis upon which to make decisions to meet their ever-growing and changing needs. The objective of regional planning is to guide the future development of an area."[4]

ADMINISTRATION

The executive director is appointed by the executive committee and serves at the pleasure of the executive committee. In no instance does he have a specific contract or guidelines which are standard, however, his services are subject to periodic review. He is responsible to and reports to the executive committee.

Most of the professional staff have general types of experience in some area or associated area of governmental functions. Professional and educational training ranges from two years of college to masters degrees.

Various members of the staff may have special training or degrees in varying fields such as health planning, environment, public affairs, administration, general government and public relations.

According to the report from Tarrant County LWV, the excellent reputation North Central Texas Council of Governments has had the past five years has enabled them to recruit nationally for the best talent available. Although most staff members have specialized training they do not always work in specialized areas and on-job training is a common practice. The Texoma RPC gives on-the-job training, sends staff members to various planning schools and arranges for correspondence training.

According to the LWV survey, the North Central Texas Council of Governments, with the largest number of members, has 61, and the Permian Basin Regional Planning Commission, the newest council, has only two. In the majority of the councils the professional staff members range in number from 6-7 to 20-25. The number of staff does not necessarily indicate the size of the work load but instead the financial resources of the council. These councils depend on professional consultants rather than on professional staff.

There is some part-time help (funded by HUD) depending on the program for the year.

FUNDING

Funding for regional councils operations comes from all levels of government, including local, state and federal. The annual dues structure is set into the bylaws by the general assemblies. Dues formulas are on a per capita basis in combination with flat fees for special districts. These formulas vary from district to district and often from year to year.

Examples: Houston-Galveston Area Council
- Counties: 2¢ per capita or $100, whichever is greater
- Towns & Cities: Same as counties
- School Districts: Based on average daily attendance

[4] Gronouski, op. cit.

School Districts: Based on average daily attendance

1 - 5,000	$ 25.00
5,001 - 7,500	50.00
7,501 - 10,000	75.00
10,001 - 100,000	100.00
100,000 or more	500.00

Soil & Water Districts: Annual dues of $25.00

Lower Rio Grande Valley Development Council

Fees for general government (unincorporated areas for counties - incorporated areas for cities) $ .03 per capita with a minimum of $25. Special government fees are a minimum of $25. Associate members are not required to pay a fee but may contribute whatever sum of money it may deem appropriate to assist the council in its functions.

An exception is the South Texas Development Council where the local dues structure is $1,200 per county except that Webb County and the city of Laredo are assessed $1,800 each.

In the El Paso COG, associate and affiliate members are assessed an annual dues of $300.

Most state financing derives from State Planning Assistance Grants administered by the Division of Planning Coordination in the Governor's office. Other state funding has been provided by the Texas Water Quality Board and the Office of Comprehensive Health Planning.

The state's commitment is reflected in the provision of $3.2 million of direct dollar support to councils since 1965. This represents 14% of their total resources during this period.

The federal government has been a big booster of comprehensive planning by state and local governments. The Urban Planning Assistance Program of the 1954 Housing Act (referred to as the 701 program) directly assists regional planning by providing for financing and technical assistance. Most federal assistance (701 funds) is funded directly by the federal agencies such as HUD, EDA, HEW, DOT, FHA and Department of the Interior.

In addition the Houston-Galveston Area Council receives funds from the American Bar Association for Project Home. In the Alamo Area Council of Governments, an inter-governmental planning contract from the EPA was partially funded by the San Antonio River Authority.

WORK PROGRAM

The most important consideration is developing a work program to meet the specific needs of the region. In many instances, the need is for concentrated comprehensive planning; in others, it may be for strong technical assistance.

Legal responsibilities of regional councils include making studies and plans to guide the unified, far-reaching development of their areas, elimination of duplication and promotion of economy and efficiency in coordinated area development.

They may make recommendations to their member governments and may, upon request, assist in the implementation of those plans.

The most successful regional councils are those which correctly determine the needs and priorities of the region and apply for and receive funding of projects, and successfully complete the project.

In all councils the main thrust of work is the responsibility to see that all planning requirements are completed and certified so all member units will stay eligible.

One function of the councils is to provide technical and professional services to member governments who otherwise do not have them available. However, some rural areas feel that they do not have the professional staff or professional planners to make studies or plans and therefore do not apply for and receive the full benefit of the councils.

Most conflicts of interest are "talked out." One of the major reasons for existence is to bring together various interests to solve their problems. When this is done, there are no conflicts of interest.

The El Paso COG feels that one of the strengths of their council is that it has provided a meeting ground for airing differences and reaching understanding and cooperation. Another League reported that where competition and rivalry had been the case in the past, they now have cooperation and friendship. Officials of small towns now get together to try to work out common problems.

However, one report expressed the opinion of the community that all interests are not fairly represented and the organization is not a true representation of the area. Some members feel that the executive committee in some councils is dominated by the more populous city and county in the area.

Members do not have to participate in all programs. Even though regional councils are political subdivisions of the state, any unit may choose not to join in a regional plan.

"Local governments' willingness to cooperate and work together cannot be forced with much hope of success. There must be a consensus and willingness to innovate to solve our regional challenges. In meeting growing functional responsibilities, increased pressures are being placed on regional councils to perform on controversial and sensitive issues. Performance is being measured in terms of positive actions or decisions."[5]

Projects that are not approved by the review committee may be sent to a state or funding agency by the applicant, however, there is little likelihood of the funding agency granting funds. Some projects may be reworded with staff members assisting or they may be tabled and reintroduced at a later date if interest is revived.

"Regional councils are the only mechanism available which preserve local communities and existing local government. If central cities and suburbs cannot come to grips with common problems, there will be a new system of local government or federal agencies or special districts to do the job."[6]

[5]National Association of Regional Councils, op. cit., p. 5.

[6]Gronouski, op. cit.

No other function of regional councils is more important than the review of government applications for federal and state assistance. The amount of time spent on the review and comment varies with each council and changes from month to month depending on the number of applications received each month. Some councils list the time spent as 20%, between 10% & 50%, 15% to 20% and 60%. Texas' newest council, Permian Basin RPC has stated that the comment and review constitutes approximately 100% of the planning commission time.

According to the 1971 Directory of Regional Councils "the recent significant increase in state support, coupled with federal cutbacks, are expected to decrease the impact by the federal government. As this occurs, regional councils will turn increasingly to the state for means of financing their operations.

"Decreasing federal grant support will likewise decrease the influence which federal agencies have held in the determination of regional council programs and activities. Regional priorities have often yielded to federal priorities because of the requirements attached to categorical grants. Since state grants remain 'no strings attached' funds, the regional councils should enjoy more freedom in the determination of program priorities."[7]

In nearly all regional areas there are other regional agencies such as River Authorities, Health Planning Agencies, Model Cities, Manpower, Education, Conservation agencies and many others. These agencies are all included in cooperative efforts of the councils. In many cases they attend each others' meetings, use the expertise & advice of other agencies and work together when sharing mutual problems.

PROJECTS

Projects originate from member units of government, in request for various programs, suggestions of council and other eligible governments, and secondly to satisfy federal requirements. Eligible government units may ask for planning programs whether they are a member or not.

Criminal Justice

Every organization has a criminal justice and law enforcement program that includes police academies, youth services programs, drug education and rehabilitation and communication systems.

Comprehensive Health Planning

Nearly all councils seek to initiate coordinated and cooperative health planning and technical advisory services to provide an adequate system of hospitals, nursing homes and public facilities. Included in the comprehensive health planning studies are child care, alcohol and drug education and rehabilitation, committees on aging and all public health services.

In the Lower Rio Grande Valley Development Council, the Health Manpower Subcommittee has initiated a program to alleviate the shortage of adequately trained personnel in some health fields. It will document the existing manpower situations and shortage of skilled personnel and recommend curriculum changes, institutional working agreements, and appropriate means of financing the needed manpower training programs.

[7]Division of Planning Coordination, Directory, Regional Councils in Texas (Austin: 1971) p. 13.

The Alamo Area COG is working to develop a rural health program through close work with county committees and other consumer and provider interests in rural counties.

Water Quality

The largest number of projects and the second largest amount of monies funded in most areas are in this category.

(a) Water, Sewer & Waste Treatment Facilities

The councils prepare plans for areawide water, sewer and storm drainage, adequate urban and rural water supply, management of regional solid waste programs and flood control.

(b) Water Development Plans

Water planning information systems which include ports, river basins, water distribution and supplies are made for future needs.

Land Use-Parks & Recreation

All councils are now engaged in comprehensive land use planning with the emphasis in most cases on plans for parks, recreation and open space activities.

Many councils seek to foster conservation of area resources and open space by keeping updated all land use base maps; projecting land use and population into the future; and preparing study designs for historical planning and preservation.

Housing

The regional planning councils are seeking to improve the quality and quantity of area housing by engaging in regional housing surveys to determine recommendations and priorities for attacking housing problems and to determine further housing needs of the regions. Some councils are engaged in housing market and industry profiles; housing condition inventories; and model housing codes.

Six councils are active in the Model Cities program. This plan, to improve existing housing and provide new housing, also plans for future goals of higher education and increasing job opportunities. It also provides liaison between the individual resident and the respective agency with which he may be dealing concerning his housing and economic problems.

The Houston-Galveston Area Council is engaged in Project Home. The purpose of this program is to encourage attorneys to become involved and knowledgeable in federally-assisted programs, particularly attorneys who represent low and moderate income families. Another facet of this ongoing program is providing assistance to public and private, profit and non-profit agencies in providing housing for such families.

Airport/Airspace--Transportation

Every council is participating in the highway program administered by DOT. The largest amount of money funded and the 2nd largest number of projects is in this category.

Eleven councils are engaged in transportation studies to analyze needs and propose

plans for the development of needed transit systems.

Eight councils are engaged in airport-airspace and airport related studies to analyze present and future needs; to forecast the impact on the region and affected cities in terms of population, employment and governmental services required. The studies include recommendations for commercial private, and public facilities as well as an analysis of environmental factors such as noise and air pollution.

Councils are also involved in improving, constructing, and updating the farm-to-market and other rural road systems.

Education

Eighteen councils are engaged in programs in planning and coordinating the educational facilities of the region. Seven of these councils have special library programs.

Other Programs

Other typical activities of the councils with programs in one or more areas include: manpower services; census coding guides; information systems; agricultural economics; regional purchasing and technical assistance to member governments.

Other activities and programs are as varied as the regions themselves, such as: Civil Defense Community Shelter Plan (El Paso COG); Disaster Relief Program, The Hurricane Celia redevelopment and disaster relief coordination project (Coastal Bend RPC); and the Rio Grande Relocation project in cooperation with the Republic of Mexico (Lower Rio Grande Valley Development Council).

CITIZEN PARTICIPATION AND INTEREST

As the councils do not represent the people but rather the participating government, perhaps the most important role of the citizen is one of support for their council. Many of the regional councils are still without strong public understanding and support.

Many councils feel that citizen involvement is important in the function of regional planning councils and they encourage citizen interest and participation by involving them in committee work. The citizen creates interest through participation and is an important link between government and the reflection of local attitudes and desires. Expertise and advice is also contributed by citizen involvement.

One LWV report expressed the feeling that civic and business leaders on committees too often represent vested interests. In the Lower Rio Grande Valley Development Commission, the comprehensive health planning committee is required by law to consist of a majority of consumers, the rest of the committee being made up of health service providers and professional people working in the area of health.

"A possible weakness of the COG movement lies in the failure of the councils to fully enlist the active participation of civic leaders who do not themselves hold public office. The need for citizen interest and participation is evident for two reasons: (1) The public officials who constitute all or most of the voting membership of a COG need public support, and such support may be hard

to come by if civic leaders are ignorant of COG and the problems it concerns itself with and the solutions which it may propose; and (2) lay civic leaders can supply a continuity of interest that is impossible for elected officials, since many of the latter hold offices where there is a rather high turnover."[8]

Most councils have good press coverage with announcements of meetings, reports of proceedings and, in areas of particular interest, may get TV coverage. Councils also send newsletters and hold meetings that are open to the public. In some instances public meetings have been held to dispense or receive information. Most meetings are held in the central city, are regularly scheduled and publicly announced. Reports and minutes of these meetings are available to the public upon request. Several councils have established a Regional Library and Information Center in order to communicate with the public.

The Central Texas Council of Governments staff is preparing a program explaining operation of the COG. The program is to be presented to commissioners courts, city councils and school boards in the Central Texas COG area. If regional councils are to continue to grow and are to be effective, they must find a means to promote and foster public awareness.

"It is a fact that old, established organizations are accepted as traditional and seldom challenged, and those things which are new must constantly prove themselves. Regional councils in Texas, because they are a relatively new innovation in government, have been forced to prove their merit over and over since 1966, and they will be required to do so for the forseeable future."[9]

[8]Texas Reaearch League, Metropolitan Texas: A Workable Approach to its Problems (Austin: 1967) p. 54.

[9]Division of Planning Coordination, op. cit., p. 16.

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Price: .40¢

LWV of Texas
December 1970
Presidents Mailing
(2 copies)

To: State Board & Local League Presidents
From: Mrs. James Lancaster
Re: Pre-Session Legislative Conference Report

REGIONAL APPROACHES TO SOLVING LOCAL GOVERNMENT PROBLEMS

The main address was given by Richard C. Hartman, Executive Director, National Service to Regional Councils, Washington, D. C.

Mr. Hartman traced federal acts that have encouraged regional approaches to local problems: 1962 Highway Act; 1965 Public Works and Economic Development Act; 1966 Demonstration Cities Act; 1967 Clean Air Act; 1968 Intergovernmental Act. He listed some of the characteristics of regional organizations and gave some samplings of what's going on across the nation. The types he classified as 35% Councils (majority elected officials); 40% Regional Planning Commissions (largely appointed citizens); 20% Economic Development Districts (mainly in rural areas); 5% in special categories. A basic problem arises when more than one of these overlap. These are funded 60% federal; 5% state; 34% local (mostly matching money); and 1% private. At present there is a one-man-one-vote suit in the courts against the Cleveland, Ohio COG. The basic issues facing councils are funding, representation, and what powers are needed beyond those now held. A strong feeling was expressed that local people should be given more power if they have the incentives to develop programs. Also recommended was that regional organizations be given the review and comment privileges for state programs.

On the panel the following day were Dan S. Petty, Director, Division of Planning Coordination, Office of the Governor, State of Texas, Moderator; the Honorable Thomas Laverne, state senator, New York; the Honorable Blair Reeves, County Judge, Bexar County, San Antonio; James F. Ray, Asst. Dir., Institute of Urban Studies, UT at Arlington; Homer D. Reed, Asst. Dir., Texas Municipal League, Austin; and Mr. Hartman.

Texas has 23 regional organizations. Midland-Odessa is the only metropolitan area not organized. Senator Laverne of New York said the whole state of New York is divided into 13 regions, covering the whole state. He said Texas has a weakness that New York doesn't have--the lack of a framework of strong county governments. County governments need to have more responsibility and more sophistication to make regionalism really work successfully, otherwise you're dealing with too many entities of local governments, often in competition with one another.

Recommendations from the panelists included:

1. Give local governments general authority to cooperate with each other. Let them decide. Special authority has been given, e.g. solid waste disposal.
2. Counties are hamstrung. Legislature can strenghten county government by giving them a fuller range of authority.
3. Strengthen the regional organizations by maintaining a strong regional planning statute and continue funding. Encourage them to be an effective voice to state agencies.
4. The River Authorities are unique organizations. Strengthen them by enlarging the areas they control and give them responsibilities of water and power supply, conservation, sewage treatment, and recreation. They are basically a state agency providing regional services but at the same time are a form of local government. Increase their responsiveness by requiring budget review by the state.
5. Special districts may be in a small part of the county, county-wide, or multi-county. Their proliferation was viewed unfavorably. In 1957 there were 645;

Pre-Session Legislative Conference Report by Mrs. Lancaster (continued)

in 1969 there were 1001, 100 of which were created by the last legislature. There will be efforts to create many more in the next legislature. One panelist recommended that no new districts be created unless local governments be given an opportunity to review and comment, that the enabling statute has some tie to a general purpose government (budget review), and that multi-county organizations be given power to review and comment.

Other various comments and recommendations include: A regional organization can charge fees to operate a service but needs large sums of money to start a service. It was suggested that the state have a loan fund for this (such as the Water Development Board?) It was strongly recommended that COGs encourage Conservation Districts to become members as they have a lot to offer. (15 of the 23 already do).

Senator Laverne said that local governments must go regional to survive in urban areas or state or federal government will fill the vacuum. People believe in local government but it cannot survive as set up years ago. This will require legislative leadership and action.

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LWV of Texas
December 1970
Presidents Mailing
(2 copies)

To: State Board & Local League Presidents
From: Mrs. Ralph Bubis
Re: Pre-Session Legislative Conference Report

FINANCING STATE AND LOCAL GOVERNMENT IN THE 1970'S

Revenue for state and local governments was one of the three topics selected by the pre-legislative conference steering committee. It was the topic which received the most publicity--headlines across the state reported the consideration by the legislature of a personal income tax.

The personal income tax was just one of the sources of revenue discussed on the first day by Mr. Charles Conlon of the Federation of Tax Administrators based in Chicago. Mr. Conlon and a panel the next day discussed a variety of revenue sources. Here is a summary of what he said:

State expenditures have more than doubled each decade during the 50's and 60's. This was due half to legislative action and half to economic growth. Factors which caused tax increases include:

1. Cost of government services (salary increases for state employees)
2. Price inflation
3. Health programs
4. Poverty programs
5. Higher education
6. Pollution control
7. Public safety
8. Transportation in urban areas
9. Improvement in quality of government services.

Factors against large increases in taxes include:

1. Taxpayer resistance (referenda and bond elections losing)
2. Federal role (federal grants and assumption of some programs by the federal government)
3. Credit against federal income tax for state income tax
4. Revenue sharing (proposal doesn't come close to matching grants in aid program now in existence).

The property tax is the main source of revenue for state and local taxes. It accounts for about 40% of all taxes. There are pressures for relief from the property tax: homestead exemptions, old age exemptions, free port (personal property storage), agriculture, property tax limits, better assessing procedures, green belt and open space incentives, pollution abatement incentives. Because of its contribution to state and local revenue, Mr. Conlon feels the property tax cannot be abandoned. However, he does suggest some improvements: adopt a realistic policy; improve administration; halt economic discrimination, such as tax based on income, etc. Property taxes could also be limited as an unrestricted tax source. For instance, he recommends substituting other taxes for schools.

In concluding his remarks, Mr. Conlon said:

> Do we have the manpower and physical resources to do everything? We need better public understanding of taxation and expenditures.

The second day, legislators rotated through three sessions, so that, by the end of the day, they had been exposed to panels on all three subjects. This lead one panelist to comment that the teaching workload at UT left something to be desired. Then, on the third day, representatives from each panel presented a summary of their three sessions. The recorder for the taxation section was Mr. James McGrew of the Texas Research League. Other panelists included Mr. Carey Thompson, professor of economics at UT; California Assemblyman William T. Bagley, chairman of their revenue and taxation committee; Dr. T. E. McMillan, Jr., Texas Power and Light economist; Mr. Conlon; and Mr. McGrew.

This panel agreed that possibilities for major new taxes are relatively limited, and that the legislature would have to look to the sales tax, the property tax, or an income tax.

SALES TAX: Adding food to the sales tax would result in a higher proportion of the tax paid by low income families. Low income groups would be better off if the rate were increased rather than adding food to the tax base. Dr. McMillan said that taxing food at the full state plus local rate would be unpalatable to him, but suggested a 1% rate, which would produce $80-90 million biennially. Cash refunds could be provided to families with low incomes through income tax structures.

Other suggestions concerning the sales tax: Production machinery and equipment should be exempted--Conlon. Sales tax should be levied statewide at a uniform rate with remissions to the cities--McMillan. A corporate income tax wouldn't have a major adverse effect on industrial development if there was a personal income tax at the same time--all panelists.

PROPERTY TAX: There was relatively little discussion of property taxes, since no one expects the state to re-enter this field with a major tax levy. Mr. Bagley strongly recommended that the state make an effort to reduce property taxes on certain types of residential dwellings and on business personal property, with local revenue loss made up by the state. Both Mr. Conlon and Dr. Thompson urged the state to look at reform of property tax administration.

Mr. McGrew pointed out that the only way a state tax bill increase could be avoided entirely next year would be to change the Foundation School Program, shifting a part of the load now paid by the state to local school districts. (Note: Shifting the 80:20=State:Local base to 75:25 would avoid levying additional state taxes this year.) However, shifting these taxes would not mean a saving, but would mean that the state had decided to use <u>locally</u> imposed and collected property taxes to balance the state budget.

INCOME TAX: Mr. Bagley said the personal income tax is the only tax which would grow faster than state expenditures. Dr. Thompson expressed a strong personal preference for such a tax and indicated Texas was long overdue in considering it. Dr. McMillan said the tax was "obnoxious" to him, but that it had the merit of high productivity, reasonable stability, good growth potential, and that it might make people more conscious of government costs.

Panelists agreed that the corporation income tax was a possible revenue source, but that it couldn't be compared in productivity to the personal income tax. Mr. McMillan said that revenue from corporate income tax tends to fluctuate widely and rapidly, making it "an unsuitable source from which to finance fixed and growing expenditure programs."

There was quite a bit of discussion about what was a "good" state personal income tax. The panelists agreed that a tax based on a percentage of federal income tax would be a mistake, since it puts the state at the mercy of last minute changes by Congress and would endorse the federal philosophy about personal exemptions, deductions, and graduated rates, which may not be desirable. Mr. Conlon suggested that the tax be based on either federal adjusted gross income or federal taxable income. Then the state could determine its own personal exemptions and deductions as well as rate structure.

Mr. McGrew pointed out that three states use adjusted gross income and then give large personal exemptions ($1,000 a person, for example), but no deductions. They levy a flat rate tax rather than having graduated rates. He said this avoids the two most controversial aspects of the federal tax--preferential deductions and the "difficult to justify theory of graduated tax rates." Also, it is easy for the taxpayer to figure out.

In his summary, Mr. McGrew commented about income taxes: "This fascinating discussion produced polite interest from the audience. Members of the legislature managed to restrain their enthusiasm, however."

ANNUAL REVENUES FROM TAXES: If the sales tax were increased from 3 1/4% to 4%: $145-150 million; if food were added to the sales tax base at 3 1/4%: about $125 million; if a corporation income tax were imposed: $45-50 million for each 1%; if a personal income tax were imposed based on adjusted gross income with $1,000 exemptions and no deductions: about $200 million for each 1%. (Note: Right after the conference, Legislative Budget Board Executive Director Keel said that a "hold-the-line" budget for 72-73 [just one of the two years] would exceed anticipated revenues by $643.5 million. This would not include pay raises for state employees, any new construction, any personnel increases, and would preclude building planned UT campuses already authorized. The 62nd Legislature will face a deficit the minute it convenes, since only $7.1 million in unappropriated revenues will be on hand, and the $58.5 million borrowed to meet welfare crises must be paid back.)

PERSONAL NOTES ABOUT THE CONFERENCE: Many legislators took time to tell us that this was the biggest turnout of legislators to a private function that they had ever seen. Many of the local Leagues have done their homework well--your legislators know what the League is, are on friendly terms with us, and made it a point to tell us they plan to support something we support. Lucy Benson, at the banquet, made by far the best speech of the conference. All we heard (and overheard) was praise for the conference. The League can be proud that they were able to bring this excellent and needed school for legislators to Texas. Your 50th anniversary campaign and the Sears-Roebuck Foundation helped make it possible.

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PRESIDENT'S FILE

LWV of Texas
November 1971
Presidents Mailing
(2 copies)

To: Local League Presidents & State Local Relations Chairmen
From: Mrs. John Hunter

Re: Conference on the Urban Region--America's Challenge

"Can we choose the direction that will guard us from chaos?"

"No city has done an honest job of zoning in the central city."

"The whole is more than the sum of its parts."

"Fragmentation must be overcome."

"Activities such as crime, pollution, transportation do not recognize boundary lines."

"Painless planning won't work."

"Planning without sovereignty is an exercise in talk-talk."

The quotations above came from the principle speakers at the conference on regional planning in Houston, on November 4-5, sponsored by the Houston-Galveston Area Council and the U.S. Department of Housing and Urban Development.

I wish all of you could have attended and heard the many ideas that were expressed on the importance of regional planning. Federal, state, and local officials and representatives from the private sector shared their views and recognition of the necessity for region-wide approaches to solve social, physical, environmental, and financial problems of our urban areas.

On the national level the speakers, in expressing a strong, urgent need for regional planning, spoke of the fragmentation in planning, and the need for land use controls. Municipal control of land planning was established 40 years ago. According to Walter H. Blucher, Planning Consultant, Arlington, Vermont, every agency has a planner and every community has a plan, but there is no organization or "certainty" about the planning. One speaker called it "painless planning." There are many plans, little implementation of those plans. Mr. Blucher stated that copied zoning from a 1916 ordinance is not appropriate today. "We've always done it that way", won't work.

Each spoke of the need for planning in the areas of housing, race relations, environment and transportation. We must have a more sophisticated land use planning; public control over public buildings; zoning ordinances; building codes; agriculture; commercial as well as urban control over environment.

According to Eldridge H. Lovelace, Harland Bartholomew & Associates, St. Louis, two types of government (city & county) is absurd. One unit of local government is enough. The local government system should bring about neighborhood voices in neighborhood affairs. Some COGs are doing a good job, some are not. They are getting people together but not all have accomplished effective or gainful planning.

George W. Romney, Secretary of HUD, called for local initiative on a regional basis, getting away from the present crippling fragmentation of local government. States must be a participant in the regulatory system but on a regional basis. The initial decision to be at the local level. The RPCs must look to the state as umpires in crucial decisions.

He spoke for the proposed revenue sharing plan which would channel tax money back to local and state government. The move is one that will increase the power of the people, he said, and increase the public's power to oversee the public officials who are spending the money. He warned that if local governments don't face up to racial problems then the federal courts will get in to it and "make a mess of it."

According to some of the speakers the lack of sovereignty - taxing power, eminent domain, etc. - is one failure of the present councils.

Samuel C. Jackson, General Assistant Secretary of HUD, warned that we must face up to the tough issues if we want control returned to the people. If we don't, then the courts will become the "whipping boys" and the federal courts are the least equipped for land use, zoning laws, building codes, etc., he said.

Vernon A. McGee, Executive Vice President, Management Services Associates, Austin, and former assistant for program development to Governor Smith, asked, "What will RPCs ultimately become?" All of our knowledge is based on the past. Planning must be based on the future. Special governments in Texas out number counties and cities and Mr. McGee warns that special purpose districts erode the authority of local governments. He stated that the state governments do have a responsibility to local governments and also have a responsibility to the entire country. Federal revenue dealt directly to cities can destroy regional planning. He added that the concept that spending more will produce results is not necessarily so.

Mr. McGee suggested that RPCs should be another layer of authoritative government and should use the holding company concept.

Oscar F. Nelson, Judge, Chambers County, President of Houston-Galveston Area Council, stated that the RPCs offer freedom of choice. With all governments represented the best possible living conditions of urban & rural communities can be provided. Regional planning should not go into detail; should not meddle into local affairs but be an extension of the region. Time and effort must be devoted to prevention of problems. "Only elected officials are truly representative of the people," he said.

Mayor Louie Welch, Houston, said that Houston had escaped some of the difficulties of other large cities because of Texas' annexation laws, enabling the city to plan and grow intelligently. He also stated that Houston has escaped some kinds of deterioration that has been prevelent in other large cities because of annexations, water districts and "lack of partisan city politics." Mayor Welch left the conference immediately after delivering what was obviously a campaign speech.

Dr. Alvin I. Thomas, President, Prairie View A& M, asked "What should be the basis of planning at regional area?" --People--Human beings instead of products. "Can we successfully plan for people with the same concept we plan for industry?"

New laws, finance systems, government systems must be based on people--not products. HUD is becoming people oriented, he said.

Answer to downstream problems, was the theme of Joe G. Moore, Jr., President, Aquarius Inc., former Commissioner Federal Water Pollution Control Administration. He emphasized that we must consider multiple uses of water and the fellow downstream. Most citizens use 2nd, 3rd, and even 4th hand water. A city's treated waste water may be of higher quality than original water. Disposal should not be the only solution. Consider waste water as a source, he said, and seek potential customers. Not all water users need drinking quality. Some of the uses he suggested were air conditioning, irrigation and stockyards. Mr. Moore advocated joint treatment plants; treat water on a utility concept. We should perfect a regional plan for water quality managment but guard against planning becoming a substitute for action. "As you pursue your objective, remember others," he advised.

The speakers representing private enterprise all spoke of the importance of regional planning. We must look at the region as a total. Builders see the world in terms of home buyers; mayors see the world in terms of voters and taxpayers; doctors see the world in terms of sick people, etc. In housing, supply or production is only one problem. Other elements include necessity to know its market; comprehend demand; type, price and geography. We do not place adequate emphasis on maintenance of existing housing and open spaces. They emphasized the need to rationalize the industry and forecast planning. Private industry has neither right or ability to undertake the responsibility. The assumption that government is hostile to industry must be overcome. All agreed that we must look to regional councils to provide the structure for solving regional problems.

A panel of official representatives of county, small and middle size towns agreed that regional planning is needed. J. Lee Dittert, Jr. Judge, Austin County, remarked that we don't accept change easily; that we have an inherent reluctance to change. But most rural counties want to be good neighbors and to insure orderly growth planning must be done. He suggested that counties must be educated to the concept of the regional approach.

M. L. Ross, Mayor of Galveston, said national government is willing to give aid and resources and let local government do the job. If we don't do it ourselves federal government must take over, he said. We must see how the city can fit into the pegboard. He suggested that all communities have their own characteristic and personality and should maintain that personality. The citizenship should be involved. Have a background of interested people so the base leadership doesn't change with elections because communication and continuity are necessary. He suggested that a town get a goal unique to its area; develop continuity; get acquainted with those in other areas interested in the same thing.

Regional Planning Councils in Texas have advanced further in planning and regional concepts than any other state according to John W. Janak, Regional Services Coordiantor, Division of Planning Coordination. This has been brought about because of the initiative of state and local officials. He also said that we must return initiative to local governments to solve local problems.

When I received the program and saw two full days of speeches, I wondered how I could possibly sit that many hours and be attentive to that many speechees.

It wasn't hard. It waa an inspiring and exciting two days and I wish more people could have been there. Why can't everyone see the importance of planning on a regional basis? How can the League help educate the people on Regional Planning Councils and the need for citizen involvement?

The H-GAC has 100% elected representation. What about your area? For those who have 100%, why do they feel it necessary or desirable? In councils where there is citizen representation, why do they think this desirable?

A very interesting part of the conference was the discusions during coffee breaks and lunch. An example of the questioning that came from industry is, "If there is 100% elected representation, then how can industry have a meaningful in-put to regional planning? Who do we see? How do we work?"

Those in community action groups asked mechanism can be used to insure that people in the community will have an in-put since they will be the recipients?

Since the quality of planning will affect all of us, how can we, as citizens, have a meaningful part in planning the future of our city, county and state? Do we accept the premise that "only elected officials are truly representative of the people?" Can the League furnish the thrust that will bring about more citizen representation?

* * * * * *

PRESIDENT'S FILE

LWV of Texas
September 1971

To: Local League Presidents, Program VP & SLR Chairmen
From: Mrs. John Hunter, SLR Chairman

Re: Questionnaire for Regional Planning Councils

At the League of Women Voters 1971 Convention in Dallas the membership expressed a desire for a reevaluation of Regional Planning Councils.

In order to bring members up to date on the status of Regional Planning Councils in Texas we will begin reevaluating RPCs by having one local League in each regional area do a study of their Council. This will be more than a study of the RPC organization. We can find all current data on RPCs in the directory. We will be evaluating each council on the actual operation, function, representation and accomplishments.

The study in your area will be conducted by The LWV of (see list enclosed)

The results of that study will be circulated to all Leagues in each regional area with guidelines for evaluating local responsiveness.

The information from these surveys will be compiled and information circulated as a means of comparing and evaluating each Regional Planning Council.

The deadline will be:

January 5th.....Deadline to return results of those local Leagues selected for 1st questionnaire to state office

February 2nd....Follow-up guidelines to all local Leagues from SLR Chairman

April 1.....Deadline to return follow-up guidelines

Summer for compilation

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LWV of Texas
September 1971

List of LLs to receive questionnaire for Regional Planning Councils.

San Antonio
Brazos County
Austin
Waco
Corpus Christi
Tyler
Victoria
Houston
Edinburg
Wichita Falls
Tarrant County
Sherman Provisional
Lamar County Provisional

Amarillo
Midland
South Jefferson County
Lubbock
El Paso
Abilene

LWV of Texas
September 1971

REVIEW OF REGIONAL PLANNING COUNCILS IN TEXAS

In 1965 the 59th Legislature passed the Regional Planning Act (HB 319) authorizing government units of the state to establish Regional Planning Councils.

State Planning Regions were prepared by the Division of Planning Coordination after two years of study and consultation with officials at all levels of government. The Regions were carefully designed to represent natural, social, and economic groupings of counties which reflect a community of interests. They were structured to encourage maximum local participation in the development and coordination of federal, state and local programs.

Significant amendments were added in 1969 by the 61st Legislature. Included in the amendments were; (1) definition of a "comprehensive development planning process," (2) recognition of regional councils as political subdivisions of the state, (3) permission for a regional council to perform services to member governments by contract, (4) authorization to acquire a real and personal property and to provide for state financial assistance to qualifying organizations, and (5) permission to cooperate on an interstate or international basis, with advance approval of the governor.

"Comprehensive development process" means the process of (1) assessing the needs and resources of an area; (2) formulating goals, objectives, policies and standards to guide its long range physical, economic and human resource development; and (3) preparing plans and programs.

In September 1969, "Goals for Texas" emphasized that the state can exercise its responsibility as a working partner in the federal system only through a partnership with local governments, both metropolitan and rural problems are interrelated and must be examined in a regional context.

The 62nd Legislature, 1971, amended the 1965 act by making Regional Planning Councils political subdivisions of the state; providing that the governing body of each governmental unit within the region submit any application for loans or grants-in-aid to any Federal or State agency for review and comment by the Regional Planning Council if the project has regional implications; providing for employees retirement benefits; and providing that Councils may contract with one or more of its member governments for services. The governing body of each regional organization shall be composed of 2/3 elected officials rather than the 51% previously required. The Council shall have no power to levy any character of tax.

In order to qualify for State Regional Planning Assistance Grants, membership in regional councils in Texas must be open to all general purpose governments (cities and counties) within the organization's planning area. Many Regional Planning Councils have opened their membership to include special districts and school districts.

Since the establishment of the first regional council, North Central Texas Council of Governments, in 1966, twenty-four such voluntary associations of local governments have been formed. The size of these councils range from 1 to 17 counties and from a minimum of 2 member governments to a maximum in one region of 126 governments.

Regional councils are governed by a general assembly which is composed of all member governments in the organization. They meet on an annual, semi-annual or quarterly basis and elect officers, adopt the annual budget and work program, amend Bylaws, and formally approve plans and general policies.

The operations and policies of a regional council are supervised by an executive committee composed of the organization's officers. The executive committee hires an executive director, recommends the budget, reviews and approves operational policies and makes recommendations to the general membership.

Dues structures vary considerably with the individual RPC, but most base their formulas on population. Some groups establish their formula in their Bylaws, many make provision for the collection of dues after the adoption of the budget.

State of Texas funds are provided by the Office of the Governor, Division of Planning Coordination, which administers annual general support grants to qualifying regional councils on a legally prescribed formula. These funds must be matched with an equal amount of local cash and may then be used for any legal purpose of the organization. Other significant State of Texas funding has been provided by the Texas Water Quality Board for preparation of regional sewer plans. Equally important is the recognition of regional councils as funding recipients by state agencies which administer federal programs.

Regional councils have been recognized as the mechanism for coordination of all local planning and development activities which have regional implications. They have been designated as "planning and development clearing-houses", in accordance with requirements under Federal law for review and comment on application for Federal assistance.

Legal responsibilities of regional councils include making studies and plans for the far-reaching development of their areas, elimination of duplication and promotion of economy and efficiency in coordinated area development.

A survey of regional council activities in 1970 indicates that nearly all are involved in the planning areas of land use, water and sewer, recreation, solid waste, housing, and transportation and a criminal justice program. Most have planning and coordination of health, education, community facilities and manpower. Over one-half provide joint services such as in-service training academies for law enforcement, cooperative purchasing, technical assistance, air pollution control, area-wide fire protection, libraries, flood control, drug abuse, rapid transit, services to the aged and to youth, and air transportation.

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LWV of Texas
September 1971

QUESTIONNAIRE FOR REGIONAL PLANNING COUNCILS

NAME _____ DATE ESTABLISHED _____

AREA OF JURISDICTION _____

I. REPRESENTATION

1. Eligible Governments: (Be specific in naming counties, cities, etc.)

   Counties _____ Cities _____ Schools & Other Special Districts _____

2. Board of Directors: Executive Body _____
   (name & title)

   Term of office _____

3. Representatives: What percentage elected officials? How was this formulated? If 100%, why? How are members selected (both elected officials and appointed?) Are special committees formed? What standing committees? What composition? Do they meet and function? Are lay citizens considered for above committees?

   What does the Regional Planning Council see as the role of the average citizen?

   Are all units of government in the area active in RPC? If all are not represented, why not?

II. ADMINISTRATION

1. Executive Director: _____ Qualifications: _____
   (name)

   How is the executive director selected? Is he individually interviewed by members of the Council? What is his term of office? Is employment subject to periodic review? What kind of contract does the director have? To whom is the director responsible? To whom does he report?

2. Staff: _____ Qualifications: _____ Training: _____
   (number)

   School training? political training? on-job training? other? In what specific fields? planning? transportation? education? economy? health? housing? human resources? natural resources? recreation & open spaces? public protection? general government?

3. Finance: (Attach copy of budget if available)

   Annual dues: How prorated?

   Federal grants and loans

   State grants and loans

   Budget

III. ACTIVITIES

Where is the main thrust of work? Where do projects originate? member governments? How are conflicts of interest handled? How are interests of small cities and counties protected? Are small cities and counties obligated to large city programs in which they do not participate? or in which they have no interest? What happens to projects which are not approved? What percent of time approximately spent on comment and review of applications which need the approval of RPC for federally financed projects from member governments?

PROGRAM AREA PROGRESS REPORT

(use as many separate sheets as necessary to answer the following)

1. Planned projects
2. State of progress
3. Completed
4. Accepted
5. Rejectd or abandoned--Why?
6. Contemplated

IV. COOPERATION

What cooperation has been initiated by your RPC other than projects mentioned above? central motor pool for governmental vehicles or other central pool for sharing equipment, etc.? How does this actually work? What other regional agencies are in your area? (such as river authorities, economic development districts, etc.) What steps, if any, are being taken to cooperate with them or to coordinate activities? How much cooperation does the RPC in your area feel it has effected?

V. PUBLIC PARTICIPATION

Does RPC encourage citizen interest or participation in its affairs? How? (give examples) What does the RPC see as the main objection, if any, of communities in your area, or counties in joining (or not joining) it? Are meetings scheduled regularly and publicly announced? Open? Are public meetings held either to receive or dispense information? Does the Executive Council have meetings around the RPC area, in various cities, instead of always in the same location? Would it be a good idea? Are reports issued or minutes available to the public?

Does the press cover the proceedings?

* * * * * *

OCT 1 7 1970

LWV of Texas
October 1970
Presidents Mailing
(2 copies)

To: Local League Presidents &
State-Local Relations Chairmen
From: Mrs. John Anderson, State Chairman
Re: Explanation of LWV support of Constitutional Amendment #7
(Suggested local VOTER article)

CONSTITUTIONAL AMENDMENT #7

Permissive Local Government Consolidation
of offices and functions

LEAGUE POSITION

The LWV of Texas is supporting Amendment #7 on the Nov. 3rd ballot. One of our positions under State-Local Relations is to "promote flexible governmental structure for counties and municipalities together with legislative and financial powers adequate to provide local services."

EXPLANATION

This amendment would:
1) permit the legislature to pass special laws to permit local governments to combine offices and services. If the amendment passes:
a) the legislature would still have to pass the enabling legislation and
b) the citizens would have to vote approving the move in their local communities.
2) allow political subdivisions to contract for performance of governmental functions in any county.

The amendment could affect the areas of police protection, tax assessment, fire protection, garbage disposal, and special districts that regulate water, irrigation, mosquito control, navigation, flood control, drainage and other governmental services.

BACKGROUND

In 1966 a constitutional amendment allowed counties over 1.2 million population to consolidate offices and services; this would affect Harris and Dallas counties. In 1968 El Paso and Tarrant Counties were given this authority in a constitutional amendment which passed.
The Legislature has only approved the consolidation power for Tarrant County, however, and no actual consolidation of services or subdivisions has occurred there.

OPPOSITION

Those who oppose the amendment fear overcentralization or increased centralization of government in a few hands. They also fear it would give less public control if officials contracted away their responsibilities. Others say this is not original in Texas but was proposed by the Advisory Council on Intergovernmental Relations. A Texas Committee for Preservation of Local Government has been formed to fight it.

SUPPORT

Supporters believe the amendment is a step to prevent duplication of services and would improve efficiency and save money. It would also allow better countywide coordination of services.

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TO: Local League Presidents and State-Local Relations Chairmen

FROM: Mrs. John Brient, State-Local Relations State Chairman

LWV of Texas
November 1969

S-LR NEWSLETTER
REGIONAL PLANNING COUNCILS IN TEXAS

REGIONAL PLANNING PROGRESS CONTINUES

Since 1965 when enabling legislation permitted the formation of regional councils, the concept of interlocal cooperation on a regional basis has become firmly established. Currently about 77% of Texas' population is served by regional councils, covering 115 of 254 counties, and including membership of 347 cities, 72 school districts, 41 soil and water conservation districts, and 63 other special purpose districts, public utilities, and citizens organizations. There are presently 21 regional councils in Texas, and only two metropolitan areas, Midland-Odessa and Orange-Jefferson Counties have not organized councils.

When Preston Smith became Governor, Dan Petty succeeded James Ray as Chief Planning Officer in the Division of Planning Coordination. Most of the other members of the Division of Planning Coordination have remained to serve the present administration.

Governor Smith has given his support to regional councils. He believes that "Regional Councils fit the Texas philosophy that the soundest decisions and plans are made by those most directly affected by them. The State of Texas is firmly committed to assisting local elected officials by providing financial and technical assistance to regional councils. In short, the state has invested in voluntary cooperation. We are learning that we can work with our neighbors without a loss of identity--and we are finding answers because we are working together. I join in applauding the regional council movement in Texas."

Note: The term "regional council" used in this newsletter applies to voluntary associations of local governments, composed of a voting majority of elected officials, and organized legally as Regional Planning Commissions. Regional Councils are called by various names in Texas such as "councils of governments", "regional planning commissions", "area councils", and "development councils".

WELCOME TO THREE NEW REGIONAL COUNCILS

The Central Texas Council of Governments was established in December 1968. It includes Bell, Coryell, Hamilton, and Lampasas Counties, and the cities of Belton, Copperas Cove, Gatesville, Hamilton, Harker Heights, Hico, Killeen, Lampasas, Nolanville, Oglesby, Rogers, Temple, and Troy, and seven other special districts.

The Executive Director is Charles A. Cass, Central Texas Council of Governments, Post Office Box 729, Belton, Texas 76513.

Deep East Texas Development Council was established August 7, 1968. It includes Angelina, Hardin, Houston, Jasper, Nacogdoches, Newton, Polk, Sabine, San Augustine, San Jacinto, Shelby, Trinity, and Tyler counties; and the cities of Burke, Chirengo, Corrigan, Crockett, Cushing, Diboll, Garrison, Hemphill, Huntington, Livingston, Lovelady, Nacogdoches, San Augustine, Shepherd, Sour Lake, and Trinity, and seven special districts.

The Executive Director is C. A. Pickett, Deep East Texas Development Council, 205 North Temple Drive, Diboll, Texas 75941.

The Panhandle Regional Planning Commission is the most recent addition to the regional council family, being formed in October 1969. It organized with members from Potter and Randall Counties, and the cities of Amarillo and Canyon.

ADDITIONAL COUNTIES JOIN REGIONAL COUNCILS

Already existing regional councils continue to expand. The following counties have become members this year:

Baylor, Montague--Nortex Regional Planning Commissions
Stonewall--West Texas Council of Governments
Washington--Brazos Valley Development Council
Karnes--Coastal Bend Regional Planning Commission
Coke--Concho Valley Council of Governments
Goliad, Calhoun--Golden Crescent Council of Governments

SAME FACES -- NEW NAMES

The Lubbock Metropolitan COG is now South Plains Association of Governments.

The Sherman-Denison Metropolitan Area RPC is the Texoma Regional Planning Commission.

EXECUTIVE DIRECTORS CHANGE

The following is a list of new Executive Directors of regional councils with their addresses:

Brazos Valley Development Council
Glenn J. Cook
Post Office Box 3067
Bryan, Texas 77801

Texoma RPC
Jerry W. Chapman
Post Office Box 979
Denison, Texas 75020

Golden Crescent COG
John Kirkpatrick
City Hall
Victoria, Texas 77901

West Central Texas COG
Cecil L. Mayes
Post Office Box 3195
Abilene, Texas 79604

Coastal Bend Regional Planning Commission--Vacant.

REGIONAL PLANNING ASSISTANCE GRANTS

Financial assistance is provided annually to regional councils by the state of Texas in general support of their comprehensive planning activities. Provided on a "block-grant" basis, these funds may be used for any legal purpose. They must be matched in a like amount of local cash available to the applicant organization.

State funding for regional councils, 1968-69 biennium

Fiscal year 1968: $250,000
Fiscal year 1969: $250,000

State funding for regional councils, 1970-71 biennium:

Fiscal year 1970: $600,000
Fiscal year 1971: $700,000

OTHER SOURCES OF INCOME

Funds at the state level are also provided by the Texas Water Quality Board. Most local funds come from member dues. Federal sources include the Department of Housing and Urban Development, Department of Health, Education, and Welfare, Farmer's Home Administration, Economic Development Administration, and the Department of Justice. Justice Department funds were allocated to all qualifying regional councils by the Texas Criminal Justice Council.

Over the past biennium local and state government funds combined have totaled approximately $3.5 million to regional councils. The ratio of federal funds to local and state sources over the past two years is roughly 50-50.

TRENDS IN REGIONAL COUNCILS

Membership

All general purpose governments (cities and counties) within the planning area are eligible for membership. Within the past year more regional councils have included members from special purpose districts, such as soil and water conservation districts, school districts, river authorities, water districts, and hospital districts, and sometimes federal agencies and military establishments are used in advisory roles.

Seven regional councils require 100% elected officials. The others include citizens and non elected employees of local governments. The state of Texas requires at least a majority of elected officials on the governing body in order to receive state planning assistance funds.

Governing Bodies

Regional councils are usually governed by a general assembly composed of all member governments which meet annually or semi-annually to choose officers, adopt a budget, amend bylaws, and formally approve plans and general policies. The day-to-day operations and policies are supervised by an executive committee, composed of the organization's officers.

Most executive committees hire an executive director and staff, recommend the budget, review and approve operational policies, and recommendations to the general membership. Due to the flexibility of the enabling legislation, bodies of regional councils vary and are structured to adapt to local needs.

Most regional councils have advisory committees, task forces, and technical groups which draw upon citizens and specialist resources within the region.

ACTIVITIES OF REGIONAL COUNCILS

Half of the regional councils have completed study designs for future activity and are preparing or have published their goals, objectives, or priorities for operation. The others have proposed such a study. Half are involved in various aspects of human resource planning, such as model cities, work with community action agencies, regional in-service training, and federal manpower program coordination. Four regional councils coordinate Resource Conservation and Development Projects sponsored by the U.S. Department of Agriculture.

According to a recent survey made by the Division of Planning Coordination over half of the regional councils expect to become involved in the planning for water quality and water systems, criminal justice, regional transportation, comprehensive health, and housing within the next two years. Others plan to study parks and open space, solid waste disposal, regional services to local governments, regional in-service training for law officers and other public employees, small city 701 planning assistance, economic development, uniform building codes, regional information and computer systems, airport impact planning, manpower planning, cooperative purchasing, environmental health, and bi-national planning.

Most of the regional councils in Texas are less than three years old, but a number of studies have been completed and programs are being implemented. These include: cooperative purchasing, model clean air ordinances, tourism study, regional teletype networks, community shelter plan, joint information systems, joint solid waste land fills, model city health planning component, mass transit recommendations, urban beautification, and a skill training institute.

INTERNATIONAL COOPERATION

Plans are underway for Texas to have the first international regional planning council in the United States. HUD recently granted $60,000 to the El Paso COG, and the Mexican federal government is contributing $30,000 to establish a Bi-National Planning Commission which will enable El Paso and Juarez, a metropolitan area approaching 900,000 population, to coordinate development through joint planning.

A conference will be held in El Paso in the near future to establish the Bi-National Planning Commission. Workshops are planned in transportation, water and sewer facilities, water resources, air pollution, and bylaws for the commission. An urban committee will be formed to try to coordinate projects to improve physical aspects of both cities.

METROPOLITAN AREAS WITH NO REGIONAL COUNCIL

The counties of Ector and Midland serve as the urban center of a seventeen county region, and the cities of Midland and Odessa contain sufficient population to constitute two adjoining Standard Metropolitan Statistical Areas (SMSA). Since the beginning of 1969, a number of meetings have been held throughout the region to discuss the possibility of forming a regional council. However, no organization has been formed.

The elected officials of Ector and Midland counties joined with the cities of Midland and Odessa, to form the Permian Basin Law Enforcement Planning Committee to conduct criminal justice planning for the governments in the region in order to receive an allocation from the Texas Criminal Justice Council. Odessa Junior College conducted the studies of preliminary law enforcement problems and needs, covering the entire state planning region. It is hoped that such committees of elected officials may serve as stepping stones toward forming a regional planning commission as those who oppose the regional concept realize the benefits of cooperating to solve mutual problems.

Jefferson and Orange Counties constitute a Standard Metropolitan Statistical Area (SMSA), and the major portion of the region's population reside in the urban centers of Beaumont, Orange, and Port Arthur.

In July 1967, the city of Orange and Orange County formed the Orange County Council of Governments (later changed to Sabine-Neches Regional Planning Commission). The organization received a $4,000 regional planning assistance grant from the state of Texas. Although no staff was hired, OCCOG conducted at least one planning study. State and federal policies require the entire SMSA to be covered by a single organization before further state grants or federal planning funds may be granted. Recent discussions have been held among elected city and county officials in Jefferson County concerning formation of a regional council which will satisfy legal requirements. At the time of publication, no organization had been formed. On behalf of the elected officials of the major cities and of the two counties, the city of Beaumont accepted a grant from the Texas Criminal Justice Council for conducting criminal justice planning in the region. The preliminary study of law enforcement and criminal justice needs was conducted by Lamar State College.

NATIONAL TRENDS

There were 205 regional councils in 1967. Now there are over 500, with well over 400 staffed. They are no longer confined to the metro areas, and talk is no longer of how to create regional councils for they have become institutionalized.

LOCAL LEAGUE STARS

The Amarillo League is to be commended for its perserverance in supporting a highly controversial issue in that community for many months--the formation of a regional planning commission. Not only were they active in Amarillo, but recognizing that many of the officials in the twenty-five counties eligible for membership did not understand what a regional council is and what it is not, the League sent information to 225 officials throughout the Panhandle area. League observers were on hand when the new Panhandle RPC was formed in October.

On January 28, 1969, the San Marcos League invited their elected officials to a panel discussion on the Austin-Travis County Organization for Regional Planning which was trying to change to the Capitol Area COG and include surrounding counties. The League invited the chairman of ATCORP, the chairman of the Executive Committee of ATCORP, and Terrell Blodgett, former assistant to Governor Connally to participate on the panel. Much to the surprise of those present, the San Marco City Council voted on the spot to become members of the Capitol Area COG.

TEXAS OUT FRONT

Jim Dowden who is on the staff of National Services to Regional Councils told those attending the Governor's Fourth Annual Intergovernmental Relations and Regional Planning Workshop in Austin recently that Texas is way out front. He said that much of this is due to past Governor Connally and Governor Smith, and their excellent staffs. Also, no other state is providing the amount of money that Texas is. Texas' regional councils are a long way along the road.

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TO: Local League Presidents and State-Local Relations Chairmen

FROM: Mrs. John Brient, State-Local Relations State Chairman

LWV of Texas
November 1969

RE: Planning on the State Level in Texas

"We have only begun to plan for the future as we should have planned for the past." Governor Preston Smith

Following his philosophy that the soundest and wisest decisions are made on the local level, Governor Smith advocates local solutions to problems with assistance from state and federal governments. He has pledged state support in helping local governments implement their plans, and in coordinating federal, state, and local programs.

During September the Governor's Office sponsored four workshops related to planning: 1. Housing 2. Model Cities 3. Urban and Community Affairs 4. Intergovernmental Relations and Regional Planning.

The Governor's Office budget doubled this year.

PLANNING AGENCY COUNCIL FOR TEXAS (PACT)

The Office of the Governor has been involved in comprehensive planning since 1965 when the Planning Agency Council for Texas (PACT) was authorized. Staffed from the Governor's Office, this "official coordinating planning agency" for the state reviewed and unified programs involving federal, state, and local funds. In 1967 the Legislature enacted the State Planning bill, designating the Governor as the chief planning officer, establishing a Division of Planning Coordination in the Executive Department, and authorizing appointment of "Interagency Planning Councils to coordinate joint planning efforts in the various functional areas of government." Thus state planning was established on a continuing basis.

At present there are three Interagency Planning Councils in Texas which comprise PACT: the Interagency Health Council, the Interagency Natural Resources Council, and the Criminal Justice Council. A total of twenty-four state agencies participate in one or more of the Interagency Planning Councils. PACT serves as a communications forum among state agency heads and between agencies and the Governor, and enables state agencies to speak as one voice to the Governor and the Legislature. The Councils, composed of state agencies with common interests in broad functional areas, were created to improve coordination of individual agency planning with total state planning. The Councils can pool individual agency planning and programming resources to solve specific assignments. They provide a reasonable means whereby federal block grants to the state are allocated among agency programs according to the highest priority and greatest need.

A list of the agencies in each Interagency Council follows:

INTERAGENCY HEALTH COUNCIL

Office of the Governor
Texas Department of Health
Texas Department of Mental Health and Mental Retardation
Coordinating Board, Texas College and University System
Texas Education Agency
Texas Department of Public Welfare
Texas Employment Commission
The University of Texas

INTERAGENCY NATURAL RESOURCE COUNCIL

Office of the Governor
Texas Air Control Board
Texas Industrial Commission
Texas Railroad Commission
Texas Highway Department
Texas Parks and Wildlife Department
Texas Soil & Water Conservation Board
Texas Water Development Board
Texas Water Quality Board
Texas Water Rights Commission
General Land Office of Texas

INTERAGENCY CRIMINAL JUSTICE COUNCIL

Office of the Governor
Department of Public Safety
Adjutant General, State of Texas
Texas Attorney General's Office
Texas Department of Correction
Texas Youth Council
Commission on Law Enforcement Standards and Education
Texas Department of Mental Health and Mental Retardation
Sam Houston State College
Representatives of local governments

REORGANIZATION OF THE GOVERNOR'S OFFICE

In response to a request made by Governor Connally, Preston Smith, and Paul Eggers in the fall of 1968, the Texas Research League proposed a reorganization of the Governor's Office planning function. Four divisions, all of which report to Vernon McGee, the Governor's Assistant for Program Development, have been established. They are:

The DIVISION OF PLANNING COORDINATION which is responsible for support to the interagency planning councils, ongoing analysis of the Texas economy, the coordination of state agency and regional planning activities, advising the Governor on the implications of various decisions and identifying potential situations that might need an early response. With the aid of regional councils, an office of Comprehensive Health Planning is developing a comprehensive state health plan. Texas has received Action Funds to make improvement in all areas of the Criminal Justice System, including police, courts, corrections, and rehabilitation. Texas is one of ten states selected to help develop a national prototype criminal justice communication and information system. The Director of the Division of Planning Coordination is Dan Petty.

The DIVISION OF OPERATIONS ANALYSIS creates and presents the Executive Budget. This division prepares data, cost-benefits, statistics, and program analysis and the evaluation necessary to consider various alternatives to the allocation of the state's fiscal resource. James Oliver is the Director of the Division of Operations Analysis.

The DIVISION OF STATE-LOCAL RELATIONS provides information, technical assistance, and administration for the Highway Safety Program, Texas Office of Economic Opportunity, non metropolitan planning assistance and Manpower programs. A Model Cities Coordinator, a housing Coordinator, and Community Development Specialists also work in the division. Fritz Lanham is Director of the Division of State-Local Relations.

DIVISION OF STATE-FEDERAL RELATIONS is the state's official representative in Washington. It keeps the Governor and the Legislature informed concerning federal legislation and policy affecting Texas, including provision of information concerning the existence of federal programs, assessment of the effect of federal programs on state and local services, and coordination of state and federal activities of a duplicative nature. They also give information to federal agencies and Congress on the policies of, and conditions in, Texas.

"Our man in Washington" is: R. G. Pendleton, 1140 Connecticut Avenue, N.W.
Suite 609, Washington, D. C. 20036

OFFICIAL STATE PLANNING REGIONS

One of Governor Connally's last official acts was to proclaim twenty-one State Planning Regions. State agencies are required to use these multi-county Regions as a framework for the coordination of functional planning activities to avoid the confusion and overlap which existed when various agencies used different boundaries. The Regions were drawn so that two or more entire regions could be combined as "building blocks" when fewer than twenty-one regions are needed.

ECONOMIC BASE STUDY

Dr. Herb Grubb, a professor from Texas Tech on loan to the Governor's Office, is Director of an economic base study for the state, called the Input-Output Project. It has advanced through the planning stages and entered the data collection phase. The system displays sources of input and nature of the market, approaching the regional and statewide standpoint. Nine regional projects, which are combinations of state planning regions, have been formed. Under the direction of nine universities, they have been organized as data collection and economic analysis centers. This is a three-year project scheduled for completion in 1971.

URBAN STUDIES PROGRAM

In 1967, the Legislature established the Institute of Urban Affaris at the University of Houston and the Institute of Urban Studies of the University of Texas System at the University of Texas Arlington for the purpose of identifying urban problems, doing research, and seeking solutions. Although they are located in the two largest metropolitan areas, the two institutes do not confine their work to those areas exclusively.

"GOALS FOR TEXAS, PHASE I"

Upon the request of Governor Smith twenty-four state agencies set long-range goals, six-year intermediate objectives, and two-year proposed accomplishments for their departments. This preliminary report is called, "Goals for Texas, Phase I". It is intended to provide a vehicle for continual review, analysis, and updating of state goals, and will be followed by "Phase II" which will broaden, refine, and implement the process initiated by "Goals for Texas, Phase I".

The major areas of planning covered in "Phase I" are:

EDUCATION

Higher Education
Public School Education

HEALTH

Physical Health
Mental Health
Environmental Health
Health Education
Health Research & Development Services

HOUSING

Satisfactory Homes

HUMAN RESOURCES

Rehabilitation
Employment Services
Welfare Services

NATURAL RESOURCES

Fish and Wildlife
Water and Land
Agriculture
Minerals and Air
Education

THE ECONOMY

Industrial Development
Tourist Development
Product Promotion
Policy and Program Development
Administrative Services
Intergovernmental Relations

RECREATION AND OPEN SPACE

Leisure Time Activities
Preservation

PUBLIC PROTECTION

Law Enforcement
Travel Safety
Civil Disorders & Disasters
Environmental Safety
The Consumer

TRANSPORTATION

Transportation Development
Transportation Management

* * * * * *

NORTH CENTRAL TEXAS COUNCIL OF GOVERNMENTS

North Central Texas Council of Governments

THE REGION

The ten-county North Central Texas Region encompasses an area of 8,000 square miles and a population in excess of 2 million persons. In the region there are more than 300 independent governmental units and more than 2,000 elected officials. The two major cities in the region, Dallas and Fort Worth contain more than one-half of the region's population, but in addition to these two large cities there are twenty-seven other cities whose populations exceed 10,000. North Central Texas is one of the fastest growing metropolitan areas in the nation with a projected population of 6 million by the year 2000.

WHAT IS NCT COG?

The North Central Texas Council of Governments is a voluntary association of local governments established in January 1966. Its purpose is to resolve common area-wide problems through cooperation and coordinated action. Through COG — a partnership organization — individual local governments may combine their resources and talents to meet the challenges of governing a dynamic society, while retaining home rule.

WHO PARTICIPATES IN COG?

Membership in the North Central Texas Council of Governments is open to all cities, counties, school and special purpose districts in the ten-county North Central Texas Region. At present all ten counties, eighty-two cities, sixteen school districts, and two special purpose districts have joined the Council.

In addition to governmental representatives, sixteen Citizen Representatives from throughout the Region serve on the Council, and many individuals have participated in COG's various Study, Technical Advisory, and Coordinating Committees.

WHAT HAS COG ACCOMPLISHED?

To help local governments in the region provide more efficient and economical public services, COG provides joint services and is developing a continuing comprehensive regional planning process to help local governments make sound decisions about current and future public needs. COG's award winning Regional Police Academy and Training Institute conducts basic and advanced courses in police science and other subjects.

As the region's designated review agency, COG reviews applications from local governments for Federal assistance under a variety of programs related to the physical development of the region. In performing this function, the Council has helped local governments in the region become eligible for more than $60 million in Federal assistance since January 1967.

It also has drafted a **Model Clean Air Ordinance** and has proposed actions to maintain air quality, improve law enforcement and standardize development codes and licensing practices.

WHAT IS COG DOING NOW?

Major current programs include water quality planning for the Upper Trinity River Basin, analysis of environmental corridors, preparation of a program design for law enforcement planning, and initiation of the Regional Airport Environs Study. Advance preparation for the 1970 Census is underway and strategies are being developed for involving COG in comprehensive health planning and regional transportation planning.

In addition to these activities the Council sponsors, co-sponsors and participates in many conferences, seminars, and meetings of public interest and regional significance.

HOW ARE COG'S PROGRAMS IMPLEMENTED?

The Council is not a government. It has no powers of taxation or enforcement. Consequently its programs are implemented by local governments which do possess such powers. They can act individually, through cooperative agreements, or by having COG perform certain functions for them.

HOW IS COG'S WORK CONDUCTED?

The programs of the Council of Governments are performed through the use of its own staff, committees, and professional consultants.

The Council presently has seventeen full-time staff positions authorized, including ten professional and seven secretarial and clerical members. The Executive Director, appointed by the COG Executive Board, is responsible for general administration and overall supervision of the staff.

To supplement staff work, the Council contracts with appropriate public and private agencies and firms to carry out specific projects. COG also makes use of available talent in the region on its numerous committees. Several hundred elected and appointed local officials; representatives of business, industry and education; and lay citizens have participated in COG committees.

HOW IS COG FINANCED?

Each year the General Assembly adopts an annual budget and sets membership dues for participating governments. Local dues contributions are based on current population, and these funds are supplemented by Federal and State grants for specific studies.

HOW IS COG GOVERNED?

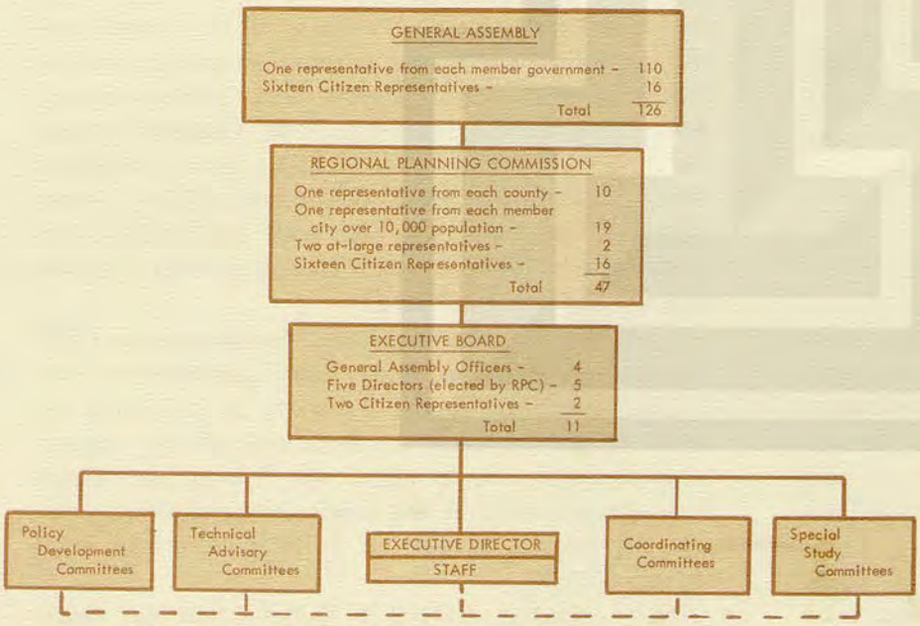
The **General Assembly** is the Council's governing body. It is composed of elected officials, one representing each member government, and the sixteen citizen representatives. The General Assembly meets three times each year and is responsible for adopting the Council's annual budget, amending the Council's Bylaws, and annualy electing a President, Vice-President, and Secretary-Treasurer.

The **Regional Planning Commission**, the planning arm of COG, is composed of one representative from each county, one from each city with a population in excess of 10,000, and sixteen citizen representatives, The RPC meets three times each year elects five Directors, and is concerned with all aspects of regional planning and development.

The **Executive Board** is the policy developing body of the Council. It is responsible for general policies and programs, preparing business for General Assembly and RPC Meetings, and preparing the annual work program and budget. The Board is composed of the President, Vice President, Secretary-Treasurer, and the Immediate Past President of the General Assembly, the five RPC Directors and two citizen representatives.

ORGANIZATION CHART

NORTH CENTRAL TEXAS COUNCIL OF GOVERNMENTS



For further information about NCT COG write to William J. Pitstick, Executive Director, North Central Texas Council of Governments, P.O. Box 888, Arlington, Texas 76010.

STATE PROGRAM -- ITEM IV

STATE-LOCAL RELATIONS: Support of:

A. More flexibility and adequate powers at the local level;
B. Comprehensive regional planning in metropolitan areas;
C. Comprehensive state planning;
D. Formation of councils of government.

The past year's emphasis was on studying the development of Councils of Governments/Regional Planning Commissions. Keeping up with COGs is imperative because it is the fastest growing area of state government. At the present time the 20 COGs/RPCs in Texas encompass three-fourths of the state's population. All except seven local Leagues are in cities included in a COG/RPC.

During the past year local Leagues have received the following resource materials to aid in the study of COGs/RPCs:

Names and addresses of executive directors
Discussion questions with guide for a unit meeting
Status of COGs/RPCs in Texas
Report on the Governor's Third Annual Workshop on Regional Planning and Development

The second year's emphasis will be on state planning. There seems to be a new responsiveness to state planning all over the United States. Many federal funds are funneled only through State Planning Departments, which is partly responsible for the movement in this direction. In 1960 six states had planning staffs. Now all 50 states have comprehensive planning departments, most of them in the executive department. However, some are divorced from decision making and find their plans ignored. The Planning Department in Texas is an arm of the Executive. Under the past governor it was a strong, aggressive department.

How can we promote continued progress in state planning?

Support positions Included Under State-Local Relations Item:

A. The League of Women Voters of Texas is opposed to continuing to meet the needs for local government services by the formation of single purpose special districts. Therefore, it will support measures to provide
   (1) Cities and/or counties with adequate and realistic powers to perform services without overlapping costs and taxation, and
   (2) for the accountability and regulation of single purpose special districts.
B. The League of Women Voters of Texas believes that local government in Texas should be made more responsive to changing conditions. Therefore the League will support measures to provide for:
   A flexible governmental structure for counties and municipalities together with legislative and financial powers adequate to provide local services.
C. The League of Women Voters of Texas supports comprehensive metropolitan regional and state planning in Texas.
   (1) Part of support position under the TCR item:
   Support of a Single Article in the Texas Constitution encompassing provisions for units of local government (cities, towns, villages, counties, and special districts), expressed in broad and permissive principles.
D. The League of Women Voters of Texas supports Councils of Governments in Texas.
   (1) The state government should authorize regional councils of governments.
   (2) The state government should give regional councils financial and technical assistance.
   (3) Coordination between the state government and the regional councils should be encouraged.
   (4) Formation of councils of governments.

T File

TO: Local League Presidents and State-Local Relations Chairmen

FROM: Mrs. John Brient, State-Local Relations Chairman

LWV of Texas
May 1969

RE: Establishment and Use of Twenty-one State Planning Regions

The boundaries of existing multi-county regions or districts used by state agencies, federal agencies, and locally-formed regional organizations in Texas often overlap and conflict. This has led to confusion among public officials and citizens, as well as to the dilution of effective coordination and participation in public programs.

To help remedy this situation and to improve communication and coordination among and between the planning and related efforts of state, federal, and local governments, on December 16, 1968 Governor Connally issued a set of official and uniform State Planning Regions. These twenty-one, multi-county Regions are intended to be used as a regional framework for the coordination of functional planning activities of state agencies and to guide state and federal agencies in developing regions for the delivery of regional organizations.

The State Planning Regions were prepared by the Division of Planning Coordination after two years of study and consultation with officials at all levels of government. The Regions have been carefully designed to represent natural, social, and economic groupings of counties which reflect a community of interests. They have been structured to encourage maximum local participation in the development and coordination of federal, state, regional, and local programs. It is intended that the Regions serve as the master regions for planning within state government. The over-all objective is to better coordinate state plans and programs with one another and with programs in the federal, regional, and private sectors.

Governor Connally requested the head of each principal department, agency, and instrumentality of state government to:

1. Recognize the boundaries of the State Planning Regions as delineated on the attached map.
2. Take immediate steps to plan programs to conform to the established regional boundaries and evaluate current programs as to their consistency with the regional boundaries. Since a single region cannot be delineated that will be appropriate for all types of planning and provision of services, the Regions were drawn so that two or more entire regions could be combined as "building blocks" when fewer than twenty-one regions are needed.
3. Review field services and operations to determine the extent to which they can be carried out on the regional basis.
4. Review data collection and dissemination activities to determine the kinds of statistical data and information that can be collected and reported on the regional basis.

A number of federal programs require or actively encourage the delineation and utilization of areawide regions or districts, and the establishment of boards, committees, commissions or councils composed of public officials and private citizens for the purpose of planning, developing, and implementing programs on an areawide basis. Overlapping and often conflicting areawide boundaries led the President to issue a memorandum on September 2, 1966, addressed to those federal departments and agencies which may assist comprehensive or functional

(OVER)

planning covering multi-jurisdictional areas or which may require the use of multi-jurisdictional areas as a condition for initial or continued financial assistance at the state and local governmental levels. Included in this memorandum were the statements:

> Boundaries for planning and development districts assisted by the Federal Government should be the same and should be consistent with established State planning districts and regions. Exceptions should be made only where there is clear justification.

United States Bureau of the Budget Circular A-80, "Coordination of development planning for programs based on multi-jurisdictional areas," was issued as a follow-up to the President's memorandum. The Circular recognized the primary role of the Governor in the development and designation of regions within the state.

The growing number and complexity of federal planning assistance programs to states and to regions and districts within states and the increasing impact of these programs requires that the state assure itself that they are fully co-ordinated at the state level and at the regional level within the state. Therefore, in accordance with the President's memorandum, Bureau of the Budget Circular A-80, and a working agreement now in effect among the state and several federal agencies, Governor Connally directed that:

1. Before any new district or region assisted or to be assisted by the federal government or the State of Texas may be formed in the state, and before any existing districts may be altered, the proposed district or district change shall be reviewed by the Governor. Approval shall be granted only if the district or region is in conformance with the State Planning Regions, except where in the judgment of the Governor there is clear justification for failure to conform to these Regions.
2. All applications for federal or state planning assistance to sub-state regions or districts shall be submitted to the Governor for his review and comment.

NOTE: The material for this report was taken from the Official Memorandum issued by Governor John Connally on December 16, 1968.

* * * * * *

PUBLIC AFFAIRS
Comment

VOL. XIV, NO. 4 INSTITUTE OF PUBLIC AFFAIRS, THE UNIVERSITY OF TEXAS AT AUSTIN JULY, 1968

Councils of Governments in Texas: Changing Federal-Local Relations

Philip W. Barnes*

METROPOLITAN COUNCILS OF GOVERNments (COG's) are multi-jurisdictional organizations of local governments created in an effort to provide forums for the consideration of common urban and regional problems. Each member government is represented by one or more elected officials; collectively these officials form the governing body of the organization. COG's have two basic functions: (1) to undertake regional planning activities and (2) to provide such other services as member governments may desire. Since 1966, 17 of these organizations have been created in Texas; and if current trends continue, COG's will be increasingly important in the governing of metropolitan Texas.[1] This article reviews the development of Texas COG's and discusses their present and potential role in the context of the federal system.[2]

NEW DIMENSIONS OF FEDERALISM

The concept of federalism is pervasive in American government. It involves the division of responsibilities among federal, state, and local governments. While the origins of American federalism are found in the United States Constitution, the document itself does not clearly define the relative powers of the national and state governments. Nevertheless, judicial interpretation gives the concept a basic flexibility; and, in practice, responsibilities for most domestic governmental activities are shared between the national government and the states and their political subdivisions.[3] This idea of federalism has worked rather well: those functions that demand national attention, such as the regulation of airways and the development of rivers and waterways, are the concern of the national government; police and fire protection, care for the mentally retarded, and education are typical functions performed by state and local governments.

Grants-In-Aid. Although most governmental services are performed by state and local governments, the federal government has concurrent responsibilities for them. As an alternative to direct participation in the exercise of these responsibilities, federal grant-in-aid programs were developed. For over 100 years, the federal government has assisted state and local governments in carrying out specific programs.[4] In recent years, the number of grant programs and the total amount of money expended has increased rapidly. The Office of Economic Opportunity has catalogued 459 different federal programs administered by 34 different departments and agencies which provide assistance to state and local governments and to individuals.[5] In 1966, local governments in Texas received $50.9 million in revenue from the federal government, or about three per cent of their combined total general revenue for that year.[6] In addition, some federal grant programs administered by different federal departments or agencies are designed for the same or similar purposes. For example, at least four federal departments have grant programs for the construction of sewerage or waste treatment facilities.[7] As a consequence of this growth, it has become increasingly difficult to coordinate federal grant programs in order to achieve the most effective allocation of federal dollars. This is particularly true in metropolitan areas.

Metropolitan Areas. Metropolitan areas are the centers of the nation's population and are characterized by the fragmentation of local government within them. In almost every metropolitan area there are many general and special purpose governments; there is no one government with the jurisdiction or authority to govern the entire metropolitan community. As a consequence, urban growth has been uncoordinated, and governmental response to urban growth has been uncoordinated. Until recently, the "conventional wisdom in the metropolitan field stresse[d] the necessity for the

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* Research Associate, Institute of Public Affairs, The University of Texas at Austin.

[1] Multi-jurisdictional regional planning organizations in Texas are known as councils of governments, development councils, organizations for regional planning, and regional planning commissions. They are similar in structure and operation and are hereinafter referred to as councils of governments.

[2] This article is adapted from a study which is to be published by the Institute of Public Affairs.

[3] This concept of federalism is derived from William Riker, *Federalism: Origin, Operation, Significance* (Boston: Little, Brown and Company, 1964).

[4] The Morrill Act of 1857 established the first grant-in-aid program by providing land for the establishment of agricultural colleges.

[5] U.S. Office of Economic Opportunity, *Catalog of Federal Assistance Programs*, Washington, D.C., 1967.

[6] U.S. Bureau of the Census, *Governmental Finances in 1965–66*, Series GF-No. 13, Washington, D.C., 1967, p. 33.

[7] Department of Interior, Department of Health, Education and Welfare, Department of Housing and Urban Development, and the Department of Agriculture.

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total reorganization of the governments of these areas."[8] While many reorganization attempts have been made, few have been successful. Governmental reorganization has proved to be politically infeasible.

The fragmentation of local government within metropolitan areas is mirrored in federal grant administration. Until recently each local government was permitted to apply for any federal grant program for which it was eligible without regard to the problems of neighboring communities or the problems of the metropolitan area as a whole. By the early 1960's, the federal government became aware that some problems of urban America could not be attacked effectively by relatively autonomous local governments acting independently and that existing federal grant-in-aid programs actually reinforced the governmental fragmentation which is characteristic of every large urban complex. Since the total reorganization of local governments in metropolitan areas was out of the question, Congress began in 1962 to require cooperative regional planning by local governments in metropolitan areas for projects partially supported by federal money.[9]

Federal Planning Requirements. Councils of governments in Texas emerged principally to perform the planning requirements imposed by federal legislation. Two federal laws were of particular importance. First, the Housing and Urban Development Act of 1965 authorizes grants to be made to "organizations of public officials . . . representative of the political jurisdictions within a metropolitan area . . . for the purpose of assisting such organizations . . . to develop regional plans and programs . . . ."[10] As they developed in Texas, councils of governments are eligible for such assistance. The Act also requires that regional planning be undertaken for water and sewer facilities, open space, and land use. Thus the Housing and Urban Development Act of 1965 provided reasons for the organization of cooperative planning agencies and financial support to get them underway.

The formation of COG's was encouraged also by the Demonstration Cities and Metropolitan Development Act of 1966. Section 204 of this Act requires that all local government applications for federal grants for the planning or construction of hospitals, airports, libraries, water supply and distribution facilities, sewerage facilities, waste treatment works, highways, and transportation facilities be submitted for review and comment to any "areawide agency which is designated to perform metropolitan or regional planning for the area in which the assistance is to be used. . . ."[11] The planning agency must comment on the consistency or inconsistency of the proposed project with existing or proposed regional plans.

Although the review and comment function is advisory, it adds to the prestige of the regional planning agency, "for it is generally believed that a favorable review at the regional level is more likely to produce a more sympathetic and speedy response at higher levels."[12] The regional planning agency may take into account any violation of its regional plans in reviewing federal grant applications submitted by member governments, thus encouraging each member government to implement and enforce regional plans as those plans apply within its jurisdiction. Lastly, the review and comment function provides an expression of regional interests at the federal level.

The Texas Pattern

There are 17 metropolitan councils of governments in Texas, including within their boundaries 20 of the state's 23 metropolitan areas. Although organizational structures vary somewhat, they are basically similar. Each COG is governed by a council composed of representatives of member governments and, in some cases, private citizens. A board of directors or an executive committee governs each organization between meetings of the council. Table I lists each of the COG's in Texas and identifies the metropolitan areas they serve.

As previously noted, these regional organizations were created principally in response to federal planning requirements. Nevertheless, the state's role has been significant. The Division of Planning Coordination has offered considerable leadership and technical expertise to officials in local areas interested in forming COG's. Indeed, the establishment of several Texas organizations can be credited directly to the guidance of the Division; the agency has a close, continuing, and cooperative relationship with every regional planning organization in the state.[13]

Functions. Texas COG's perform two basic functions for member governments: regional planning and the provision of community services. Regional planning activities are geared to federal requirements. Consequently, most Texas COG's are involved in transportation, land use, open space, and water and sewerage facilities planning. Each of these areas concerns the physical development of the metropolitan area. Several of the older COG's have undertaken additional planning activities encouraged by the Partnership for Health Act of 1966.[14] This legislation provides funds for comprehensive area-wide health planning. It represents a significant variation in federal planning assistance in that area-wide health planning is not required but optional. More importantly,

[8] Alan K. Campbell and Seymour Sacks, *Metropolitan America: Fiscal Patterns and Governmental Systems* (New York: The Free Press, 1967), p. 179. Although the authors note the prevailing opinion, they found no strong relationship between "measures of governmental fragmentation and differences in levels of fiscal activity."

[9] The Federal Aid to Highways Act of 1962 required a "continuing comprehensive transportation planning process carried on cooperatively by States and local governments" in urban areas of 50,000 or more population. 23 *U.S.C.* 134, Pub. L. 87–866 (1962).

[10] 40 *U.S.C.* 461, Pub. L. 89–117 (1965).

[11] 42 *U.S.C.* 3301, Pub. L. 89–754 (1966).

[12] Stanley T. Gabis, "Public Planning and Changing Patterns of Authority," *Business and Government Review*, IX (March–April, 1968), 70.

[13] For a more complete discussion of the state government's role in the changing patterns of intergovernmental relations, see James F. Ray, "Coordination of Regional Planning and Development Organizations: The Challenge and the Texas Response," *Public Affairs Comment*, XIII (November, 1967), 1–4.

[14] This Act is embodied in the Comprehensive Health Planning and Public Health Amendments of 1966. 42 *U.S.C.* 246, Pub. L. 89–749 (1966).

TABLE I

METROPOLITAN COUNCILS OF GOVERNMENTS IN TEXAS*

Name[1]	Metropolitan Area and (Number of Inclusive Counties)
Alamo Area Council of Governments	San Antonio (4)
Austin-Travis County Organization for Regional Planning	Austin (1)
Ark-Tex Council of Governments	Texarkana (2)[2]
Coastal Bend Regional Planning Commission	Corpus Christi (12)
Concho Valley Council of Governments	San Angelo (2)
El Paso Council of Governments	El Paso (1)
Heart of Texas Council of Governments	Waco (1)
Houston-Galveston Area Council	Houston-Galveston (8)
Lower Rio Grande Valley Development Council	McAllen (3)
Lubbock Metropolitan Council of Governments	Lubbock (1)
North Central Texas Council of Governments	Dallas-Fort Worth (10)
Nortex Regional Planning Commission	Wichita Falls (5)
Orange County Council of Governments	Orange (1)[3]
Sherman-Denison Metropolitan Area Regional Planning Commission	Sherman-Denison (1)
Smith County-Tyler Area Council of Governments	Tyler (1)
South Texas Council of Governments	Laredo (4)
West Central Texas Council of Governments	Abilene (16)

* Source: Division of Planning Coordination, Office of the Governor of the State of Texas.

[1] Two other councils of governments serve non-metropolitan areas: the Golden Crescent Council of Governments (Victoria) and the Brazos Valley Development Council (Bryan-College Station).

[2] Includes Texarkana, Arkansas.

[3] Jefferson County, which is a part of the Beaumont-Port Arthur-Orange SMSA, is not included.

health planning must of necessity include more than planning for physical health facilities. Health plans must be based on an array of social and economic considerations ancillary to health. As a result, in these cases the artificial distinction between physical and social planning does not exist.

Most Texas COG's perform Section 204 review and comment functions. The 11 most active COG's have reviewed approximately 210 grant applications.[15] The review and comment function, however, has been generally perfunctory to present. It can be little else until regional planning efforts are more completely developed.

The community services which COG's perform range from the provision of simple information services to the operation of a regional police academy. Many of the well-staffed COG's perform special studies for member governments. These have involved proposals for the adoption of uniform codes and ordinances, an evaluation of deed restriction ordinances as a means of land use control, urban ambulance service, and cooperative property appraisal, among others.

Intergovernmental Politics. Stanley Gabis has noted that "a heavy price was exacted to bring these regional planning groups into being," the price of voluntariness.[16] Membership in Texas councils of governments is voluntary, and any member government can join, withdraw, or rejoin at will. There are no legal requirements to force member governments to implement regional plans developed by these agencies. Moreover, since member governments retain all of their respective powers under Texas law, they do not relinquish any control over their fiscal operations by reason of participation in a COG. COG's are dependent financially on member government contributions and federal and state grants-in-aid. As a result, the councils are legally little more than loose confederations.

Nevertheless, COG's do have certain strengths. Their initial strength is based on the need of member governments to obtain federal financial assistance. The most obvious technique available to a COG with which to encourage member governments to comply with its plans is the Section 204 review and comment function discussed above. Other enforcement measures depend more heavily on prevailing political factors inherent in individual metropolitan areas.

A COG provides a focus for regional identity and has the opportunity to generate a sense of common purpose. The absence of regional identity in most metropolitan areas was one of the problems which faced the proponents of governmental reorganization. Except in isolated cases, the proponents were not able to develop a sense of regional purpose necessary to create new governments by referenda. The political problem for COG's is to maintain an atmosphere in which this sense of identity can thrive. In Texas this is being accomplished apparently in two ways: (1) effective communications with various regional publics and (2) the formation of new political alignments.

Governmental officials in metropolitan areas represent one of the publics the organizations must reach. In this regard, the COG itself is a communications device. Through the participation of governmental officials and influential regional citizens, COG's assist in the identification of area-wide interests and the dissemination of information about these interests. Private citizens are included in the COG's operations through the use of advisory committees and are often on the governing bodies of the organizations. The general public, too, must be kept abreast of the COG's activities. Most officials of Texas COG's are keenly aware of the importance of broadly based public support and make conscious efforts through the use of mass media to build a general awareness of the COG and of common regional interests.

The second way COG's seek to promote and maintain a sense of regional identity is through the formation of new political alignments. In most areas of the state, leadership in the creation of COG's came from central cities and counties. The cities of Dallas and Fort Worth were the driving forces behind the development of the North Central Texas Council of Governments (NCTCOG). Although NCTCOG programs would be less effective if there were fringe area or suburban defections, the organization would probably survive. This is doubtful, however, if either of the central cities were to withdraw. It follows that the primary concern of NCTCOG leadership is to balance the interests of the two central cities while not alien-

[15] As of January 1, 1968. At that time the 11 most active COG's included those serving San Antonio, Texarkana, Corpus Christi, El Paso, Houston-Galveston, Waco, McAllen, Dallas-Fort Worth, Wichita Falls, Laredo, and Abilene.

[16] Gabis, *op. cit.*, p. 70.

ating suburban communities. The need for balancing interests is implicit in the operation of most Texas COG's.

The balancing of interests is formalized in the programs COG's undertake. The executive director and his staff through the judicious selection of programs can be instrumental in promoting this balance. More importantly, however, the COG itself provides a framework within which new political alignments among member governments can be formed. Elected representatives of member governments should be able to redirect the traditional political resources at their disposal and to combine these resources into new limited-purpose political alignments for the maintenance of regional interests. The ability of representatives to do this varies widely from region to region and is determined by many factors, not the least of which is past experiences in intergovernmental politics.

At this point in time, the interests which COG's are attempting to balance are primarily those of member governments; the politics are those of intergovernmental relations. COG's in Texas perform basically as staff organizations for member governments; they undertake such regional planning functions as may be necessary and provide such other services as member governments may desire. If and when COG's broaden their spheres of activity, the problems attendant in balancing competing interests will broaden also. The operational flexibility of councils of governments should permit COG leadership to guide the growth of the organizations as urban needs and political judgment dictate.

Conclusions

As a form of government for the nation, federalism provides the general framework within which all governmental decisions are made. Although responsibilities for domestic government are shared among levels of government in the United States, political preferences reinforced by legislation and tradition have allocated functions among the national and state governments. For these reasons, federal grant programs were developed. But as reflections of the federal system, grant programs have been more than politically expedient; they have been an effective and efficient way of carrying out government services.[17]

Grant-in-aid programs have been successful largely because they were devices of decentralization and were available when the federal government's business rapidly expanded. Decentralization provides greater access to information, maximizes human rationality, and permits greater participation by local officials in the choice of goals. In a highly complex and diverse society, decentralization is indispensable to effective government.

By requiring regional planning activities of local governments in metropolitan areas and tying these requirements to federal grant programs, Congress has recognized the need to decentralize as well as to coordinate some of the governmental decisions involved in the administration of federal grant programs. In this way, the development of councils of governments may represent another step in the evolution of federal grant administration. The step is demanded because of the increasing complexity of governmental problems. The job of governing urban America is too great to be directed exclusively from Washington, D.C. and too costly to be undertaken by local governments alone. The net effect of recent federal legislation and local efforts is to encourage local officials in metropolitan areas to view urban problems from a metropolitan perspective, to assay their own resources, to determine generally the type of communities in which they wish to live, and to decide how federal money can best be used within the context of existing federal grant programs to promote the development of these communities.

Thus, there appears to be a fundamental shift in the locus of governmental decision-making. If no local government has the adequate jurisdiction to cope with regional problems and if prevailing political traditions prevent any other government or new governmental entity from assuming such jurisdiction, existing governments must cooperate in order that metropolitan problems may be solved. While responsibilities have been shared, decision-making for the metropolitan complex has been fragmented. Councils of governments represent attempts to institutionalize intergovernmental cooperation and to coordinate governmental decisions. At no other time have local governments in metropolitan areas had such a promising opportunity to influence their collective destinies in an effective and efficient manner.

[17] Albert A. Rosenthal, "The Current Scene: Approaches and Reproaches," *Public Administration Review*, XXVIII (January–February, 1968), 3–9.

JULY, 1968

PUBLIC AFFAIRS Comment

THE UNIVERSITY OF TEXAS AT AUSTIN

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League of Women Voters of Dallas
2626 W. Mockingbird
Dallas, Texas 75235

File

TO: Local League Presidents, Program Vice-Presidents and State-Local Relations Chairmen

FROM: Mrs. John Brient, State-Local Relations Chairman

RE: Action on COGs

As a result of our new consensus positions (announced at the 1968 State Convention) local Leagues may now support the formation of Councils of Government (COGs) in their local area. However, they may not act on a project, or projects, resulting from formation of a COG unless a local study is made and local consensus is reached.

Before taking action the local League must inform all other local Leagues, if there are any, in the area affected by the COG.

The state office is to be notified when a local League wishes to support formation of a COG.

If you have any questions about cooperating with other Leagues in your regional area, or about any other part of working on the item, please write to me, [redacted] with a copy to state office and Program Vice-President.

* * * * * * * *

GOVERNING METROPOLITAN TEXAS: STRUCTURE AND PLANNING
Presentation by Mrs. James Lancaster
Eleventh Biennial State Convention

Presidents Mailing
LWV of Texas
March 1968

According to the 1960 census, 102 of the 254 Texas counties had less than 10,000 people. In the 39 counties that are called by census definition "metropolitan" -- live 70% of the people of Texas and this percentage will increase. According to population experts, in 50 years Texas' population will almost triple -- from the present 10 1/2 million to 30 million -- and this growth will take place mostly in the metropolitan areas. This will involve all League cities. So, if you can visualize that the area where you live might triple in the next 50 years, you can realize that it is not too early to plan for this growth and to wonder if the League of Women Voters of Texas has a role to play.

Do the metropolitan areas of Texas have the governmental structures needed to meet the challenge? The League is uniquely qualified among citizen's organizations to look at governmental structures. The League had the foresight in 1962 to begin a study of intergovernmental relations between local communities and the state. Again in 1964 League members had the background to realize that metropolitan regional and state planning needed consideration. At Presidents' Council last year the delegates showed an interest in knowing more about the new Councils of Governments.

We have some significant positions to make a contribution to Texas' future in the structure and planning aspects of local metropolitan governments. (Besides those positions listed in Convention Workbook I pp 39-40 we now have a consensus encouraging Councils of Governments in Texas.) (You received a copy this morning. I hope you will react to this new consensus during Program discussion.) But these positions from our six years' studies cannot be treated as something to file away. They are becoming more significant all the time. We may not need new positions, but there's a lot to keep up with to maintain our present positions.

With our new consensus, and after considering your second round program suggestions, it is recommended that the first year of the next biennium be a further study of the Councils of Governments in your area, with continued interest in the regional planning efforts. Guidelines and reports about what's going on around Texas could be issued by the state chairman to local chairmen periodically. The state Board could produce a tool on the nature of and benefits from comprehensive planning and cooperation of local governments, for distribution to opinion makers in your area. When the Legislature meets in 1969 we will then be in a better position to support legislation authorizing COGs with state technical and financial assistance, together with our other support of legislation giving more flexibility to local governments.

We have become a metropolitan state.

In summary, there are some real opportunities ahead for us to make a pitch for more flexibility at the local level, to encourage and educate the community on this and on regional comprehensive planning and councils of governments. We may need no new consensus, but too much is happening -- not only to keep up with new developments, but to have a voice in them, as they relate to the League's positions.

* * * * * * * *

LEAGUE OF WOMEN VOTERS OF TEXAS
1841 BINGLE ROAD
HOUSTON, TEXAS 77055

Standing Order
April 1968

CONSENSUS STATEMENT

THE LEAGUE OF WOMEN VOTERS OF TEXAS SUPPORTS COUNCILS OF GOVERNMENTS IN TEXAS

SUPPORT POSITIONS

A. The State Government should authorize regional Councils of Governments.

B. The State Government should give regional councils financial and technical assistance.

C. Coordination between the State Government and the regional councils should be encouraged.

D. Councils of Government.

LWV of Texas
April 21, 1967

TIME FOR ACTION

TO: Local League Presidents, Program Vice Presidents, Legislative Chairmen and State-Local Relations Chairmen

FROM: Mrs. William E. Joor, President and Mrs. Francis B. May, Legislative Chairman

RE: TIME FOR ACTION on---

HB 460 - SB 229. County Land Use Protection Act.
HB 461 - SB 230. Interlocal Cooperation Incentive Plan.
HB 462 - SB 228. Local Government Assistance Agency.
HB 463 - SB 227. Metropolitan Planning and Cooperation Act.

Committee hearings were held during the week of April 10 on the four bills listed above. They are four of the six legislative proposals based on the Texas Research League's metropolitan study. The remaining two proposals which provide for county option plans and urban counties are for all practical purposes dead. This was the price exacted from the Governor by local officials for their support of the remaining four proposals, according to reliable reports.

An impressive parade of county and city officials, many of whom are officers of COGs or Regional Planning Commissions, appeared in favor of the four bills before the three committees to which they had been referred -- the House State Affairs Committee (HB 461, 462, 463); the House Counties Committee (HB 460); and the Senate Counties, Cities and Towns Committee (SB 227,228, 229, 230). The League of Women Voters testified in favor of the bills before all the committees. Opposition was expressed in whole or in part to all bills other than HB 460 by officials from Dallas, Jefferson and Harris Counties, the Highland Park City Council and the legal counsel for the Greater Dallas League of Municipalities.

Many interesting arguments were offered during the hearings. Some are especially useful for our purposes and include the following:

(1) On COGs. The COG bill does not create a "metro" government. It does not provide for any new layer of government. Councils of Governments are voluntary associations of local governments and have no powers of their own. The proposed bill would remove any doubt about the legality of existing COGs; would insure that smaller municipalities are offered membership and given a minimum representation; would provide for state aid; would provide for the coordination of plans at different levels of government.

(2) Three of the four bills are permissive and take no authority away from local governments. The fourth bill, creating the LGAA and the Municipal Incorporation Review Board, involves a degree of compulsion. The LWV does not, however, have a stand on this feature of the bill except to require the accountability of special districts.

(3) State aid, although not desired by the wealthier counties, is desired by the poorer counties, who prefer to go to Austin for assistance than to Washington.

The managers of the bills, Senator Kennard in the Senate and Representative Wright in the House, expect the bills to get out of committee without difficulty provided they are amended. Since the bills will probably be out of committee before this Time for Action is implemented, the committee membership will not be listed. If things do not work as planned, a special call for help will go to Leagues with legislators on the committees.

Some apprehension about the fate of the bills on the floor of the House and Senate

(OVER)

has been expressed. Representative Wright would be pleased to have the local Leagues in the Dallas area urge their legislators to support the bills. Opposition is heavier in the Dallas area than elsewhere.

Please urge your legislators to support these bills. To assist you we are enclosing an information sheet and testimony given before the House committees by the League of Women Voters.

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TO: Local League Presidents, Program Vice Presidents, Legislative Chairmen and State-Local Relations Chairmen

FROM: Mrs. William E. Joor, President, and Mrs. James G. Lancaster, State-Local Relations Chairman

RE: Information Sheet on Texas Research League Legislative Proposals

LWV of Texas
April 21, 1967

The League of Women Voters of Texas chose at their 1962 State Convention to study STATE-LOCAL RELATIONS. This two-year basic study on cities, counties and special districts and how they relate to each other and to the state, was followed by a study of counties in depth and a study on Regional Planning (1964-66), out of which we arrived at our present positions.

In Ap ril 1965 Governor Connally requested the Texas Research League (a privately financed research league which undertakes studies only upon official request) to "undertake a study of the service structures of the local governmental units comprising the metropolitan areas of Texas, and of the laws under which they are established and administered." The study's objective would be to "determine what appropriate steps should be taken, at both local and state levels, to modernize and improve the administration, planning and financing" of essential public services.

The study was projected for a three-year period, the first phase dealing with the role of State Government, which is the subject of these interim proposals.

These four bills and two resolutions, with the exception of SB 228-HB 462, would set up machinery at the state level to permit local governments to take certain steps. SB 228-HB462 would set up a Local Government Assistance Agency and a Municipal Incorporation Review Board at the state level.

The LWV of Texas supports this package of bills, in principle, and some specifics in the individual bills.

SB 228
HB 462 LOCAL GOVERNMENT ASSISTANCE AGENCY; MUNICIPAL INCORPORATION REVIEW BOARD

We have no position on the Review Board nor specific ways that a Local Government Agency should be set up. We do believe that some organization at the state level is needed to provide for more coordination of state services to local communities. This Agency would administer financial assistance to local communities as proposed in two other bills below, would require financial statements from local units of government, including special districts and would provide an instrument for continuous study of state-local relations.

SB 227
HB 463 METROPOLITAN PLANNING AND COOPERATION ACT

Our position supporting Regional Planning is used to support this bill. Councils of Governments (COGs) are voluntary associations of governments, have no taxing power and must be composed of 51% of elected officials. This bill provides for state financial assistance to encourage their growth. Their principal powers and duties would be metropolitan planning and the power to implement plans through intergovernmental cooperation and through individual but parallel action of the participating local governments.

(OVER)

SB 230
HB 461 INTERLOCAL COOPERATION INCENTIVE PLAN

This bill not only provides the authority for interlocal cooperation but provides incentives through grants for feasibility studies and grants for helping to implement the plans. The LWV is interested in local governments having adequate powers to perform services without overlapping costs and taxation.

SB 229
HB 460 COUNTY LAND USE PROTECTION ACT Strong Liberal

This bill would give counties the power to establish building codes, require filing of subdivision plats and the issuing of building permits by the county, if the county so chose. This does not set up a zoning ordinance, which deals with land use. Agricultural structures are excepted. This would give local governments more flexibility in solving their problems and adequate powers needed to provide local services.

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The following joint resolutions (constitutional amendments) require 2/3 vote in each house, presented to voters as a constitutional amendment at a general election, and, if passed, enabling legislation must be passed by a subsequent Legislature.

SJR 18
HJR 33 THE URBAN COUNTY AMENDMENT

This resolution would permit those counties defined as urban to undertake certain county-wide services that are area-wide in nature and permit the county to tax for this service without present limitations. This is permissive and allows the flexibility desired by the LWV for local governments to appraise their own needs. This could apply to health, welfare, hospitals, parks, libraries, airports, transit, refuse disposal, flood control. It would also permit them to contract with constituent cities and neighboring counties to provide these services.

SJR 17
HJR 32 OPTIONAL PLANS OF COUNTY GOVERNMENT ORGANIZATION

This proposed amendment would permit the Legislature to prescribe various optional plans of county government in urban counties. Several plans are suggested that could be devised by the Legislature. This would provide for local residents to choose which plan they desired for their county.

REFER TO:

STATEMENTS, Committee Hearings of 60th Legislature in support of TRL legislation. League of Women Voters, April 1967

WORKBOOKS I and II, Presidents' Council, League of Women Voters of Texas, April, 1967.

Blueprint for Planning, League of Women Voters of Texas, September, 1965

Newsletter, March 1967, Texas Research League, "Metropolitan Study Bills Introduced."

Metropolitan Texas, A Workable Approach to Its Problems. The Texas Research League, 403 East Fifteenth Street, Austin, Texas 78701. $1.00

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TO: Local League Presidents and State-Local Relations Chairmen

LWV of Texas
September 1967

FROM: Mrs. James G. Lancaster, State-Local Relations Chairman

RE: Governor's Second Annual REGIONAL PLANNING AND DEVELOPMENT WORKSHOP, Austin, Texas, September 18-19, 1967

I represented the LWV of Texas at this two-day meeting and want to pass on to you some of the information exchanged. Invited to the meeting were representatives from the regional organizations around the state: planning commissions; councils of governments; economic development districts; and resource conservation and development districts, but the emphasis was definitely on COG's.

The most interesting part to me was the brief reports from each organization, and some information on each is below. Governor Connally spoke at the luncheon on Monday, stressed the importance of COG's and told the amounts available to each metropolitan area out of the $250,000 authorized for his office. ($ amount by each COG below are the amounts he specified.) 70% of the $250,000 is for metropolitan areas and 30% for rural areas. The two obvious strings attached are that they must be matched locally and the recipient must be a regional organization. The Federal government will then supply twice the amount raised by the local-state combination. E.g., A COG provides $5,000, the state matches with $5,000; the Federal government can then provide up to $20,000, making a total of $30,000.

Heads of several state agencies attended the conference and participated on panels. State plans for water, health, transportation, and recreation were mentioned. Ideas of how COG's and state agencies could cooperate were exchanged, including how they might review each other's plans. Many problems will arise as these efforts move into action. A number of federal officers attended as observers and came through with information when requested.

SOME NEWS AROUND THE STATE

LWV City (LWV city nearby)	Regional Organization	(State $ available)
Amarillo	Amarillo COG (forming) Represented at conference by one interested citizen (a lady, but didn't get her name), 2 city commissioners, and 1 county commissioner. Expressed interest in just observing and learning.	($6,000)
--	ARK-TEX COG Unique COG in Texas in that it crosses state lines. First activity is an area water supply project.	($5,500)
Austin (San Marcos)	AUSTIN-TRAVIS County Organization for Regional Planning This body is recommending the formation of a ten-county council, which will include Hays County (San Marcos). A health plan for Travis County has been turned down recently for federal aid because there was no area plan for health needs.	($7,000)
Corpus	COASTAL BEND RPC 12 counties and 10 cities included. 15 committees are established. Light House for the Blind facilities and a survey of technical schools are two new projects underway. 4 people on the staff and plan for 2 more by the end of the year.	($9,000)

LWV City (LWV city nearby)	Regional Organization	(State $ available)
San Angelo	CONCHO VALLEY COG 4 months old - Tom Green County, San Angelo and 2 school districts	($5,500)
El Paso	EL PASO COG Have one professional and a secretary as staff. A mental health and retardation committee and a cooperative manpower planning system committee are two main studies underway. The two big projects in process are planning for the 1970 census and a civil defense shelter program.	($8,000)
--	GRAYSON COUNTY RPC (forming) - Sherman	($5,500)
Waco	HEART OF TEXAS COG "Hot Cog" Hot Cog has completed the first community shelter plan in the nation. A metropolitan sanitary sewer system study is underway. Program design for 5 years is being prepared.	($6,500)
Bay Area Baytown Dickinson Freeport Galveston Houston Lake Jackson LaMarque Pasadena Texas City	HOUSTON-GALVESTON AREA COUNCIL Mass transit study of the 8 counties is the big project but there are several other projects underway. At present they are without a Director. Their initial organizational efforts have been plagued with disagreements on membership and representation, which would seem normal for this complex area.	($21,000)
Brownsville Edinburg Harlingen	LOWER RIO GRANDE VALLEY DEVELOPMENT COUNCIL First COG in Texas to establish co-terminous boundaries with HUD programs. Combined COG and Economic Development District. They try to project themselves as a catalyst for economic development and coordinator of federal projects. 3 counties: Hidalgo; Willacy; Cameron.	($8,500)
Lubbock	LUBBOCK METROPOLITAN COG Formed June 7, 1967 and composed completely of general purpose units of government - Lubbock County, city of Lubbock and 5 smaller towns. They have not incoporated as see both advantages and disadvantages in doing so. Have agreed to sponsor a community shelter plan.	($6,500)
Midland Odessa	MIDLAND-ODESSA COG (Forming) Have just started forming this COG and no comments were made.	($6,500)
Dallas Denton Ft. Worth Irving Richardson (Corsicana)	NORTH CENTRAL TEXAS COG Has 110 members from units of government in 10 counties. Staff has 5 professionals. The newest project is the establishment of a police academy. The law enforcement training will begin in 3 or 4 weeks. They have a very active air pollution study committee and another committee studying the standarizing of building, plumbing, electric, and licensing codes.	($22,000)

LWV City (LWV city nearby)	Regional Organization	(State $ available)
Wichita Falls	NORTH TEXAS RPC (NORTEX) Has recently added Clay County to the original two. 9 other counties are being invited to join. Water and sewer studies is the big project and they are working on a 12 county school information facilities survey and an area health plan. They have their own data bank, which Wichita Falls provides. Other COGs expressed much interest in this data bank.	($6,500)
Beaumont So. Jefferson County	ORANGE COUNTY COUNCIL OF GOVERNMENTS Part of the Orange County-Jefferson County SMSA. Only Orange County and the city of Orange have approved membership and several other cities in Orange county are considering. They think Jefferson County will participate as the movement grows.	($8,000)
--	SOUTH TEXAS COG, Laredo The Director is the same for COG and the Economic Development District. The COG has already combined with the Resource Conservation and Development Committee.	($6,000)
Abilene	WEST CENTRAL TEXAS COG Covers 15 counties and has employed a professional director. The design study and programming study are underway.	($7,500)
Tyler Longview	TYLER is a SMSA, but at this time there appears to be no effort in Smith County and Gregg County to form a regional organization. $5,500 has been set aside by the Governor.	
Victoria	Although Victoria County does not qualify as a metropolitan area $4,648 has been set aside for them for regional development.	
Brazos Area	BRAZOS VALLEY ECONOMIC DEVELOPMENT DISTRICT 6 counties as members (Burleson did not join). Organized November 1966 and opened an office May 1, 1967. The first project was water improvements in Navasota. By 1970 this area should be a SMSA and eligible to form a COG and work with HUD programs for metropolitan areas.	($6,000)

Other ECONOMIC DEVELOPMENT DISTRICTS in the state might combine with respective COG's in the same areas. Other EDD's are: Central Texas, Waco; Coastal Bend, Corpus; Deep East Texas, Diboll; Lower Rio Grande Valley(has merged with COG); Northeast Texas, Texarkana; and Southwest Texas Regional, Laredo.

One of the most interesting talks was by Bill Pitstick, former Lubbock City Manager and now Executive Director of the North Central Texas COG. Some of his points are listed below:

Tangible Products for Local Governments of COG

a. Provides basic information for local planning efforts
b. Serves as a regional clearing house for information
c. Prepares model codes and ordinances
d. Conducts regional training programs
e. Publishes reports on functional problems
f. Assists member governments in contact with other government officials
g. Assists in the negotiation of cooperative agreements
h. Mediates disputes among member governments
i. Assists in qualifying for Federal Aids
j. Assures orderly development of region outside and adjacent to a particular local government
k. Provides for a voice-in -- and an ear to regional affairs

Potential Intangible Achievements or Objectives of COG

a. The ability to break away from fragmented approach to regional problems
b. The establishment of swift, simple, and direct communication between the region's elected officials
c. The establishment of mutual assistance on specific governmental needs through informal contact
d. The establishment of a clearinghouse for the exchange of information and the cross-fertilization of ideas
e. The establishment of the concept of solving major governmental problems by voluntary local action
f. The establishment of a mechanism for presenting regional views as a whole to State and Federal Agencies

* * * * * * * * * *

Rose Lancaster

Council Workbook, Part II, 1967

STATE-LOCAL RELATIONS
(See Workbook I, pp. 15-16)

As of January 1, 1967 twelve councils of governments and/or regional planning commissions have been organized in Texas (representing fifteen SMSAs - Standard Metropolitan Statistical Areas). Five other regional organizations are in the process of formation. There is no known active move to organize a COG/RPC in the Tyler area, which represents the remaining of the twenty-two SMSAs in Texas.

		LWV city in area	(LWV city nearby)
* 1.	Amarillo Council of Governments	Amarillo	
* 2.	Lubbock Metropolitan COGs	Lubbock	
* 3.	Midland-Odessa COGs	Midland, Odessa	
4.	El Paso COGs	El Paso	
5.	West Central Texas COGs	Abilene	
6.	North Texas Regional Planning Commission	Wichita Falls	
7.	North Central Texas COGs	Dallas, Denton, Fort Worth, Irving, Richardson	(Corsicana)
8.	Ark-Tex COGs (Texarkana, Texas and Arkansas)	-----	
9.	Greater Waco RPC	Waco	
10.	Austin-Travis County Organization for Regional Planning	Austin	(San Marcos)
11.	San Antonio-Bexar County Organization for Regional Planning	San Antonio	
12.	Houston-Galveston Area Council	Bay Area, Baytown, Dickinson, Freeport, Galveston, Houston, Lake Jackson, La Marque, Pasadena, Texas City	
*13.	Sabine-Neches COGs	Beaumont, So. Jefferson Co.	
14.	Coastal Bend COGs	Corpus Christi	(Victoria)
15.	South Texas COGs, Laredo	-----	
16.	Lower Rio Grande Valley COGs	Brownsville, Edinburg, Harlingen	
*17.	San Angelo COGs	San Angelo	
			(Longview)
			(Tyler)

32 of 38 local leagues in Council area -

* Forming - name unofficial

This will indicate how close local Leagues are already to this new development in government, and how in five metropolitan areas, and especially in the Houston and Dallas areas, that inter-League action must be considered in looking at regional problems.

The legislation we are supporting in S-LR is reviewed, in general, in Workbook I and, in specifics, in the Legislative Roundup of Workbook II.

Delegates to Presidents' Council are requested again to give some thought and direction for State-Local Relations in the League. How should our state item proceed so as to coordinate and aid local Leagues in metropolitan areas in regional planning and providing flexible structure and adequate powers for local governments.....consistent with state responsibility for effective government?

STATE PROGRAM - CURRENT AGENDA ITEM III
State-Local Relations

(A) Support of metropolitan regional and comprehensive state planning in Texas
(B) Support of flexible structure and adequate powers for local governments in Texas consistent with state responsibility for effective government

Support Positions Included Under S-LR Item:

A. The League of Women Voters of Texas is opposed to continuing to meet the needs for local government services by the formation of single purpose special districts. Therefore, it will support measures to provide

(1) Cities and/or counties with adequate and realistic powers to perform services without overlapping costs and taxation, and

(2) for the accountability and regulation of single purpose special districts.

B. The League of Women Voters of Texas believes that local government in Texas should be made more responsive to changing conditions. Therefore the League will support measures to provide for:

A flexible governmental structure for counties and municipalities together with legislative and financial powers adequate to provide local services.

C. The League of Women Voters of Texas supports metropolitan regional and comprehensive state planning in Texas.

Part of State-Local support position under the TCR item:

Support of a Single Article in the Texas Constitution encompassing provisions for units of local government (cities, towns, villages, counties and special districts), expressed in broad and permissive principles.

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With these support positions the Texas League has been keeping up with a number of developments taking place, both at the state level and in the 22 metropolitan areas. (See the Flipchart of State Program 1966-68 and the TEXAS VOTER, November, 1966, page 3).

Much time has been spent in the past few months analyzing proposals of the Texas Research League, the county study by the Texas Legislative Council, and the recommendations of the Texas Municipal League.

The State Board has agreed that the LWV of Texas may act on the recommendations of the Texas Research League that give (a) permissive power to metropolitan areas for more flexibility to solve their problems and (b) more coordination at the state level.

Thus we are in a position to support legislation

(1) giving urban counties
- a) the right to choose optional forms of government,
- b) to have subdivision ordinances, building codes and land use plans outside incorporated municipalities,
- c) to form an Urban County:

(2) permitting local units of government the power to contract with each other;

(3) permitting metropolitan regions to form Councils of Government.

AT THE STATE LEVEL

We will support the formation of a State Local Government Agency; more accountability and regulation of single purpose Special Districts; comprehensive state

planning; and a Single Article in the Texas Constitution pertaining to local government expressed in broad and permissive principles.

Local Leagues may be called on to act on state legislation through TIMES FOR ACTION and to work for understanding and support in their communities.

We will neither support nor oppose the recommended permissive city sales tax.

AT THE LOCAL LEVEL

Present trends would indicate that more and more local governmental problems are going to be approached on a regional basis and in cooperation with the state and federal governments. We should begin right now considering League action with this in mind. The state Board is developing guidelines so that local Leagues will be able to act on regional problems, in cooperation with other Leagues in the area and in cooperation with the state League, and at the same time insure that those members involved in that area are informed members. Guidelines will have to stay flexible as future needs are yet unknown.

At present the state Board approves the following:

> "In order for a local League to support a particular plan in its area for a Regional Council, Council of Governments, optional forms of county government, or inter-local cooperation of local governments, this plan must be studied locally, in cooperation with other Leagues involved. (Consult State Board Chairman and Local League Handbook, page 22, section 3, for implementation).
>
> "The state Board must be informed of the consensus of a local League or Leagues in these areas and must approve any proposed action."

These guidelines are not meant to pertain to subjects which are stricly local in nature, but if there is some question as to future inter-League or state-local League relations on some study, we want to try to work it out from the beginning before it becomes a problem.

The TRL proposals and the Texas LWV positions are designed to be flexible so as to make the possibilities of all metropolitan areas' needs inclusive. The formation of a COG in one area may be entirely for a different purpose and of a different makeup than in another. The Texas League cannot be for the formation of a particular COG or regional planning commission in any particular place for any particular reason without the League or Leagues in that area having studied how this body can best be organized and function.

The state Board will continue keeping tab on the different metropolitan areas and the functioning of the state as it plays its role, and will issue reports from time to time, especially as additional studies and legislation are suggested.

Local League attendance at the TRL briefings around the state in the fall and the reports to the State Chairman and to members through local Voters have been indispensable in keeping the League in the forefront as these new and exciting developments take place.

As a state League we could study further in such areas as councils of governments, interlocal cooperation, optional forms of county governments, or state-local financing, if local Leagues think this would be necessary foundation for local study and action. The Presidents' Council delegates should give suggestions for what tools, if any, will be needed during 1967-68.

League of Women Voters of Dallas
January Unit Meetings
Every member material

January, 1966

STATE LOCAL RELATIONS

Study of the problems involved in coordinated planning for development, financing, and administration of governmental services in Texas

The State-Local Relations item for this League year is certainly one that concerns all Dallas League members. Each day in our newspapers, on radio, and on television, one learns of the multitude of problems concerned with regional planning. Some of these problems are concerned with transportation, air pollution, regional airports, highways, park and recreational facilities, and water and sewage systems.

In recent months the civic leaders of Dallas County have shown an increasing awareness of the problems involved in regional planning and are taking measures to solve them. On September 28-29, 1965, at Southern Methodist University, a University-Community Consultation on Metropolitan Dallas-1985 was held. Experts in the fields of industrial planning, the central business district, hospitals and health facilities, transportation, parks and recreation, education, water and sewage systems, social and welfare services all gave informative talks. The final speech "Dallas 1985-What It Takes" was given by Dennis O'Harrow, Executive Director, American Society of Planning Officials. Mr. O'Harrow points out that there is a possibility that Dallas could become a "world" city as he considers London, Paris, Athens, Istanbul, New York, San Francisco, Chicago, and several others. He says that "world" cities have some common characteristics. They are centers of wealth and finance, usually centers of education and learning. They are centers of political power although not necessarily primary centers of government. There is always a large group of cosmopolitans, persons who think and act far beyond the borders of their own city. There is also an indefinite trait which Mr. O'Harrow defines as tolerance. In order to become a "world" city, a city must be growing; it must have a clear and recognizable center; it must have money; and it must have people measured not in numbers but in effectiveness and unity--a group of civic leaders with a unity of purpose among them.

The day after this seminar, there was a meeting of the Greater Dallas Regional Planning and Study Committee which was appointed by Judge Lew Sterrett. The meeting's purpose was to study ways to implement H.B. 319 which authorizes local governments to form regional planning commissions. The Committee agreed that federal participation would be welcomed in financing of the proposed Regional Planning Commission. Each governmental agency within the county should be invited to have a representative on the Regional Planning Commission. The Commission would be a clearing house for the detailed planning and would be staffed by full-time employees.

During the month of November, City Councilman W.H. (Bill) Roberts, chairman of a committee of the Greater Dallas County League of Municipalities, met with Mr. Victor Fischer of the Office of Urban Development in Washington and brought him up to date on Dallas' planning in an effort to meet the requirements of the federal government for assistance with its planning commission. On November 24th a meeting was held to formalize a Dallas-Fort Worth Regional Planning Commission. In attendance were area county judges and ma ors, the planning committees of the Greater Dallas and Fort Worth League of Municipalities, and county and city representatives from Collin County. It was decided at this meeting to involve representatives from the ten counties which were considered a part of the Dallas-Fort Worth Metropolitan area.

The formation of this Commission has been advocated by Dr. John M. Claunch, professor of government at S.M.U. and Dean of Dallas College. He has revealed plans for an Institute of Urban Affairs at S.M.U. which would deal solely with metropolitan problems. Dr. Claunch feels that the S.M.U. Institute would be an ideal co-ordinating facility.

Judge Lew Sterrett has pointed out that there are many examples of regional planning which are already underway. In traffic control, fire protection, and the welfare program, the County now has control where as in the past various city, county and state authorities have overlapped in their authority. The creation of the regional airport is one big step in the area of regional planning.

On a private level, the Greater Dallas Planning Council whose president is Mr. Avery Mays and whose executive director is Mr. William L. Moore are actively engaged in regional planning. This council which has been in existence since 1946 was formed "to study, foster, encourage, and safeguard a comprehensive Master Plan of public improvements for the metropolitan area of Greater Dallas, to confer with and render assistance to and make recommendations for the public officials having to do with carrying out any part of such a Master Plan, and to make recommendations and act upon any other matter which may be deemed to affect the welfare of the metropolitan area of Greater Dallas." Several months ago during the presidency of Mr. James H. Bond, the Council conducted a study among several hundred civic leaders. One of the recommendations that arose from this study was that a Regional Planning Commission should be established with the present framework of the Council.

Thus, from seeing the work being done by both private and public groups, it is hoped that the Dallas Metropolitan Area can become a "world" city instead of what Mr. O'Harrow calls Los Angeles, "a neurosis, a sprawling, frenetic, psychic disturbance."

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Judge Lew Sterrett has pointed out that there are many examples of regional planning which are already underway. In traffic control, fire protection, and the welfare program, the County now has control where as in the past various city, county and state authorities have overlapped in their authority. The creation of the regional airport is one big step in the area of regional planning.

On a private level, the Greater Dallas Planning Council whose president is Mr. Avery Mays and whose executive director is Mr. William L. Moore are actively engaged in regional planning. This council which has been in existence since 1946 was formed "to study, foster, encourage, and safeguard a comprehensive Master Plan of public improvements for the metropolitan area of Greater Dallas, to confer with and render assistance to and make recommendations for the public officials having to do with carrying out any part of such a Master Plan, and to make recommendations and act upon any other matter which may be deemed to affect the welfare of the metropolitan area of Greater Dallas." Several months ago during the presidency of Mr. James H. Bond, the Council conducted a study among several hundred civic leaders. One of the recommendations that arose from this study was that a Regional Planning Commission should be established with the present framework of the Council.

Thus, from seeing the work being done by both private and public groups, it is hoped that the Dallas Metropolitan Area can become a "world" city instead of what Mr. O'Harrow calls Los Angeles, "a neurosis, a sprawling, frenetic, psychic disturbance."

PRESIDENT'S FILE

GUIDELINES FOR LEAGUE ACTION UNDER THE STATE-LOCAL RELATIONS POSITIONS

Approved by the State Board on June 3, 1970

AT THE STATE LEVEL: The state League will support the constitutional amendment on the November 1970 ballot (HJR22) which authorizes counties to consolidate offices and functions. The League will watch for proposed legislation for the 1971 Legislature and issue, when appropriate, a TIME FOR ACTION to all local Leagues. Reports on developments in regional and state planning will be issued as they become available.

If a local League wishes to take other action at the state level, it shall ask permission of the state Board. See the 1969 Local League Handbook, pages 34-35, for further reference.

AT THE LOCAL LEVEL: Types of action which can now be forseen since regional planning councils (RPCs) have come into existence include (1) support of a particular regional planning council or improvements that would make support possible, and (2) support of a regional project of a RPC.

The state Board must be notified by use of S-LR Action Form when action is anticipated by a local League(s).

If member interest is principally in a regional plan, the Leagues within the area of concern should work together regionally. A united regional League position is more effective than a local League one.

If the contemplated action would affect more than one community in which there is a League, cooperation or at least consent from a majority of the other Leagues is required. It is not necessary for every League in the area to join in the action. Preferably, all the Leagues affected would work together under an ad hoc committee or through an established Inter-League Organization providing all of the member Leagues are involved.

A local study can be undertaken without adopting a local program item, merely as an extension of the S-LR item. However, if local League interest is concentrated on a limited part of a regional plan (Example: a county plan for parks and recreation, which is part of a master regional plan), the other Leagues in the regional area must be informed. Their conclusions and actions on the total plan in regard to their area should be considered. Members of the local League should be knowledgeable about the total regional plan before working on any part of it. The local League could then work through its own representatives to the RPC to further its League goals, but not through the entire council.

An informed membership is a prerequisite for League action at any level. Regional projects should be considered only after an evaluation of the local RPC. A formal support position is not necessary, but there should be membership agreement that the existing RPC or COG is the best vehicle for studying and solving area wide problems (An abbreviated Know Your COGs can be found in The Urban Challenge).

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Standing Order
LWV of Texas
June 1970

STATE-LOCAL RELATIONS

Support of more flexibility and adequate powers at the local level, comprehensive regional and state planning, and the formation of regional planning councils.

HISTORY AND SUPPORT POSITIONS: The Texas League adopted this program item in 1962 as an outgrowth of the study of the Texas Constitution. Local Leagues found many governmental problems which did not conform to an established political jurisdiction. They also found that local governmental entities, such as the county, had inadequate power or resources to act on area-wide problems. As a result of four years of study in this field, the following support positions are included under the State-Local Relations item:

The League of Women Voters of Texas will support measures to provide

A. Cities and/or counties with adequate and realistic powers to perform services without overlapping costs and taxation, in preference to single purpose special districts, and

   for the accountability and regulation of single purpose special districts.

B. A flexible governmental structure for counties and municipalities together with legislative and financial powers adequate to provide local services.

C. Comprehensive metropolitan regional and state planning in Texas.

Support positions in 1968 included: (1) The state government should give regional councils financial and technical assistance and (2) coordination between the state government and the regional councils should be encouraged.

The formation of a regional planning council (which term includes councils of governments, regional planning commissions, or economic development councils) in one area may be entirely for a different purpose and of a different makeup than in another. The Texas League cannot support or oppose the formation of a particular regional planning council without the League or Leagues in the area having studied how this body can best be organized and function.

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LWV of Texas

STATE-LOCAL RELATIONS ACTION FORM

Name of League _____

Name of Regional Planning Council _____

(COG, EDD, RPCommission, other

1. Does the anticipated action involve a regional planning commission? regional plan? other aspect of item? Describe:

2. What kind of action do you foresee? Is this a result of local League study or member interest?

3. What was reaction of other Leagues to the suggested study or action?