

From
Florence

League of Women Voters of Texas

612 NORTH 18TH STREET • WACO, TEXAS

MINUTES

POST-COUNCIL STATE BOARD MEETING

Driskill Hotel, Austin, Texas

March 25, 26, and 27, 1965

FIRST SESSION - Thursday March 25, 1965

The State Board Meeting was called to order at 4 P.M. at the Driskill Hotel following the Ninth Biennial Presidents' Council of the League of Women Voters of Texas. Mrs. Brown presided and read a letter from Mrs. Colin Macdonald of the National Board who had been unable to be present at Council meeting. The following members were present:

Mrs. W. D. Baden	Mrs. C. M. Linehan
Mrs. D. A. Ballard	Mrs. Francis B. May
Mrs. James Brock	Mrs. Wilson Nolle
Mrs. Maurice H. Brown	Mrs. Irving Pettis
Mrs. Robert Casperson	Mrs. T. A. Pollard
Mrs. Raymond Freedman	Mrs. E. S. Prashner
Mrs. William Joor, II	Mrs. Samuel E. Ziegler

Mrs. M. S. Braunagel and Mrs. Frank Rourk were present.

Appointments to Board Mrs. Nolle moved that we appoint Mrs. E. R. Brownscombe and Mrs. Darwin M. Winick to the State Board. Mrs. Joor seconded; CARRIED. They joined the meeting.

Board Reorganization Mrs. Brown announced the following Board assignments.

Board Assignments

Mrs. Linehan	1st Vice-president - Field Service, Local League Bylaws
Mrs. Casperson	2nd Vice-president - Program Coordinator
Mrs. Freedman	3rd Vice-president - Public Relations, Convention Chairman
Mrs. Pollard	Secretary, Field Service Area Chairman
Mrs. Baden	Treasurer
Mrs. Ballard	VOTER Editor
Mrs. Brock	Membership, Budget chairman
Mrs. Brownscombe	Publications, Local Program
Mrs. Joor	National Program, State and National Bylaws
Mrs. May	State-Local Relations
Mrs. Nolle	Legislative
Mrs. Pettis	Unit Organization
Mrs. Prashner	Election Laws, Voters Service
Mrs. Winick	TCR, JS&T
Mrs. Ziegler	Finance, Field Service Area Chairman

Committee Assignments

Convention: Freedman, Brock, Casperson, Baden, Prashner
Policy: Linehan, Freedman, Casperson
State-Local Relations: May, Ziegler, Pettis
Texas Constitutional Revision: Winick, Joor
Election Laws: Prashner, Ballard, Pollard

National Program: Joor, Pettis, Brownscombe
VOTER: Ballard, May, Brock
Voter Service: Prashner, Brock, Joor, Nolle
Units: Pettis, Ziegler, Winick
Membership: Brock, Prashner, Ballard
Local Program: Brownscombe, Nolle
Publications: Brownscombe, Baden, May, Brock
Public Relations: Freedman, Winick, Brownscombe
Finance: Ziegler, Baden, Prashner

The Board members suggested the following names from which Mrs. Brown will choose two persons to serve on the Budget Committee:

Mrs. Brown gave Board orientation.

Deadline for:

The Board members expressed the opinion that there is not time for Area Conferences this year. Workshops will be held if there is a need or a request.

Mrs. Linehan moved that Mrs. Casperson be our second delegate to National Presidents' Council. Mrs. Ballard seconded; CARRIED.

Nominations to National Board The B oard wished to submit the names of Mrs. Maurice H. Brown and Mrs. Harold E. Murphree Jr. to the National Nominating Committee. Mrs. Linehan will send in Mrs. Brown's name and State Office will prepare the information on Mrs. Murphree.

The meeting adjourned at 5:30 P.M.

SECOND SESSION - Friday, March 26

Following committee meetings Thursday evening and Friday morning the State Board meeting was called to order at 1:06 P.M. by Mrs. Brown.

State-Local Relations Mrs. May said the Post Board letter will refer to material available ~~as pamphlets~~ ^{including} in file, speech by Mr. Keith, etc. for the local League use. The committee will have a Bibliography ready by May 1st and an every-member publication by August 1st.

A letter will be written to the author of HJR 75 to ask for clarification. [Does this bill affect all cities? Does it prevent any municipal home rule charter after 1966?]

The Board asked the committee to study the bill HB44 to see if it applied to zoning. If the bill applies to zoning Mrs. Pettis moved that the State Board give any local League permission to act on HB44 if this bill is in conflict with a position on a local item concerned with planning and zoning. Mrs. Winick seconded; CARRIED. (After study Mrs. May and Mrs. Nolle reported the bill was not applicable.)

Mrs. Pettis reported that Houston might wish to take action on HJR69 (introduced by Grover-Whitfield). This amendment would allow consideration of city-county functions in a county over 1,200,000 population (applies to Harris county only at present). An FYI will be sent to all Leagues. A letter granting permission will be written to the Houston League with carbon copies to all of the Harris County Leagues.

Mrs. Pettis reported that Houston had requested special permission to work for consolidation of Libraries if HJR69 is passed. Mrs. Pollard will remind them of the policy that if one League in the county (or area) opposes a decision none of the Leagues can work for it; therefore, if Houston can get the cooperation of the other Leagues, permission will be granted.

Texas Constitutional Revision The committee recommended a pamphlet presenting the history of TCR be ready for approval at the June Board meeting; The Board felt this was not needed at this time. The committee will push the distribution of the new TCR flyer, "Facts of Life".

Mrs. Winick reported The Texas Constitutional Review booklet will be ready by the September Board meeting and ready for distribution not later than the first of the year. The Board approved.

Election Laws Mrs. Prashner reported the committee will up-date and put in a readable form a mimeographed review of the election laws the League has supported.

National Program The National Program committee does not recommend having National Program workshops at this time. If several Leagues in an area request a workshop before July 15th, Mrs. Joor will be able to help them.

The committee recommends to delegates to National Presidents' Council that a research study of legislative programs be made. The Texas Leagues are opposed to Reapportionment as an emergency item on the National Current Agenda.

Mrs. Joor was granted permission to attend the Water Seminar in April or May.

Legislative Mrs. Nolle will keep the Leagues informed about legislation.

Council Mrs. Prashner briefly reviewed some of the problems faced at Council and has several recommendations to pass on to the Convention Committee. There was a lower registration than anticipated and the Council had a deficit of approximately \$240.00.

A simple questionnaire will be sent to those attending Council to ascertain the value of the extra day, which portions to eliminate if Council meeting is shortened. The Board felt that the extra day was not invaluable.

Mrs. Brock reported that the League received much better publicity this year. The two Austin TV stations covered most of the Council and the film will be available to us.

Finance The Finance committee will try to get out a state "Quotes"; Mrs. Ziegler asked for suggested statewide names to approach; Tom Sealy, John Ben Sheppard, Dr. Davis, Governor Connally were suggested. The committee will also compile a list of Texas firms which contribute to the League.

Mrs. Ziegler requested the Field Service Consultants stress that the local Leagues explore ways of replacing the revenue from writing Poll Tax receipts.

The local Leagues will be requested to report their ^{with Feb. copy} ~~1964~~ ⁶⁵⁻⁶⁶ finance drive by May 15th.

Membership Mrs. Brock will ask the Leagues in the Post Board Report to evaluate their loss (or gain) in membership. She will also stress that there is not just one time which is necessarily best for a membership push.

Unit Organization Mrs. Pettis said that she will remind the Leagues in the Post-Board Report that material for organization and discussion group material is available in the Area Conference Kit received Fall '64; that simplified discussion group training (one day basis) will be given if requested; and the Post-Board Report will contain a copy of San Antonio's report on "Provisional Units".

The meeting was adjourned at 6 P.M.

THIRD SESSION - Saturday, March 27

Mrs. Brown called the meeting to order at 9 A.M.; all Board members were present except Mrs. Ziegler who had returned to Dallas.

Field Service Mrs. Linehan reported that the Presidents' Workshop at Council seemed to be helpful. The committee recommends that the State Board evaluate each request from a local League, ^{for a unit} ~~for a unit~~ to work on an item or project separately from the parent League, and that this be set down in the Policy Sheet.

Mrs. Pollard will visit the Valley Leagues in May; she will try to have a meeting of the three Presidents and attempt to get some cooperative project started as workshop on National Program. Emphasis will be put on increased membership.

El Paso will have its Organizational Meeting the first part of April. Mrs. Linehan will be present and will give Board Orientation.

The Bay Area will have a Pre-organizational Meeting March 30th and will be given until the middle of May to obtain 40 members, finish the Analysis of the Community, and have their Organizational Meeting. Their fee will be \$50.00.

Mrs. Brown will include the Field Service dates in the Collection Basket.

The final assignments for Field Service are:

<u>Northern Area - Ziegler Area Chairman</u>			
Linehan	-	Odessa	Ziegler - Longview
		Lubbock	Tyler
		El Paso	Corsicana
Freedman	-	Richardson	Fort Worth
		Irving	Waco
		Denton	Brock - Abilene
		Wichita Falls	Midland
Pettis	-	Dallas	San Angelo
			Casperson - Amarillo
<u>Southern Area - Pollard Area Chairman</u>			
Pettis	-	San Marcos	Pollard - Brownsville
		Houston	Harlingen
		San Antonio	Edinburg
		Austin	Galveston
Ramey	-	Freeport	Ballard - Corpus Christi
		Lake Jackson	Victoria
		Pasadena	Baytown
Winick	-	Beaumont	Mendell - Dickinson
		South Jefferson County	La Marque
			Texas City

Local Program Mrs. Brownscombe reported that the committee would compile a list of local League program items for 1965-66 and back through 1961-62, make a list of suggestions and publications to help Leagues do their research on a program item and possibly later offer help to the Leagues on choosing local program.

Publications Mrs. Brownscombe reported that the monthly report to the State Board on publications sold to the local Leagues will be reactivated.

VOTER The five issues of the Texas Voter will be the 10th of May, July, September, November and February. The instruction sheet for preparing copy for the VOTER will be sent to Board members. *The deadline will be the 10th of month*

The May issue will have - 1st page - Council Report
 2nd " - Budget
 3rd " - President's letter and legislative report
 4th " - Biographical sketch of new Board members
 Caravan to Colorado
 Delegates to National Presidents' Council

The committee will apply for a second class mailing permit for the VOTER.

Voter Service Mrs. Prashner reported that a sample of the new Voters Key will be ready for approval at the June Board meeting.

The committee recommends a citizens information sheet; this is envisioned as an exchange of ideas. Texas Trading Post was the name agreed on. The first issue will contain the suggestions from the little meetings at Council and will be ready for the July Post-Board mailing.

The committee requested the Field Service Consultants stress to the local Leagues that they get on the mailing list for the Institute of Public Affairs, The University of Texas, Austin, Texas .

Public Relations Information on stencils for mastheads for local Voters will be sent to Leagues. Suggestions for use of Texas Tips, TCR Flyers, and IF will be sent to Leagues.

Mrs. Walter of Amarillo is working up a list of newspapers; by the middle of summer this should be available to local Leagues and hopefully they can "adopt" a paper in a non-League area.

The possibility of printed League signs to use for such things as tables when writing poll taxes will be investigated and reported at the June Board Meeting. These signs could be on gummed paper and placed on cardboard at time of need thus giving a neat professional effect.

The meeting adjourned at 12:00 noon.

Respectfully submitted,

(signed) Lucia Pollard

Mrs. T . A. Pollard, Secretary.

League of Women Voters of Texas

612 NORTH 18TH STREET • WACO, TEXAS

MINUTES NINTH BIENNIAL PRESIDENTS' COUNCIL Austin, Texas March 23, 24 and 25, 1965

The Ninth Biennial Presidents' Council of the League of Women Voters of Texas convened at 2:10 p.m., March 23, 1965, in the Crystal Ballroom of the Driskill Hotel, Austin Texas. Mrs. Maurice H. Brown, State President, presided.

Delegates were welcomed by Mrs. Lester J. Reed, Austin President. She then presented the Honorable Travis LaRue, Mayor Pro-Tem of the city of Austin, who greeted the delegates and welcomed them to the city.

Organization of Council Mrs. Brown appointed Mrs. M. S. Braunagel Council Parliamentarian.

The Secretary, Mrs. T. A. Pollard, announced the location of the Little Meetings and moved the adoption of the Agenda as presented in the Council Kit. Seconded. CARRIED.

Mrs. Brown appointed the following Tellers for First Session of Council:
Mrs. Harvey DeFord, Mrs. Claude Hill, Mrs. R. E. Burton and Mrs. William Burnett.

Mrs. Pollard announced that the minutes of the Eighth Biennial Presidents' Council had been approved by the State Board at its June Board Meeting, 1963.

The Treasurer, Mrs. W. D. Baden, referred delegates to the Treasurer's Report in the Council Kit and stated that the report would be filed for audit with the delegate's approval.

President's Report Mrs. Brown spoke of what the League had done in the first half of the decade, then saying that we are at the midpoint of the '60s let us evaluate what we have done and what we wish to do. She suggested that "the time may be overdue for the members of the LWV to take another look at Texas Constitutional Revision and not only define the specifics of what a new constitution for Texas shall contain, but let the people know and begin to MAKE things happen on this subject!"

She asked if we believe that cooperation and coordination are effective should we not practice them within the League? She stated that the League cannot hope to compete with the demands on a woman's time by simply showing her HOW to achieve a goal; it must also provide the satisfaction of accomplishing that goal. She stated that our task for the latter half of the '60s should be to work for a known destination.

Mrs. Brown introduced members of the State Board, including two ^{incoming} new Board members, Mrs. E. R. Brownscombe, Dallas and Mrs. Darwin Winick, Dickinson, the Field Service Staff Specialist, the Executive Secretary and the Observer from the pre-Provisional League of El Paso.

Mrs. Pollard called the roll of local Leagues: Representatives were present from thirty-three local Leagues; two local Leagues, Beaumont and San Angelo, did not have delegates.

Budget Session Mrs. D. A. Ballard introduced her committee: Mrs. Samuel Ziegler, Mrs. W. D. Baden, Mrs. W. F. Merritt and Mrs. John Faulkner. After making changes on the income side of the budget the roll of Leagues was called and each president or reporting delegate announced her League's pledge. The total pledges amounted to

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1. cut tail
2. cut reserve of 'Voter'
3. retain F.S. at present level

Page 2

revisions
of direction; several were made

\$27,680.00; Since this amount was \$1225.00 less than needed to meet the proposed Budget, Mrs. Ballard asked ~~direction from~~ the delegates for cuts. The Budget committee's final report was to be given at the final session.

Program Session Mrs. Irving Pettis became presiding officer at the program session at 3:30 p.m.

Mrs. William Joor, State Chairman of National Program, spoke to the delegates about the new national item, Development of Human Resources. She also spoke of the trial structure of the National Agenda: one main item and three items which permit a broadening of consensus if the Leagues wish. She spoke briefly of the emergency item, reapportionment, which is to be introduced at Presidents' Council.

Mrs. Pettis, State-Local Relations chairman, briefly reviewed the year's work and gave the statement of consensus on State-Local Relations:

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 financial powers adequate to provide local services.

She also told the delegates that permission had been granted to San Antonio to support the special amendment (County Home Rule) applying to Bexar County.

Mrs. F. B. May, Judicial Selection and Tenure Chairman, reviewed the status of the bills in the Legislature that apply to Judicial Selection and Tenure. She stated the reasons for the State Board's suggestion that the consensus be made a Continuing Responsibility.

Mrs. D. A. Ballard, Chairman of Texas Constitutional Revision, reviewed the accomplishments of the committee for the year and announced the new flyer for Texas Constitutional Revision, "Facts of Life". She announced the first League presenting a list of 20 ways to use the flyer in the local community would receive 100 copies free. The LWV of Denton received the free copies.

Mrs. E. S. Prashner, Election Laws Chairman, reviewed the status of Texas Election Laws and introduced the legislative tool IF.

Mrs. Wilson Nolle, Legislative chairman, briefed delegates and observers on their responsibilities as lobbyists for the League when they talk with their legislators. She gave a report of legislation in which the League is interested.

Mrs. Brown adjourned the meeting at 5:30 P.M.

Dinner Meeting Mrs. R. E. Casperson presided at the dinner meeting and presented the speaker Mr. John P. Keith, Executive Vice-President of Regional Plan Association, Inc. who spoke on The Regional Planning Approach to Metropolitan Problems. He traced the planning and problems of regional planning for Metropolitan New York from 1920 to the present date and compared them to Texas problems. Mrs. Gerald Ashford and Mrs. Edward C. Fritz were the League interrogators for the evening.

There were some questions from floor as time allowed,
The meeting ended at 10 o'clock.

*Guests of Mr. Keith -
Mr. Mrs. Terrell Blodgett*

Wednesday, March 24th

(71 were there)

State legislators breakfasted with League members in the Crystal Ballroom from 7:45 to 9:00 a.m. From 9:00 to 9:45 Mrs. Pettis presided while members reported on conversations with legislators regarding positions in pending legislation. The meeting adjourned at 10:00 a.m. for the Council members to board buses for a tour of the Governor's Mansion, legislative session, lunch at the Texas Employment Commission Cafeteria, committee hearings and visit legislative offices and committee meetings.

The Council members returned to the Driskill Hotel at 3:00 P.M. for Conversation Corners on the mezzanine.

Dinner Meeting Mrs. Brown presided at the dinner meeting at 7:15 P.M. Mrs. Brown acted as moderator for the panel of Mrs. William Joor, Mrs. Raymond Freedman, Mrs. Charles Linehan and Mrs. Wilson Nolle. After a short introduction by Mrs. Brown the whole Council discussed How Effective is the League of Women Voters? A few ways of widening the League's influence were suggested such as sending League publications and speakers to non-League areas and "adopting" newspapers in areas where the League is unknown. There was some discussion of conserving woman power by regional or area cooperation and coordination and the exchange of material, sample speeches, across the state.

The meeting adjourned at 9 P.M.

*Mrs. Casperson Mrs. Nolle accompanied by several delegates attended the State Affairs Committee (House) hearing to present a League statement on Constitution Bill
9:00 - 9:15 session to set stage for Little Meetings*

Thursday, March 25th

The local League Presidents breakfasted with the Texas League President.

The Council divided into five groups for Little Meetings on Expanded Voters Service.

Final Business Session The President called the final business session of the Council to order at 11:20 A.M.

She extended thanks to Mrs. Connelly and the Austin League for fine arrangements and read a telegram received from Mrs. Lyndon Johnson.

"My best wishes come with this telegram to the League of Women Voters of Texas gathered at this Presidents' Council Dinner. Those who worked so hard to help Texas Women win the suffrage will remember the signs that dotted Texas on the event of the first vote for women:

"Vote as you please, but vote".

It has been a thrilling record to see the League at Local, State and National level work to get out the vote, but also to try through educational projects to see that the electorate is informed. I congratulate you for all you do in this direction.

Sincerely,
Mrs. Lyndon B. Johnson

The following tellers were appointed: Mrs. James McGrew, Mrs. William Burnett, Mrs. Lloyd Hampton, and Mrs. Ralph Scalapino.

Mrs. Connelly gave Mrs. Brown the report of the Credentials Committee:

64	Delegates
51	Observers
24	Part time Observers
15	State Board Members
2	State Staff Members
22	Austin workers
71	Legislators at breakfast
3	Dinner Guests
252	Total Attendance

Adoption of Budget Mrs. Ballard reported the Budget Committee recommendations for cutting the proposed Budget:

Under General Administration change

President & Board of Directors from	\$3250	to	\$3050
Committees - Budget	200	to	150
Nominating	225	to	200
Program - State & Legislative Action from	500	to	350
Delegates to National Presidents' Council	600	to	550
Capital Expenditures	from 25	to	0
Field Service, Local Leagues	" 1350	to	1265
National Services	11360	to	11075

The total income and the total expenditures now equalled \$29,130.00. Mrs. Ballard moved that the revised Budget be adopted; Seconded. The motion CARRIED.

Program Discussion and Direction Mrs. Pettis lead the discussion and direction on program. Mrs. May moved that State Current Agenda II "Study of the Constitutional Provisions Governing the Selection and Tenure of Appellate Judges in Texas", be moved to Continuing Responsibility III. Seconded; CARRIED.

Mrs Pettis stated that the observers now have the privilege of the floor,

The discussion and direction of the State Item did not change the State Convention direction of co-ordinated planning for the development, financing and administration of governmental services in Texas. One League asked for further study in depth on the county; other Leagues expressed the wish to move on to other consensus. There was some discussion of use of new tools.

There were many comments on the National Program; there was the suggestion that National put out a Flip Chart on the Human Resources Item. The Council was in general agreement that there should be a National policy change (or procedural change if necessary) to allow State Leagues the privilege of contacting their Congressman on a permission basis as is granted to local Leagues in Texas in reference to their state Legislators.

Mrs. O. P. Clark, Jr. presented the San Antonio unit organizational method. A newly organized unit is treated as a provisional unit and may study the government of its own community, go on go-see tours, etc. until it grows in background information to take on League work.

Mrs. Darol Ramey presented a short skit and gave the Council information on a Caravan to Colorado for the National Convention in May, 1966.

Mrs. Brown reminded the delegates of the State Convention in Fort Worth March 22-24, 1966. She also reminded them that the deadline for State Program suggestions and proposals for Bylaw changes is November 22, 1965.

Council adjourned at 1:30 P.M.

Respectfully submitted,

(signed) Lucia Pollard

Mrs. T. A. Pollard, Secretary.

League of Women Voters of Texas

612 NORTH 18TH STREET • WACO, TEXAS

MINUTES

PRE-COUNCIL STATE BOARD MEETING

Driskill Hotel, Austin, Texas

March 22, 1965

The State Board attended the Senate Committee hearing of the Voter Registration Bill; Mrs. Brown testified for the League. The Bill was voted out of committee. Following the hearing Mrs. Brown called the pre-Council Board meeting to order at 10:45 a.m. The following members were present:

Mrs. W. D. Baden
Mrs. D. A. Ballard
Mrs. James H. Brock
Mrs. Maurice H. Brown
Mrs. Robert Casperson
Mrs. Raymond Freedman
Mrs. William Joor, II

Mrs. C. M. Linehan
Mrs. Francis B. May
Mrs. Wilson Nolle
Mrs. Irving Pettis
Mrs. T. A. Pollard
Mrs. E. S. Prashner
Mrs. Samuel E. Ziegler

Mrs. Charles Anderson's resignation had been accepted because of health. Mrs. May joined the meeting after lunch. Mrs. E. R. Brownscombe of Dallas, Mrs. Darwin M. Winick of Dickinson, Mrs. M. S. Braunagel, Field Staff Specialist and Mrs. Frank Rourk, Executive Secretary were present.

budget for
Announcements: Mrs. Brown reported that Beaumont and San Angelo were the only Leagues which had not made reservations for the President's Council. She also reported that we *planned* have 10 members-at-large, *seven 7 of present list live in areas other than El Paso*

Minutes: Corrections to the minutes of the January Board Meeting were as follows -

Page 2 - 3rd paragraph after the name Galveston insert the phrase having fulfilled the requirements set out for them by State Board.

Selection and Tenure, third paragraph, first line - change the word consensus to item. Add the following sentence to the paragraph: Mrs. May recommended that the 1966 Convention consider combining Judicial Selection and Tenure with TCR (CRI) as a position in Judicial consensus.

The President declared the minutes approved as corrected.

Treasurer's Report: Mrs. Baden reported that all pledges and gifts had been paid. The balance in the Operating Account on March 15 was \$1,940.70. She estimated that when outstanding bills are paid, the League would end the fiscal year with a surplus of approximately \$200.00.

The President declared that the report would be filed for audit.

Budget: Mrs. Ballard said that the income figures for members-at-large and interest on reserves could be increased in the proposed budget to be presented at Council. The members-at-large figure could be \$35.00 higher and the interest from reserves figure \$200.00. She would present the following revision of income to the Council delegates:

Budget (cont'd)

Local and Provisional League Support	\$28,905.00
Members-at-Large	50.00
Interest on Reserve Fund	200.00
Balance on Hand	200.00
Withdrawal from Reserves	645.00
Total Income	<u>\$30,000.00</u>

Mrs. Ballard stated that the total Texas League pledges for State and National Services show a deficit of \$990.00. After the roll call of the pledges at the first business session of the Council the committee will ask for suggestions for cutting the budget. The Board suggested that \$200.00 could be cut from Board of Director expenses, not having a full Board, \$50.00 from Budget Committee, by using members only in the central portion of Texas, and \$25.00 from Nominating Committee expenses and \$285.00 from the pledge to National, thus making the National pledge the amount that had been suggested by the National Budget Committee.

Mrs. O. P. Clark, Jr., of San Antonio joined the meeting.

State-Local Relations: Mrs. Pettis reported that 24 Leagues had reported consensus. She suggested a statement of consensus and gave details of the consensus from the local Leagues in a pre-Board report. After a lengthy discussion Mrs. Joor moved that the first part of the consensus read:

"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:

- (1) An article in Texas Constitution providing for units of local government (cities, towns, villages, counties and special districts), to be expressed in broad and permissive principles."

Mrs. Casperson seconded. The motion CARRIED.

After a discussion on the second portion of the consensus Mrs. Prashner moved that (2) be worded: "A flexible governmental structure for counties and cities which includes legislative and financial powers to provide local services."

Mrs. Joor seconded. The motion CARRIED.

Mrs. Brown appointed a subcommittee to work on the exact wording. The final wording:

"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 financial powers adequate to provide local services."

The meeting recessed at 12:15 p.m. for lunch.

Mrs. Brown reconvened the meeting at 1:40 p.m. Mrs. Clark did not attend the afternoon session.

Texas Constitutional Revision Mrs. Ballard briefly reviewed the status of the TCR booklet and urged that the new committee continue the updating. Ways of introducing the new flyer "What You Should Know about the Facts of Life" at Council were discussed. Mrs. Freedman and Mrs. Brock were to work out an attention-getting way. Mrs. Ballard will offer 100 free copies to the first League submitting 20 uses for the flyer in the local community.

Mrs. Brown read a letter from the Dallas Jaycees asking the League to help them promote Revision of the Texas Constitution at the Jaycees State Convention. Mrs. Brown will speak to them at their local meeting.

Mrs. Mrs. Delwin Jones, Representative from Lubbock, asked for 150 copies of the "Facts of Life" flyer ~~to be put on each Legislator's desk the day the Revision bill is introduced.~~ *considered*

Election Laws Mrs. Prashner showed the new election laws tool IF. The local Leagues will be urged to use it immediately as it will be out-dated rapidly; the Price has been kept low (1¢) for wide and rapid distribution. The delegates will receive a copy and an order form as they register. *for Council.*

Selection and Tenure Mrs. May stated that she would inform the League delegates Tuesday afternoon, March 23rd, of the status of the bills before the legislature. She also will explain that the American Judicature Society will send all League members, at no cost to us, including postage, a copy of the December issue of the Society's Journal. It contains much valuable information on JS&T. She will be available for discussion in Conversation Corners, Wednesday afternoon, March 24th.

National Program Mrs. Joor asked for and was granted the last 20 minutes (4:40 - 5:00 p.m.) of Conversation Corners on Tuesday, March 23rd, to have a discussion on the Reapportionment Item to be presented at National Presidents' Council. This discussion will be held in the Crystal Ballroom. There will be a little time for direction from the delegates Thursday morning, March 25th. She will stress in her National Program presentation Tuesday afternoon, March 23rd, that Texas Prospects must be used immediately.

Legislative Mrs. Nolle stated she would stress to the delegates that TIME FOR ACTION means just that. Mrs. Brown can make presentations at the committee hearings but from then on the work has to be done by the home-town people.

Permission for San Antonio The San Antonio League asked for permission to contact their legislators on legislation that pertains to County Home Rule for Bexar County. Mrs. Brock moved that the State Board grant the San Antonio League permission to work locally for the Bexar County Amendment. Mrs. Ballard seconded the motion. The motion CARRIED.

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Mrs. Brown read a letter from the Dallas Jaycees asking the League to help them promote Revision of the Texas Constitution at the Jaycees State Convention. Mrs. Brown will speak to them at their local meeting.

Mrs. Mrs. Delwin Jones, Representative from Lubbock, asked for 150 copies of the "Facts of Life" flyer to be put on each Legislator's desk the day the Revision bill is introduced. *considered*

Election Laws Mrs. Prashner showed the new election laws tool IF. The local Leagues will be urged to use it immediately as it will be out-dated rapidly; the Price has been kept low (1¢) for wide and rapid distribution. The delegates will receive a copy and an order form as they register. *for Council.*

Selection and Tenure Mrs. May stated that she would inform the League delegates Tuesday afternoon, March 23rd, of the status of the bills before the legislature. She also will explain that the American Judicature Society will send all League members, at no cost to us, including postage, a copy of the December issue of the Society's Journal. It contains much valuable information on JS&T. She will be available for discussion in Conversation Corners, Wednesday afternoon, March 24th.

National Program Mrs. Joor asked for and was granted the last 20 minutes (4:40 - 5:00 p.m.) of Conversation Corners on Tuesday, March 23rd, to have a discussion on the Reapportionment Item to be presented at National Presidents' Council. This discussion will be held in the Crystal Ballroom. There will be a little time for direction from the delegates Thursday morning, March 25th. She will stress in her National Program presentation Tuesday afternoon, March 23rd, that Texas Prospects must be used immediately.

Legislative Mrs. Nolle stated she would stress to the delegates that TIME FOR ACTION means just that. Mrs. Brown can make presentations at the committee hearings but from then on the work has to be done by the home-town people.

Permission for San Antonio The San Antonio League asked for permission to contact their legislators on legislation that pertains to County Home Rule for Bexar County. Mrs. Brock moved that the State Board grant the San Antonio League permission to work locally for the Bexar County Amendment. Mrs. Ballard seconded the motion. The motion CARRIED.

Little Meetings Mrs. Casperson went over the plans for the Little Meetings to be held on Voters Service Thursday morning, March 25th. She stressed that the question "How do we provide Statewide Citizenship education?" be asked and obtain as good a discussion as possible.

Field Service Mrs. Linehan reported that El Paso would have an organizational meeting the first week of April; Mrs. John Brient is the nominee for President and will come to Council meeting as an Observer. Mrs. Brown read a letter received from Mrs. Brient.

The meeting adjourned at 5:30 p.m.

Respectfully submitted

(signed) Lucia Pollard

Mrs. T. A. Pollard, Secretary

From Florence
League of Women Voters of Texas

612 NORTH 18TH STREET • WACO, TEXAS

MINUTES

State Board Meeting
Carrousel Motor Inn, Waco, Texas
June 8, 9, 10, and 11, 1965

Tuesday, June 8, 1965

The following members of the State Board met together in a short session at 12:30 p.m.:

Mrs. W. D. Baden
Mrs. D. A. Ballard
Mrs. E. R. Brownscombe
Mrs. Maurice H. Brown
Mrs. Robert Casperson
Mrs. Raymond Freedman
Mrs. C.M. Linehan

Mrs. Francis B. May
Mrs. Wilson Nolle
Mrs. Irving Pettis
Mrs. T. A. Pollard
Mrs. E.S. Prashner
Mrs. Darvin M. Winick
Mrs. S. E. Ziegler

Mrs. M. S. Braunagel, Field Service Staff Specialist was also present. The group divided into three groups to discuss Program led by Mrs. Casperson, Organization led by Mrs. Linehan, and Public Relations led by Mrs. Freedman. From 3:30 to 5:00 and from 7:30 to 9:00 p.m. the full Board met together for a brainstorming session.

Wednesday, June 9, 1965

Committee meetings were held from 9:00 a.m. to 5 p.m.

FIRST SESSION Thursday June 10, 1965

Mrs. Brown called the Board into official session at 9:07 a.m. The members named above were present with the exception of Mrs. Pettis.

Miss Clare Barton, Secretary, and Mrs. M. S. Braunagel were present.

Mrs. James H. Brock, Mrs. William Joor, II and Mrs. Irving Pettis were unable to attend.

Minutes - Pre-Council: Corrections to the minutes of the Pre-Council Board Meeting minutes were as follows:

Page 1 - Announcements, 2nd sentence - change the sentence to read She reported that we should budget for 10 Members-At-Large, since seven of present list live in other than El Paso.

Page 3 - Texas Constitutional Revision third paragraph, typographical error change Mrs. to Mr.; change the words to be put on to one for; change introduced to considered.

Election Laws, add for Council at end of paragraph.

The President declared the corrected Pre-Council Minutes approved.

Minutes - Council: Corrections to the minutes of the Ninth Biennial Presidents' Council were as follows:

Page 1 - President's Report third paragraph - change the word new to incoming and insert Mrs. M. S. Braunagel before the Field Service Staff

Specialist, Mrs. Frank Rourk before the Executive Secretary, and Mrs. John Brient before the Observer from the pre-Provisional League of El Paso.

Page 2 - Second line - delete the words direction from the delegates for cuts and add revision recommendations and several were made; drop one issue of VOTER, curtail Field Service, retain Field Service at present level.

Page 3 - Dinner Meeting, first paragraph - insert the sentence Mr. Terrell Blodgett, State Director of OEO and Mrs. Blodgett were introduced as special guests of Mr. Keith. Add the sentence There were some questions from the floor as time allowed.

Wednesday, March 24th, - insert the number Seventy-one before State Legislators at the beginning paragraph.

Dinner Meeting - insert as a second paragraph Mrs. Nolle and Mrs. Casperson, accompanied by several local League delegates, attended the House State Affairs Committee Hearing to present a League Statement on the Constitutional Commission Bill.

Thursday, March 25th, second paragraph - change the words The Council divided to The Delegates convened in the Crystal Ballroom at 9 a.m. for a brief session before dividing.

The President declared the minutes for the Ninth Biennial Presidents' Council approved as corrected.

Minutes - Post-Council State Board Meeting:- Corrections to the minutes of the Post-Council meeting were as follows:

Page 1 - Appointments of Board, typographical error - Darwin should be Darvin.

State-Local Relations - change the first sentence to read Mrs. May said the Post Board letter will refer to material available in local League file including:

1. Speech by Mr. Keith
2. National Municipal League report
3. Planning in the Community, LWV of U.S.

Page 4 - Finance, third paragraph - insert the words with February campaigns after the word Leagues.

Field Service, first paragraph, third line - insert the words requesting permission after the word League and insert a comma after the word League in the fourth line.

Page 5 - VOTER, delete the words the 10th of, add a semicolon after February and add the clause the deadline for material will be the 10th of the month preceeding to the first sentence.

Mrs. Brown declared the minutes of the Post-Council Board meeting approved as corrected.

Treasurer's Report: Mrs. Baden reviewed the auditors report for the Board. She explained that the excess of Current Year Disbursements shown on page 2 of the report was money committed but bills had not been received as of March 31st. She reported that more than $\frac{1}{2}$ of the pledges of the local Leagues have been paid and the balance on hand as of May 31st was \$8998.61. The Board gave approval for a little more than $\frac{1}{2}$ of the pledge to National to be sent before June 30th.

Budget: Mrs. Brownscombe moved that the Board recommend to the Budget Committee that all items have a budget figure rather than be listed as an "in and out" item. Mrs. Linehan seconded; the motion CARRIED with one negative vote.

Mrs. May moved that the Budget Committee consider a figure for non-League meetings. Mrs. Linehan seconded; CARRIED.

Mrs. Ziegler moved a letter be sent to the local Leagues a month prior to the Budget Committee Meeting asking for suggestions pertaining to the Budget. Seconded; CARRIED.

It is the responsibility of each State Board member to furnish the Budget Committee an estimated amount needed for her portfolio for the coming year.

The Board discussed the suggestion that the local League Presidents be invited to attend the Budget Committee meeting as advisors. A memo will be included in the Post Board report advising them of this.

Voters Service: The committee recommended that the Voters Key not be published this year. Although the local Leagues say they want them they have progressively ordered less through the years and the publication loss on the Voters Key has become greater. The Board approved the committee suggestion that a corrected copy of the Key go to the local Leagues with suggestions of ways of reproducing. This could be a cooperative League project with several Leagues in one county or area.

A memo will be sent to the local Leagues in the Fall with information on registration for the armed forces.

The August 1 mailing from State Office will include a page, in a form ready for reproduction as a Voters Guide, for the local Leagues to use for the September 7th election. The June Post Board report will inform them it is to be sent.

The responsibility for obtaining the pros and cons for the ten amendments of the November 2nd election was divided among the State Board members. July 30th was set as the deadline for the material to be returned to Mrs. Prashner.

The committee reported that there are not enough new or different ideas for Voters Service to publish a Trading Post at the present time.

Election Laws: The Board gave approval to the committee recommendation that a For-Your-Information sheet be sent to the local Leagues listing the Election laws the League has had an interest in. The laws would be grouped as to obsolete, no longer pertinent, accomplished and those still of interest. This sheet will go with the August mailing.

The meeting recessed at 12:30 P.M. for lunch.

The meeting reconvened at 1:35 P.M. Mrs. Frank Rourk, Executive Secretary, joined the meeting.

Program: A new State Program sheet will be sent in the Post Board mailing as the Judicial Item was moved to the Continuing Responsibilities at Presidents' Council.

Mrs. Casperson asked that a committee be appointed to work on a tool "How to Make Program" for the Leagues. Mrs. Brown appointed Mrs. Casperson. (Ch.), Mrs. Brownscombe and Mrs. Winick.

Mrs. Casperson read a list of Lively Issues for State Program suggestions for the September Texas VOTER; the Board added several. A form will be mailed to the local Leagues by September 1 for reporting of proposed State Program to State Office. A cover letter will request that exact wording and an outlook for work be given.

Mrs. Prashner left the Board meeting to return home.

State-Local Relations: The committee recommended a printed publication on Planning which would be an every-member tool to include planning at various levels of government with special sections on Texas. It was ~~not~~ recommended that this material be mimeographed or put in the form of a Facts and Issue sheet. It was felt there is too much information to condense to one sheet and that the material is of interest to many outside the League; therefore should be in best form.

The committee suggested a mimeographed discussion guide to be used with the publication and to contain consensus questions. March 1, 1966 is the deadline for consensus on this for the local Leagues.

Texas Constitutional Revision: The booklet, Texas Constitutional Review, will be ready for September Board approval.

The Fort Worth League suggested and the TCR committee approved the stress be on "new vision" rather than "revision".

The committee felt that the peak interest of the public on the Texas Constitution at this time (due to the 27 amendments passed by legislators) should be capitalized on by distribution of the TCR flyer, letters and press releases. The committee recommended a press release on League-interest bills which were killed in the legislature; each State Board member took a release to home town paper.

National Program: Mrs. Nolle reported in the absence of Mrs. Joor. The workshop on National Program to be held in the Houston area in July will be on techniques rather than content. The consensus deadline on National Item I, Human Resources, has been changed to March 1, 1966.

This year International Cooperation Year will be stressed during United Nations observances.

National will send the local Leagues material on Apportionment in June; the State National Program Committee will try to supply some Texas information, maybe a reprint from Dick Cherry from article "Problems of Reapportionment". It will be pointed out to the local Leagues that this item does not include redistricting in Texas.

The tape of Mrs. Little's speech at National Presidents' Council is available in State Office; the Post Board report will so inform the local Leagues.

Legislative: Mrs. Nolle gave an informal review of the 87th legislative session. Mrs. Casperson commended Mrs. Nolle for a letter to Alfred Willoughby, National Municipal League, on the legislature.

Mrs. Nolle and Mrs. Brown will write letters of appreciation to the legislators who introduced bills and resolutions supported by the League of Women Voters.

The San Antonio League requested permission to write a County Home Rule Bill. After discussion the Board agreed permission could not be granted as only the State Board initiates State legislation. Mrs. Linehan moved that San Antonio not be given permission to write a County Home Rule Bill. Mrs. Casperson seconded the motion: CARRIED.

L.W.V. Legislation
Memo on amendments that have passed the legislature will go to the local Leagues immediately.

VOTER: The committee recommended that the number of Texas VOTERS printed be raised to 4200 which will increase the cost by \$6 per issue.

Mrs. Ballard will rewrite "Hints for VOTER Editor".

The committee suggested that any changes in masthead for the VOTER be postponed until January 1, 1966.

The Board approved the \$60.00 application fee for second class mailing permit.

The September VOTER will carry two pages of Lively Issues for State Program making.

The welcome to the Provisional Bay Area League will be in the July VOTER if the recognition from National Board comes in time otherwise it will be carried in the September issue.

Publications: Mrs. Brownscombe moved that we charge 2¢ per page for mimeographed material going out of State Office. Mrs. Winick seconded; CARRIED.

Mrs. Brownscombe moved that the local League publications be listed in the supplement of the Publications Catalog to be issued in September. Mrs. Ballard seconded; CARRIED. A form for listing local League publications will be included in post Board report.

A Publications Distribution Committee will be suggested to the Leagues in the post Board report. This committee could save Board time by making publication decisions and could increase the distribution of publications.

The committee recommended that the TCR booklet not be published until the flyers, Facts of Life in Texas are mostly sold and they further recommended that the material on SIR be done for League use only.

The meeting adjourned at 6 p.m.

Committee meetings were held Thursday evening.

SECOND SESSION - Friday June 11, 1965

The Board reconvened at 9 a.m.

Publications: Mrs. Casperson moved that the Memorial Fund be used as a revolving fund for printing the TCR booklet. Seconded by Mrs. Brownscombe; CARRIED.

Mrs. Nolle moved that the State-Local Relations material (booklet on Planning) be produced in acceptable form for public distribution. Mrs. Winick seconded; CARRIED. Mrs. Brown appointed a committee, Mrs. Casperson Ch., Mrs. Brownscombe, Mrs. Freedman, and Mrs. May to decide on the final form of production for the Planning booklet.

Public Relations: The committee did not recommend that the State Board do a "Quote" sheet for the local League finance drives. The August mailing will carry an electronic stencil kit; this method can be used for the Leagues to produce their own "Quotes" locally.

Mrs. Freedman will write the Tyler League requesting the use of the mat, when prepared, for the Fall Voters Guides to experiment with its use in the non-League areas.

Field Service: Mrs. Braunagel made a short report on the Provisional League of El Paso; a detailed report will be sent to each Board member. This League has 5 units and 119 members at present. They are training 20 discussion leaders to be used in rotation in the units. They have planned four meetings on State-Local Relations.

Mrs. Braunagel also reported there have been requests for three meetings in Temple but very few attended. The Board gave approval for no further work in Temple at present.

Mrs. Linehan reported that 31 local Leagues have had Field Service visits and the visits for the other 6 have been arranged.

A State Board member will not attend a workshop of the Valley Leagues due to a lack of available funds.

If the Wichita Falls League shows an increased and interested membership, Mrs. Brown will attend a Fall membership function.

Mrs. Ziegler commended the new Field Service Consultants for an excellent job.

Mrs. Braunagel will go to Washington, D.C. in June to consult with Miss Chris Urban and study the set-up of Area Leagues in the U.S.

Mrs. Pollard will inform the Pasadena League President that the State Board has not received recognition for the Provisional Bay Area League from National and can make no decision nor hold discussion on membership or finance in the area at this time.

This was in answer to Pasadena's request to set boundary line on membership + finance
Local Program: The post Board report will carry the suggestion that the local Leagues form a Local Program Exploratory Committee (completely independent of local Board) to compile a list of suggested local Lively Issues.

Local Lively Issue suggestions will appear in the November Texas VOTER.

Ten ways to pep up an annual meeting will go to the local Leagues early next year.

Units: Mrs. Braunagel will hold a Discussion Leaders Training Session in Dickinson for that region in August.

Finance: Mrs. Ziegler reported that 24 of 36 Leagues have finance chairmen to date.

Mrs. Ziegler and Mrs. Baden will prepare a statistical report on Finance Highlights.

There will be an every-member article on Finance in the November Texas VOTER; this article will be slanted toward getting solicitors.

The post Board report will include tips on summer prospecting; list of nationwide firms contributing in Texas and how to make a "Local Quotes" flyer. *Hand is printed out at new money market conference*

Mrs. Ziegler moved that the local League Presidents be invited to the first day's session of the budget meeting. Seconded; the motion CARRIED with one negative vote. The Board discussion directed that the invitation was to clearly state that the Presidents were invited only for one day, at their own expense.

Membership: Mrs. Linehan reported in the absence of Mrs. Brock.

Cartoon-type membership slide drawings will be presented for discussion at September Board meeting. The committee suggested this as an orientation tool or for use with prospective members. It was also suggested for use at Convention.

The Member-at-Large invitation will be carried on the Voters Guides in the Fall.

Presidents' Council: Mrs. Casperson moved that the 1967 Presidents' Council date be April 4-6. Seconded; CARRIED. *to be held at Driskill*

Policy Sheet: The Board reviewed the July 1964 Policy Sheet.

Nonpartisanship: The committee recommended that the following be added to the first paragraph: as set forth in the Local League Handbook and the State Handbook. The State Board shall be consulted when there is doubt as to interpretation of the nonpartisanship policy. The committee also recommended the insertion of the following paragraph as the second paragraph of the section: The Nominating Committee of the State Board shall acquaint prospective Board nominees with the nonpartisanship policy. Particularly pointed out shall be those areas of the policy in which the interpretation of nonpartisanship depends to a large degree upon circumstances, e.g. political work or governmental service by one's husband.

Mrs. Linehan moved the acceptance of the nonpartisanship section of the Policy Guide with the committee recommended additions. Seconded; CARRIED.

Public Relations: Mrs. Linehan moved that the second sentence of the second paragraph be deleted. Seconded; CARRIED.

Field Service: Mrs. Linehan moved that the following changes be made in the Field Service section: Insert as a second paragraph: The Field Service Core Committee (FSCC) shall be composed of the Field Service Vice President and the Area Chairmen.

In the next paragraph change should to shall, add tailored to its needs, as determined by the FSCC, after the word annually in the first line of the paragraph; delete the first word given of the second line; insert the sentence Field Service consultants shall keep the state office informed of the dates upon which they are visiting local Leagues, as the third sentence of the paragraph.

Add the following paragraphs to the section:

The fee to be paid by a group applying to State Board for recognition as a Provisional League shall be at least fifty dollars. Pledge to State and National services the following year shall be at least one hundred dollars.

When local Leagues request permission for a unit to work on an item or project separately from the parent League, each request shall be evaluated by the State Board before premission is granted.

Mrs. May seconded; the motion CARRIED.

The State Budget: Mrs. Linehan moved the following changes be made: the words Earmarked Funds be changed to Texas VOTER; insert at the beginning of the second sentence With the exception of the amount designated for the Texas VOTER; add the following sentences to the first paragraph: The first fifty cents per capita transmitted to the state League from the local Leagues shall be designated for subscription to the Texas VOTER for current year. Fifty cents of each membership-at-large dues shall be designated as subscription to the Texas VOTER for one year.

Seconded by Mrs. Baden; CARRIED.

Policy on Reserve Fund and Memorial Fund:

Reserve Fund: Mrs. Linehan moved the following changes be made: The second paragraph changed to read: The fund shall be limited to a maximum of \$5,000.00; any amount over the maximum shall be part of the operating account. Insert as the third paragraph: Withdrawals from the Reserve Fund shall be restored as soon as possible, preferably during the next fiscal year. Add to the next paragraph the sentences: Restoration of a withdrawal from the Reserve Fund shall be so stated in the Budget under expenditures. Unexpected income may be placed in the Reserve Fund to bring the total to \$5,000.00.

Mrs. Casperson seconded the motion; CARRIED.

Memorial Fund: Mrs. Linehan moved the words unless the purpose is specified by terms of the gift in the second sentence be changed to with the exception that any portion of the Fund which has its purpose specified by the terms of the gift shall be used only for that purpose. Mrs. Winick seconded; the motion CARRIED with two negative votes.

Board and Committee meeting expenses: Mrs. Linehan moved that the 8¢ in the first paragraph be changed to 6¢ and the \$4.50 for meals in the third paragraph be changed to \$4.00. Mrs. Casperson seconded; CARRIED.

Distribution of Policy Guide: Mrs. Casperson moved that the paragraph be changed to read Copies of this Policy Guide shall be sent to off-Board members of the nominating, budget and Field Service committees for their information, and to the Presidents of local and provisional Leagues upon request. Seconded by Mrs. Linehan. The motion lost.

Post Board Report: Each member stated the material she expected to furnish for the Post Board Report; Mrs. Casperson reported that there would be a separate sheet on Program Making Suggestions for the local Leagues. The deadline for the reports and memos will be June 18th.

The Program Material mailing deadline is August 15th; this mailing will include the booklet on Planning.

The meeting adjourned at 1:00 p.m.

Respectfully submitted,

(signed) Lucia Pollard
Mrs. T.A. Pollard, Secretary

Mrs. Anderson, Richardson
3/18/65

Have each Bd member go over Pubs
in Pub catalog & decide what is
pertinent & then go to Waco & check
supplies & Dorrington & make up catalog.
Cat pub in Sept.

TCR pub is being revised

Voters Service has done voter's guides & they've
been printed

"Organizing Local Leagues (am
supposed to have this, but Mrs. Anderson
never has had. It's mentioned in
Indiana publication.)

LCA - Dallas: (1) Opportunities for Disadvantaged
Families: Study of proposals to alleviate the
problems of disadvantaged families in Dallas.
(2) Study of the functions and responsibilities
of a school board.

Shop - turn knob under clock so slot
points left. Turn right (extreme right
sticks out in front) to Cat right temp
-65°

containing all the provisions
for structure & powers of

respecting

1. (if not) otherwise, if (if)
for the purpose of the
of the

A. of the purpose of the

B. (if) in the of the

C.

which include

Powers to provide a financial local
services

Betty P., Ruth Joer, Flo Z, Mary Ann Ballard, Mimi, Veta Winick,
B. aden (T. nas), Beverly Brook, Peggy Nolle, me, J. L. Schmeier, Katie Linder,
Brenda Carpenter, E. Brown, Lucia

1) $\frac{1}{\sqrt{x}} = x^{-\frac{1}{2}}$

(2) For counties & cities municipalities
flexible govt structure & legis + financial
powers adequate to provide
(1) In the Texas Const a single article

(2) ^a Flexible county & municipal govt structure ^{along} with legis & fin powers adequate to supply local services.

after Council sent Lois Braumage
re sending me 2 books helpful to
local program sent too by Peggy Nolle.

Dallas wants 10^{1/2} copies Indiana Hb
Book

Told Florence

Mrs. Belken - President of Irving
Mys. Hiltch is Program sp. Mrs. Belken was past
League - has no resource chairman -
to Mrs. Wilson on S & R this yr + came to comm mtg.
discouraged! Barbara - could we con-
tinue cooperation, on state + nat
terms (their people meeting with ours)
to help them? This could make it easier
for them to get resource chairmen. Speak
to Florence of this also, as she did
field service report on Irving.
Mimi will be doing field service on
Irving this yr, Florence says. Winnie
of. sp.

Irving LCA is school survey
Mrs. Somerville of Wichita Falls
will write re their child welfare
item

Publications

Tyler wants pub to brief new members on present League positions. Nat CR pub mentioned as example

Edinburg wants reg plan pub of type to fill request by 2 city commissioners

Lubbock asks how can we interest any but big city leagues in reg plan, so probably \therefore would want the reg plan pub to do that.

San Marcos thinks Transportation is a vital part of reg plan that would interest all leagues.

Jos - Texas Prospects will be updated by mid-summer. Leagues praised this pub. Should this be tied to new Nat pub?

cont on 2nd page after this

ack

Reg. written reports before each Bd mtg, deadline
about 10 days before.

ask for added Bd time well before Bd mtg,
(time in addition to your usual amt).

"Organizing Leagues": I will get.

Duplicate Presidents mailing from Nat.

Everything that goes to local League presidents
from state office

"Collection basket" about once a wk from
state office

June Bd mtg in Waco, ^{noon} 6/8 till noon 6/11/65

Sept-Oct. " " " ^{noon} 9/29, 30 + ^{noon} 10/1/65

Jan 1966 " " " 1/11, 12 + 13

Everything for conv. workbk has to be ready by 1/14.

{ State program deadline 11/22/65

{ Program planning comm 12/8 + 9

State conv. 2/22-24/66 Ft. Worth

Pre Conv. Bd mtg. Sun 3/20 + Mon 3/21 at Hotel Texas
3/20 for comm. mtgs.

Post Bd report in April - deadline for post Bd
reports 4/7/65 deadline for post-Council

Voter apts = 4/10 Texas Voter govt 5/1

Nat Presidents Council 5/2-5/7

July Texas Voter Sept^{will be} "Lively Issues" Voter

State Non Comm mtg in connection to Oct.
Bd

May need const amends pro & cons) 11/65

Not program^{bylaws changes} deadline 12/2/65

~~P~~ Proposed^{state} program goes out 1/22/66

2nd round^{state} program deadline 2/22/66

Pubs cont

Pubs - Joy says:

Fills orders each day

I get a copy of each bill. ^{Joy} Bills once a mo to each LL

Joy abbreviates^{on bills} so consult catalog

NC = only charging postage

I get also copy of invoices showing
Net pubs ordered by LL

Joy Will send me bills since Betty gave
Pubs up

S M U will do printing (Martin Reed)

Morris Printers did "You & Your Schs" of Dallas
LWO

Mrs. Price of Longview - offset has printing co. ^{she} will meet & meet ^{in Dallas} if notify her, as she visits Dallas ^{often}

State League Pubs, catalog in state office

Joy send me to get pubs + local program info from

Publications

make a

I, Monthly list of pubs ^{ordered by report} supplied to L L, with some inferences re "weak spots." Not

II Combined report of preceding months, with conclusions, in pre-Bd mtg. report. ^{Write letter with conclusions}

These lists are basic data which show how things are going re pubs, what L L seem to need help to push pubs & what pubs seem to do less well. ^{Try to find out from the pubs person or "weak pub" leagues what they think is wrong & how we might help.}

Lists could help Bd estimate how many to print of pubs.

Lists could probably also give us further info about pubs & their financial return to us - might have other significance to a business trained person

Write re this ^{just above} to Nat

Study L L budgets to get further data wh might suggest ways to increase pub distribution

L Prog & Pubs ^{Just list Nat & state are pubs that are in catalog - not in state}

Coll. basket include items fr. Field Service include letting us all know when a ^{Field Serv.} person is going to any League, so other chairs can contact her re areas & emphasis. Doing bet now & June 1

SLR 3/26 P.M.

HJR 75

Introduce planning to Texas & our members

Bibliography ready on 5/1

Post Bd report - Keith speech, NLWO

"Planning in the Community"

Publication out 8/1 patterned after Nat.

"Politics of Trade" (might be called

November Texas Voter

Will definitely have pros & cons, but not so labeled

HB 44 Housing bill that would apparently forbid zoning and land use planning. Peggy & Janis will examine this. Motion ^{adopted} on this is: I'm to report to Dallas

TCR CR 18³ Veta Wirnick

decide about this at Sept. Bd.
(Pamphlet like Nat CR one brought to June Bd mtg. Want it out by August *use in communities*)
TC Review ^{updated} pamphlet will be brought to Sept Bd - Will concentrate on this
Do big push on Facts of Life

Election Laws CR - Prashner

Summary of Sketches of Texas Elec. Laws (done in 3 or 4 pages, mimeog) (Revision of 1960 edition of Sketches). This is for reference. Flip chart is for member; this is for members wanting more depth.

Nat. Program - Joor

Will send Memo to LL asking if they want a workshop (with other LLs) on Nat. Prog. one day basis.

Recommendation to Nat Council - ^{we} want research job on int poverty program to see if there is duplication between agencies

Emergency item - supportment ^{We are} against emergency item, but seemed favorable to unfavorable to Nat. Bd's strict interpretation.

Legislative - Peggy Rolle

Post-Bd Report to include ^{up to date} info on HB66 & other bills

Rubber stamp "Time for Action".

Use script or box ^{for} especially important or new information. Type report stuff to indicate this.

If Roll Tax amendment or Const Comm
amendment passes legis then in fall
1965 we must start ^{planning} support. If
these don't pass legis, material would
be different but renewed drive ^{for the 2} has
to start this fall. LL should take
this into acct in program planning
for this yr as well as next.

President's Council Report - Prashner

→ Provide for local pub display
at Conv. & Pres. Council

Expense - John Keith \$227

Worksheets 170

Carol Achford 17

Gennie for panel 10

Bd. experae 410

акс

Deficit 242

Finance - Ziegler

No finance mtg. given by State Bd this yr.

Ask PR to help them prepare a state quotes sheet like Nat's - mismeag

Field service will continue their contact

144

Membership - Brock

Calendar 1 memb comm.

Units - Pettis

→ "Let's Have a Discussion" should be in a different part of Pub Cat or else twice in the catalog

Local Program Committee

As a new state Bd member handling
a portfolio newly added to the Bd,
4 with few ^{inherited} files
1 the first thing to do, I think is to
acquire basic data which, hopefully,
will ^{indicate} ~~point out~~ various ways to help
Ls & local programs. The Local
Program Commn plans to do the
following:

I. Compile a list of ll program items
for 1965-66 & back thru 1961-62. (From
this give to ll the names of other
leagues having now, or having had
since 1960, items in their present field
of ^{local} program. For example, let League A,
wh is now doing ~~schl~~ a schl survey,
know that League B is also doing a
schl survey & ^{that} League C did a schl
survey in 61-62 wh ^{has since} developed into
various related schl items.)

II. Obtain from the ^{scrubbook} portfolio of state
publications catalogs, which is presently
in the state office, any information
wh looks as if it would be helpful
to ll programs. (Note: ^{Note is} Dorothy says I can borrow
this). ^{note: I am willing to examine this portfolio for}
helps there might be for state & nat program,
if you want.

III. Gather a list of suggestions to help
l's do their research on a program
item. For example, on a schools item,
what state agencies would have information,
(sources of information on the item, for example,
This would include state agencies,
local boards & officials, ^{newspaper morgues} what might
be found in libraries or could be
obtained from the Institute of Public
Affairs at U.T. In connection with this,
I'll try through consulting the Texas
Almanac, obtaining chamber of commerce
material, and perhaps other reading,
to become better acquainted with the
cities and areas in which the 33 ^{leagues}
that I don't know so well are located).

IV. Possibly offer help on ^{{ local program making} choosing local
program, well ahead of when next
yr's local program is chosen.

VI. Members at lge - Bryan -

Remind of Ind. bk

Jan 64 + May 64 Nat Bd reports
explain new Nat program

"Organizing New Leagues" Va Mac
has copy I could borrow. New
one comes out in June. Gray
pages especially appropriate.

Field Service 3/27 am

Try harder to involve old presidents in
local pres workshops e.g. ask them what
they wish they had known at the start
of / term

Little more hand tailoring - probably
not regular Bd trip for Houston, Dallas
& Lubbock. H wants a regional mtg. Shant
insist on it in some cases, but will
try to get & give info thru other devices

→ Pasadena LL has local item of I Know
Your Schls

{ Bonville - healthy ^{42, budget 22 minutes} Lucia will be in Valley
Naplinger, Edinburg ^{22 minutes} - deep trouble. Lucia will
get presidents together & try to work out
having a workshop on something, especially
tailored for them. ^{over} Poll has stood hurt them

a lot. Newspaper coverage was non-existent, but looking up now

→ 4/13+14+15/14-15 Latic going to El Paso. Geog. problem - El
Paso divided by Mt. Franklin. Monty League is on one

side & not & most of pop on other. 83 members now. In very good shape.

Bay area ^(Larvia) - gen mtg 3/30 in nat program & business mtg. at wh temporary chmn of C. Must
) 40 pd members before orgnl mtg. 72 women) shown interest. Have wonderful PR as far as newspapers - one member who knows League is on " staff & they get into 4 weekly newspapers. Are in paper constantly. Mid May deadline) , — & 40 pd. members. If they don't meet this will suggest they join one & nearby b.l.s. Many are working women (many asked

→ { Larvia - Valley weeks incl 5/3, 4 & 5
Brock - Abilene 4/21 & 22

Carters Intense carbon

Off Bd 75 Joan Parney & Miriam Mendel of Houston

Lois has manual for use & field service consultants well along

Voter - Mary Stan Ballard
May, July, Sept., Nov. Feb.

4/8 deadline for May Voter

6/10 deadline for July Voter & so on
I will get copy of "How to Submit
Copy to the Voter" 35 characters per line
Write newspaper style - lead in

May Voter will include

Council Report front page no pictures

70 lines Pb type resume of Council - Miami

45 lines for ^{Beulah Kolbis} ~~program~~ ^{consensus} S L R & J S & T to C.R.

P. 2 Budget & discussion of Budget

P. 3 Dorothy's column 66 lines

+4

Legislative summary 66 lines

Prov. League status of El Paso

1966 conv. notice

Delegates to nat council

New state Bd chart, portfolios, biog. info.

"Caravan to Colo" - engine in this issue

1 engine & 1 car next issue

Bop & Important League dates

New format probably 5 July issue. Will find out if
we qualify for 2nd class permit at considerable avg.

Will push program to front as nat Voter does.

→ Beulah will send me local program reports
fr. ann-reports of lls for 64-65

Voter's Service - Jo Prochner

^{2 page}

"Mimeog swap shop of VS suggestions fr
- Little Mtgs. - goes in June post Bd mtg.

PR - mimi

→ lls got a catalog fr. Inst & Pub affairs, UT,
last yr fr State. They can get on mailing
list free but state has to pay 10¢ per.

PR list of people all over state to send Texas
Prospects is - state office & these will
be sent.

→ Field Service requested, ^{by mimi} to push Texas Prospects
Mrs. Walters, Amarillo, said she would
work up a list of local newspapers.

"Quote sheet" ^{names} will be presented to June Bd.

Use cheap paper for inter board
[Sbl space anything to be mimeog or for Voter
Use paper some heavier than onionskin
Ruth permitted to attend water seminar at UT

HGR 44 is success HGR 44

Voter deadline 4/10

Post Bd report deadline 4/7 mailed out 4/16

Comm reports, final Treas. report, Ch list

Sugg all work calendar of Bd list all pres.
list Trips on Reaching Texas air time
adopted Budget adopted state programs
19 Ways to Use TCR (Benton) legis in-
formation

Field Serv. trips
Flc - Waco about mid April
" Corsicana 1 wk later
" Ft W. end of May
" Tyler + Longview

Orgnizer

Memberships

Leadership - uses & abuses

Profile & good LWD pres.

U s a m i s s i o n
r e s i d e n t

s u b s c r i b e r =

Mrs. John C. Roberts, pres. 21. Worth

Local Pubs catalog - bring a supply
fr. L L's?

\$190 for 2 fold Voter
+ postage \$111

Local Program Comm.

- ✓ 1. I now have 1 local programs of all our Leagues back for about 10 yrs. & if any of you should need program information for that period for any LL I'll be glad to supply it. Post Bd Report

Post Bd Report

2. We would like to run a series of helps on local program from time to time in various media. Our first would be:
3. In the post-Board report, suggest a Local Program Exploratory Committee - non-Board, grass-roots, one member or up to 5 members, as a League has woman power.
4. We ^{have} wish to ^{deadline to Voter club 10/10} request one page in the November Texas Voter for a "Lively Issues" on local program
5. Repeat in January, for LL Bds, the Tips on wording local program which may be used in connection with Lucia's program making session (Beulah)
6. Do, in January, for LL Bds, a Ten Ways to Give Your Annual Mtg. Verve, Vim & Vigor, or such.

Post
Bd report The Commr recommends having a separate
page (if possible of a different color) in the
new Publications Catalog for a listing
which are to be ordered from the Local Leagues.
of Local League publications. Procedure
for getting these - letters to Leagues asking
them to list eligible pubs, whether they are
printed or mimeographed, number of pages, date,
explanation if title not self explanatory, price.
Put a deadline for receipt of information.

✓ Send Lucia pronto my reports to
the State Bd for Local Program and
Pubs. 6/17/65

Publications Comm Report

1

1. Cartoon - Motto of Pubs Comm
2. Publications tabulations for 4/1/64 - 4/1/65 -
From these we find which Leagues order program material in a reasonable proportion to their number of members; which fall appreciably, greatly or completely below that proportion? We have one League (La Marque) that ordered no program material, on any item, in the 13 months 4/1/64 - 4/30/65. Another League (Odessa) ordered no program material except one pub on one item. Two Leagues (Texas City & Harlingen) ordered only two program pubs & flip charts.

We also find from tabulation which Leagues show particular interest, & which Leagues little interest, in which program items. 7 Leagues ordered no copies of last yrs SZR fact sheets on the county, which were the pubs on that CA item. 14 Leagues ordered no material on Jud. Sel. & Tenure. Presumably they relied for program use on JS & T article in Texas Voter.

Govine all received the monthly pubs

tabulations for Feb., Mar. & April. I expect to keep sending monthly tabulations & by next Bd mtg to have a consolidated tab for, say, the first 5 months of this League yr. Our Bd mtgs just don't come right for using the standard division of yr into quarters, halves, etc.!

3. The tabulations covering all of last yr went only to Pubs. Comm. and the Pres. & VPs. So if anyone else wants information from these ^{tab.}, I'll be happy to send it to you.

4. Put in Post Bd report. ^{yes 2¢ per page, but not authoritative}
Recommend charging 2 or 3¢ per page ^{in the state office} for our mimeog. mat. (Most state pub. cats do not say whether or not a pub is mimeog, plus how many pages it has - but they always give a price! But I do have data on 8 states & their prices per mimeog page vary from 2¢ to 5¢. National chgs 10¢ for each mimeog stmts before Cong committees whether they are 1 or 2 pages long).

(cont'd)

5. In Pubs Cat ^{Yes} list local League pubs — on a different color sheet if possible (see Local program turned up page) Put in post Bd report ¹⁸⁶⁵ 1789
5A H. Worth + Deaton ^{Separate sheet?}
6. Pubs. Distribution Comm. We did a little ¹⁷⁶
facing a problem of bettering pubs. acceptance particularly — Leagues that are really substandard in P respect.

7. TC R. Comm had divided opinion ^{for Bd report}
majority felt a ^{new} TC R pamphlet should be deferred until Fast & Life are so virtually disposed of. Minority opinion ^{already using mem fund} did not want to defer — pamphlet on this basis ^{yes} mem fund be used as a revolving fund to print ^{TC R} pamphlet

8. Here Comm becomes Economy Bloc, to borrow Congressional terminology. S & R. Janice figures a larger pamphlet than Texas Prospects. Minni

^{to determine pamphlet form & look}
Comm: Casper, Freedman, Brownscombe, May

Send to Dorothy ^{& the above comm.}: printing bids & samples of all kinds & printing with the bids.

Congrat W F for being in Nat Bd report
Congrat El Paso — welcome them

Answer El Paso H. Worth Treas. (slip sheets)

1967 Easter 3/26 Sun.

Palm Sunday 3/19

Apr. 4-6 Local Presidents Council at
the Driskill, Austin

Deadlines:

Sept 28 - Oct 1 incl. budget mtg 9/28

Prc Bd Sept mtg 9/10

Mailed to us 9/17/65

On regular schedule in SO thru 2/15

7/15 - 9/1 half day - mornings. Office
close at 1 P.M. Closed entirely ^{thru 8/6} 8/9 - ^{mon} 8/23

(may be open half days there 2 wks)

June 18 - post Bd report

June 30 - mailed to LL

Post Bd Report:

Janice - progress on SLR & it includes all LL

Veta - TCR - Reminder re Facts & Life

^{etc.}
✓ 7/30 - amendment information to Jo Brashner
8/1 Voters

7/15 deadline on SLR to me

8/15 SLR to go out if SO

New Pubs cat deadli go out after Sept Bd. mtg.

10/10 deadline to Mary Ann for Nov. Voter

Send vacation dates to Dorothy

From Kay: Will go back in 1st 1st
✓ Costs & Life such as: Prospects, Facts &
Life, etc. e.g. (I get sales from my bills.)

<u>Name</u>	<u>Costs</u>	<u>Sales</u>
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Prospects		
-----------	--	--

Life		
------	--	--

Program Mats

Common procedure

Explanation v files

"Do it Yourself" type v mat

November 5, 1965

TO: State Board Members
FROM: Brown
RE: Collection Basket

I cancelled my trip to Dallas today to meet with Mr. Plain of the Sears Foundation because it seemed quite premature. I don't think we are far enough along yet to get printing bids, etc. and this is what he wanted to talk about. I have rescheduled the trip for December 1, hoping that by then we will know how many pages we're adding and how much change will have to be made in the present make-up of the book so that we will have been able to get printing bids. I did tell him when I talked to him this morning that we are aiming for a March 1 publication date.

The total number of VGs shipped to LLs seems to be 126,550. The main reason I am not entirely sure of the total is that the printer seems to have printed more than our original order because he didn't run out of them and have to print more as soon as our figures indicated that he should have. So until the actual billing is complete, we will not have a completely accurate total. The largest number of Guides was ordered by Houston - 23,000....their additional orders totalled 13,000 - 3,000 more than their original order!

There's good news on BLUEPRINT too. To this morning, we have shipped 634 on DPM and SO, 1097 on additional orders for a total of 1731 sold. This means that we must only sell an additional 454 to reach the break-even point. I think this is remarkable in the first three weeks of distribution. The post card order blank that we put in the complimentary copies is also bringing orders. This week we have received orders for 10 copies for the HHFA office in Fort Worth, 10 for Prof. Leipziger-Pearce, and 5 for the County Planning Engineer in Dallas. Fort Worth ordered 150 copies for L/V distribution and there have been other smaller orders. I'm pleased - hope you are too. The press release enclosed may produce a few more although I really haven't too high hopes for that. A copy of BLUEPRINT accompanied the release.

The first Program-making forms arrived in the office this morning from Lake Jackson so we're off into that chore. Local VOTERS indicate that there may be a wide variety of subjects for the Proposed Program committee to consider. I find this period the most exciting in the League year....I have my own wants, of course, and it's gratifying to see them expressed by some Leagues and disappointing when they seem to overlook that subject I think is ideal.

Mary Fran called yesterday afternoon to explain that there will be a slight delay in receipt of the November VOTER so don't worry when it doesn't appear in your mail box right away. Our LLP VOTER editor has had her hands full these last two or three weeks and something had to give! The VOTER, when it does come, will be in its fancy new dress - new masthead and new address and title box on the back page.

The rest of this week's mail has been light and of a routine nature, which suited my schedule this week fine. I've been sewing, entertaining, and working on the Water Seminar.

* * * * *

November 12, 1965

TO: State Board Members
FROM: Brown
RE: Collection Basket

The mail has been light this week but what there has been, has been gratifying. We are still getting complimentary letters about our complimentary copies of BLUEPRINT. They have come from the heads of the agencies in the new Planning Agencies Council - Highway Department, Parks and Wildlife Department and the newly appointed head of the Council - Terrell Blodgett. We also had a very nice note from John Keith as a result of the copy we sent him and a request for three copies for him to deliver to the presidents of the New York, New Jersey and Connecticut LNWs. Other mail has included reports on VS activities of some of the LLs; minutes, VOTERS, and the like.

I have started the first round of discussion by mail with the VPs and Lucia on the January Board meeting agenda and we have made the reservation at the Carrousel. Seems impossible that it's getting that close to time for another Board meeting but you all know what's ahead in the next few weeks so it is none too early to start. While the subject is on my mind, let me remind you that the deadline for your pre-Board reports is December 10. We'll want to put the mailing in the post office by December 17 - then you can read it during some of your moments of relaxation during the holidays. Please make your pre-Board reports as full as possible since time on the Agenda must, of necessity, be given to such things as Proposed Program, bylaws changes, Convention, and oral reports may need to be quite short.

Janice and I leave in the morning for St. Louis. Peggy will leave Austin late tomorrow by train in order to arrive earlier in St. Louis and have time for a visit with some of Wilson's relatives. Only the three of us are going but Gwen is meeting us there Sunday night and we'll try to make a deal with her - if she will cover some of the workshop sessions for us, we'll make our reports available to the Indiana LNW. How about that? We'll be staying at the Chase-Park Plaza Hotel although I expect to spend at least one night in Alton at Mother's. I think my parents and sister are returning with me.

Beverly, I'm going to take this means of answering the inquiry in your memo on Membership this morning: We checked the Baytown membership list and find that it was sent to us by Mrs. George Kramer, 1604 Ivie Lee, Baytown, 77520: she must be the VK on that report to you. The name is not on the Board list; she may be new. The membership list does not include first names so I don't know what the V stands for.

We did have one memo from national this week that deserves mention. A national Negro magazine is doing an article on the LNW and national asked us for stories about our Negro members for inclusion in the article (it went to all state presidents). I wrote back that I could not help since I had no way of knowing the race of the local Board members and/or members and suggested that such information would be more completely and more quickly available from the LLPs of such places as Dallas, Waco, Galveston, Houston, etc., which have Negro members.

Will attempt a CB next Friday but don't be dismayed if it's delayed -- there should be quite a stack of mail on my desk when I return next Friday. So far we have received 5 Program-making recommendations and next week should be the heavy week on that.

* * * * *



League of Women Voters of Texas

612 NORTH 18th STREET

WACO, TEXAS

Nov. 18, 1966

Dear Elizabeth,

I looked into the League files to see whether Mrs. Upshaw actually served on the state Board. She did. Just before she was chairman of the Nominating Committee (1950-52) she was Treasurer and Publications chairman at the same time.

I did not have time to go back any further, so stopped, since I had found what I was looking for. Sometime perhaps I'll have more time.

Thank you for calling the statistics to me for the VOTER.

Mary Freen

2100
October 24, 1966

To: Ballard; cc: Martin, Lancaster, SO
From: Brownscombe
Re: November 1966 TEXAS VOTER

Regarding "In Memoriams" for state Board people, I feel that such a notice in the VOTER is a recognition of service to the League which shows to family and friends our appreciation and which gives to all League members a sense of the continuity of the League. Since, through lack of knowledge, we probably cannot accord such recognition to all who deserve it, should we accord it to any? My feeling is that we should. I also think that the responsibility for calling attention to the people who should be given recognition rests with those who knew them, not with the VOTER. On this particular "In Memoriam" (for Catherine Upshaw) I think we should do as you think best. Perhaps having a policy on such items should be discussed at a Voter Committee meeting.

I've the following further information about Catherine. The newspaper obituary for her mentioned her membership on the League's state Board, and I called her husband to ask when that was. He did not know, but said that he had had a letter from Delia Mares (Mrs. Joseph) of Dickinson recalling little incidents and Catherine's delightful humor on the Board. He spoke of Catherine's helping Lois Perryman in organizing Leagues and working closely over the years with Betty Ann Row (Dallas League president in the mid-1940's and state League president 1946-50). Catherine had been a member of the Dallas and Texas Leagues continuously from 1939. She was chairman of the state Nominating Committee in 1950-52....It occurs to me that possibly Catherine may not have been actually a state Board member, but she certainly was on state Board committees and was closely associated with the Board. I expect Delia Mares would know.

I favor printing the budget in the February VOTER as originally planned. In addition to the considerations you've mentioned, I think the budget should not go to the whole membership, as it does through the VOTER, until local League Boards have had ample time to give it their thorough consideration based on the customary budget mailing, with its full explanation.

OOps--I almost forgot--I've a suggestion from Virginia Macdonald. She wonders if the printer could put three circles on the left side margin of the front page of the VOTER (as is done on the national VOTER) as a guide for punching holes. Virginia files her VOTERS in a notebook and finds the markings very helpful. She says that the printer does not charge National extra for putting on these circles.

on Ruth Martin's copy, I put: I do so hope, Ruth, that you will soon be feeling much better - I saw the ^{editorial designation} notice in the Amarillo VOTER and am very sorry that you've not been feeling well.

10/20/66

To: Brownscombe; cc: Martin, Lancaster, SO
From: Ballard
Re: Nov. 1966 Texas VOTER

Thank you for the suggestions for layout.

We can include the "In Memoriam" to Mrs. Upshaw, if there is space, but I am always hesitant to do so because we inadvertantly omit others who should have the same recognition. If we include this one, I would have to have the dates of Mrs. Upshaw's service on the state Board, at the very least.

I did assign the Education Fund article to Dorothy Brown, and am sorry I neglected to tell you so. Ruth Joer has since pointed out that the article might deserve more prominent spacing if the ~~xxx~~ permit is granted. I don't know.

Ruth J. has also suggested printing the budget in this issue of the VOTER. Possibly we could do this, but I don't see how this particular budget can go without a thorough explanation and thus take up considerable space. Some part of the present plan would have to be omitted. I think it is a pretty good balance as is, that is what we decided at the Board meeting. Also, do you think the Budget belongs here or in the February VOTER as originally planned - ~~xx~~ the Council VOTER ??

*Catherine - Chron State Nominating comar 1950-52, 20 I
assume her state Bd membership was before then.*

League of Women Voters of Texas

MRS. MAURICE H. BROWN, President



612 NORTH 18th STREET

WACO, TEXAS

File

October 18, 1966

TO: Ballard, Lancaster, Martin (VOTER Committee), Joor
FROM: Brownscombe
RE: November 1966 TEXAS VOTER
one

I've only/suggestion as to emphasis in the tentative layout: on page 1 exchange the position and space of "area conference" with "election night reporting", so that the conferences will have the more prominent position. I would then transfer the "Council Call" to the bottom of column 3. Area conferences and election night reporting would thus end up with about equal space, but area conferences would have the headline position. I suggest this change because to have the two big stories on page 1 both deal with the November 8th election seems over emphasis to me. The area conference article would give variety, and with the conference emphasis on membership it's very important news, I think--I'm remembering what Mrs. Morgan said at Board training!

Also, Mary Fran, I think there should be a black-bordered In Memoriam box for Mrs. Banks Upshaw, of Dallas, who died September 27, 1966, and was a former member of the state Board.

If there is to be an article on the Education Fund shouldn't Dorothy Brown write it, Mary Fran, rather than I? I know she wanted to mention a gift to the Fund in memory of Mrs. Misegades of the Tyler LWV, and it is to Dorothy's address that the IRS will send the notice re the Fund's achieving tax exemption. That might come before the November 1st deadline for the VOTER, but it's not likely to be much before.

On Rose's carbon I put:
I think the press releases are fine and
shall look for them in our paper -
Elizabeth

- (3) To effectively enforce this power the court would be authorized to:
- Prescribe minimum lot sizes, set back lines and minimum standards for streets, roads, bridges, canals and alleys.
 - Establish a building code and require the issuance of a building permit for all structures except

- those used in agricultural pursuits.
- Require a bond from subdividers for the proper construction of streets, roads, bridges, canals and alleys.
 - Require notice and public hearing prior to adoption of orders implementing these powers and specifies penalties for violations.

5. CONSTITUTIONAL AMENDMENT: THE URBAN COUNTY

PURPOSE: To enable specified urban counties to fill the need for area-wide governmental services.

- Would define an "urban county" as either:
 - One having a population density of 100 per square mile; or
 - Containing an incorporated city of 50,000 or more.*
- Allow such counties to levy taxes without regard to the Constitutional 80¢ limit for specified services (health, welfare, hospitals, parks, libraries, airports, planning, transit, refuse disposal and flood control) provided such services are provided uniformly throughout the county, including those areas within incorporated cities.
- Permit the commissioners court to consolidate county receipts into a single General Fund; establish a merit system for county employees; establish an appointive Board of Equalization for ad valorem taxes; set rates of compensation for county officers and employees;

and appoint an administrator (who could be the county judge or other county officer or employee) to supervise those activities directly under the control of the court.

- Provide for long-term contracts between the urban county and its constituent cities and between such counties and neighboring counties.
- Empower the Legislature to enact laws distinguishing between urban counties and other counties, but prohibit special laws applying to fewer than the total number of urban counties.
- When empowered to do so by enabling legislation, an urban county could define an area as "urban but unincorporated" and perform within such area any function which could be performed by a general law city and levy additional taxes within such area to pay for these additional services.

*Counties currently qualified would be: Bell, Bexar, Cameron, Dallas, Ector, El Paso, Galveston, Gregg, Harris, Hidalgo, Jefferson, Lubbock, McLennan, Midland, Nueces, Orange, Potter, Smith, Tarrant, Taylor, Tom Green, Travis, Webb and Wichita.

6. CONSTITUTIONAL AMENDMENT: OPTIONAL COUNTY PLANS OF GOVERNMENT

PURPOSE: To give urban counties the power to modify their governmental structure in accordance with optional plans to be made available by the Legislature.

- Would permit the Legislature to enact laws setting up various optional plans of county governmental organization which could be adopted by an urban county by local referendum.
- The optional plans devised by the Legislature could:
 - Provide for the reorganization of the county commissioners court by authorizing as many as eight commissioners and specifying that they may be elected from precincts, at-large or some combination or variation thereof.
 - Provide for vesting executive authority either in the county judge or in a county administrator to be appointed by the commissioners court.
 - Provide for the substitution of appointive officers for elective administrative officials if change is specifically authorized by local referendum. (Po-

sitions which might be affected include: County Clerk; Sheriff; Assessor and Collector of Taxes; Treasurer; Justice of the Peace; Constable; Public Weigher; Inspector of Hides and Animals; and District Clerk.)

OFFICERS 1966

I. F. BETTS, (CHAIRMAN); CHAIRMAN OF BOARD, THE AMERICAN NATIONAL BANK, BEAUMONT

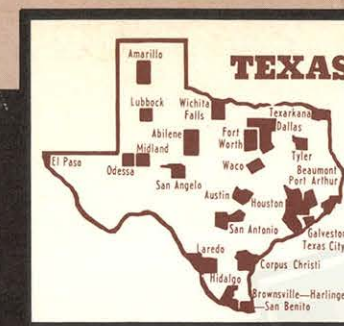
S. J. HAY, (VICE CHAIRMAN); CHAIRMAN OF BOARD, GREAT NATIONAL LIFE INSURANCE COMPANY, DALLAS

GROGAN LORD, (SECRETARY-TREASURER); PRESIDENT, TEXAS CAPITAL CORPORATION, GEORGETOWN

ALVIN A. BURGER, EXECUTIVE DIRECTOR

JAMES W. MCGREW, RESEARCH DIRECTOR AND DIRECTOR OF METROPOLITAN STUDY

The Texas Research League is a citizen-supported nonprofit, non-political educational corporation engaged in objective, factual research into the operations, programs and problems of Texas government.



TEXAS METROPOLITAN STUDY

newsletter

A PROGRESS REPORT ON THE LEAGUE'S STUDY OF THE GOVERNMENTAL PROBLEMS OF 22 URBAN REGIONS

TEXAS RESEARCH LEAGUE • DRAWER C CAPITOL STATION • AUSTIN, TEXAS

OUTLINE OF TENTATIVE RECOMMENDATIONS FOR LEGISLATIVE ACTION, 1967

Introduction

This special edition of the *Metropolitan Study Newsletter* provides a brief outline of tentative recommendations growing out of the first phase of the Research League's study of local government in the metropolitan areas of Texas.

The recommendations offer a framework of State laws and Constitutional provisions designed to enable and encourage the people living in those areas and their elected officials to tackle and solve their pressing governmental problems.

Adoption of the League's recommendations would require the enactment of four bills and two Constitutional Amendments. The latter, of course, would have to receive favorable consideration of the electorate at a statewide election.

These proposals are modest in the cost they would impose upon our State government—an estimated \$3.4 million for the two-year period beginning September 1, 1967 and ending August 31, 1969. Obviously they are not intended to solve the financial problems of our metropolitan areas. They are intended to provide the tools for getting at the tough problems of our urbanized areas. They would place State support behind devices that will promote efficiency and economy rather than encourage the most wasteful possible organization of government in our urban centers. They would do this, moreover, by strengthening rather than weakening local home rule.

We wish to stress the fact that these proposals, although supported by considerable research, are still tentative, and we invite all interested persons to submit criticisms and suggestions for their improvement. All such comments will receive the careful consideration of our staff.

Alvin A. Burger
Executive Director
Texas Research League

SPECIAL EDITION

1. TEXAS LOCAL GOVERNMENT AGENCY ACT

PURPOSE: To provide two-way communication and cooperation between the State and local governments, promote interlocal cooperation, provide needed technical assistance to those local governments which request such assistance, and to approve or disapprove new municipal incorporations.

- (1) Director
Director of Local Government Agency to be appointed by Governor, with advice and consent of the Senate, to serve, at his pleasure, as chief executive officer. He shall have proven administrative ability and experience in public administration with special emphasis on the problems of local government.
- (2) Functions of the Agency
 - (a) Provide statistical information on finances of local government. To this end devise a short form on which counties and cities shall report annual financial transactions in uniform manner. Portions of Article 689a-11 and 689a-15 (requiring budgets to be submitted to Comptroller) would be repealed.
 - (b) Coordinate State services to local government. (Note limitation below.)
 - (c) Encourage interlocal cooperation. Upon request serve as mediator in disputes over interlocal contracts.
 - (d) Coordinate federal programs affecting local governments. (Note limitation below.)
 - (e) Institute measures designed to raise level of local public services through educational programs at higher educational facilities and through in-service training programs.
 - (f) Additional powers that may be assigned, see "Metropolitan Planning and Cooperation Act" (Item 2) and "Interlocal Cooperation Incentive Act" (Item 3).
- (3) Limitations on Agency
 - (a) Act does not constitute a limitation on functions and powers legally assigned to any other State agency.
- (b) Direct contact between federal and State agencies and local governments specifically preserved.
- (4) Approval of new municipal incorporations (amends Art. 1134).
 - (a) Creates Municipal Incorporation Review Board consisting of three members appointed by Governor with the advice and consent of the Senate. Members to serve six-year overlapping terms. Governor designates Chairman.
 - (b) Petition for incorporation presented to County Judge must be accompanied by details on estimated population, map, valuations and existing governmental services.
 - (c) Judge ascertains if petition is in proper form and forwards to Board.
 - (d) Board institutes extensive and detailed investigation by Director of Local Government Agency which includes consultation with any regional planning agency in area and nearby local governments. Director may hold public hearing in area.
 - (e) Board may take one of three actions:
 - (1) Approve and authorize election.
 - (2) Disapprove—no election, no new petition for period of two years.
 - (3) Suggest amendments which, if incorporated into an amended application, will lead to approval to hold an election.
 - (f) County Judge:
 - (1) Disapproved petition: Takes no action other than to inform petitioners.
 - (2) Amendments suggested: Give to petitioners.
 - (3) Approved petition. Call election in accordance with Art. 1136 (needs slight amendment to conform).

2. METROPOLITAN PLANNING AND COOPERATION ACT

PURPOSE: Legalize Councils of Governments and promote State assistance to those which meet minimum standards. This would be in addition to H. B. 319 which authorizes the creation of Regional Planning Commissions.

- (1) Authorizes the formation of voluntary Councils of Governments in "metropolitan areas" or "urban regions."
 - (a) "Metropolitan area" to be defined by Local Government Agency* but generally to conform to SMSA.
 - (b) "Urban region" would be at least one county with population of 50,000 and 60% urban. (All references to "metropolitan areas" apply to "urban regions.")
- (2) Membership
 - (a) Must be offered to counties, cities and school districts in metropolitan area.
 - (b) May be offered to special districts (water, sewer, hospitals, etc.) and to local governments in counties contiguous to metropolitan area.
- (3) Representation
 - (a) Minimum
—1 vote per county
- (b) —1 vote per city of 10,000 or more
—1 vote for each five cities of less than 10,000
—1 vote per school district of 10,000 enrollment or more
—1 vote per county to represent smaller school districts
- (b) Combined county-city votes must add to at least 51% of total.
- (c) Elected officials must comprise at least 75% of total voting representatives.
- (d) State liaison officer (non-voting) to attend all general, special and committee meetings. To be appointed by Director of L.G.A.
- (4) Member may withdraw by passage of a resolution by majority of governing body at two successive regular meetings and payment of any financial obligations for current year.
- (5) Powers and Duties of COG
 - (a) General power to study and discuss any area

*Powers given to L.G.A. in this Act would revert to Governor if the L.G.A. Act failed to pass.

- (b) problem, promote interlocal cooperation, etc.
- (b) Metropolitan planning (spelled out specifically in language close to that recommended by the Council of State Governments and the Advisory Commission on Intergovernmental Relations).
- (c) May contract with member governments to provide services (i.e., planning, purchasing) provided contractees pay all costs.
- (d) May establish committees, employ staff, accept and disburse funds, acquire property, affiliate with Texas Municipal Retirement System.
- (e) Shall be the local cooperating agency in the transportation studies required by Federal law.
- (6) Shall employ an executive director as its chief executive officer.
- (7) Implementation of Metropolitan Plans
 - (a) Council gives tentative approval.
 - (b) Copies provided State and member local governments who may comment or offer suggestions.
 - (c) Upon receipt of State and local comments, Council holds public hearing and may then approve plan.
 - (d) Approved plan submitted to each member government. Where approved by local governing body, it supersedes all previous plans.
- (8) Coordination of State, regional and local planning
 - (a) State agencies must give Councils opportunity to comment on any plan to extent it affects their area.
 - (b) Local governments in metropolitan area must file with Council all relevant planning information.
- (9) Special problems
 - (a) Authorizes cooperation in interstate COG's or planning (Texarkana).

- (b) Authorizes (subject to Federal law) cooperation with Mexico for international planning across border. (El Paso, Laredo, Lower Rio Grande Valley.)
- (10) State Financial Assistance*
To obtain State aid, the COG must conform to law and embrace 60% of population including largest incorporated city.
 - (a) General State aid (no local matching required) equal to total of:
10¢ x first 50,000 population plus
2¢ x next 950,000 population plus
1¢ x population in excess of 1,000,000.
 - (b) State planning aid to match local funds up to total of:
25¢ x first 50,000 population plus
5¢ x population over 50,000.
 - (c) General aid may be commingled with planning aid in metropolitan areas of less than 300,000 population; must be kept separate in larger areas. Planning aid must be used for planning.
 - (d) Population tied to metropolitan area
 - (1) To prevent loss due to failure of a local government to join.
 - (2) To avoid financial incentive to expand beyond logical area of operation.
- (11) Representatives of all COG's to meet in Summer of 1968 to evaluate bill and formulate recommendations to 61st Legislature.

*State cost will not exceed \$850,000 annually.

3. INCENTIVES FOR INTERLOCAL COOPERATION

PURPOSE: To provide statutory authority for interlocal cooperation and State financial incentives to such agreements.

- (1) Broad authority for local governments to join in interlocal agreements and contracts. (Adapted from Council of State Governments model legislation.)
- (2) Establish dual system of State financial incentives for interlocal cooperation; feasibility and implementation grants to be administered by Local Government Agency.
- (3) Feasibility Grants
 - (a) Available to two or more local governments for purpose of a study to determine feasibility of specific interlocal cooperation.
 - (b) State funds not to exceed the lesser of 50% of study cost (less any Federal funds) or \$25,000.
- (4) Implementation Grants
 - (a) Available to two or more local governments to actually put a plan of interlocal cooperation into effect.
 - (b) Proposed plan must be examined by Attorney General for legality. Appropriate State agency to comment on technical aspects—i.e., D.P.S. on a police matter, etc.
 - (c) Ordinary grant for one-year trial period shall be the lesser of 1/3 of total cost or \$50,000. If Federal funds available, State share not to exceed 50% of non-Federal funds. May be renewed for a second year.
- (5) Appropriates \$500,000 for each year of 1968-1969 biennium.

4. COUNTY LAND USE PROTECTION ACT

PURPOSE: To enable counties to effectively prohibit the filing and recording of subdivisions described only by metes and bounds, thus providing for effective control of the low standards and attendant high public costs associated with urban sprawl in unincorporated areas.

- (1) Powers granted by this Act to the counties would be permissive and would apply only outside the limits of incorporated municipalities.
- (2) Commissioners court would have the power to require

any owner of land proposing to subdivide said land into two or more parts for the purpose of laying out building lots to file and record the subdivision by reference to a plat map.



METROPOLITAN STUDY

newsletter

A PROGRESS REPORT ON THE LEAGUE'S STUDY OF THE GOVERNMENTAL PROBLEMS OF 23 URBAN REGIONS

TEXAS RESEARCH LEAGUE • DRAWER C CAPITOL STATION • AUSTIN, TEXAS

August 1967

THE URBANIZATION OF A TEXAS COUNTY

A few months ago the Dallas County Planning Advisory Committee—an agency created by the commissioners court and operating with funds furnished by the Greater Dallas Planning Council—published a highly significant report outlining a plan for thoroughfare development within the County. The significance arises largely from the masterful job that the report does of laying out the history of recent urban development in Dallas County.

One of the most interesting facts is shown graphically by two maps taken from the report and reproduced on this page. Map 1 shows the boundaries of Dallas County municipalities as they were in 1940 when less than 7 percent of the total area of the County lay within the jurisdiction of an incorporated entity. Map 2 shows the municipal

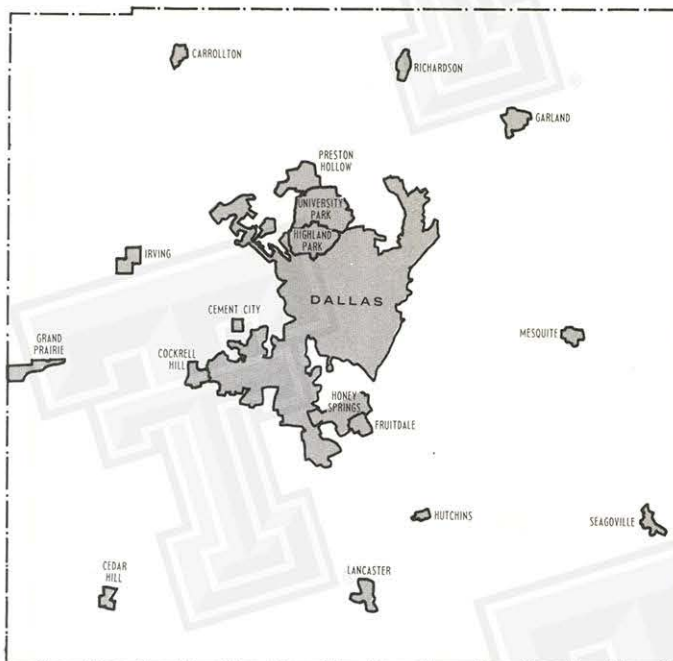
boundaries as they existed 25 years later in 1965 when they encompassed over 66 percent of the total County area. Not shown is the fact that another 20 percent of the County lay within an area already marked for annexation by existing municipalities.

There have been few illustrations that more graphically and quickly show the changes that have occurred in the metropolitan areas of Texas over the past two and one-half decades.

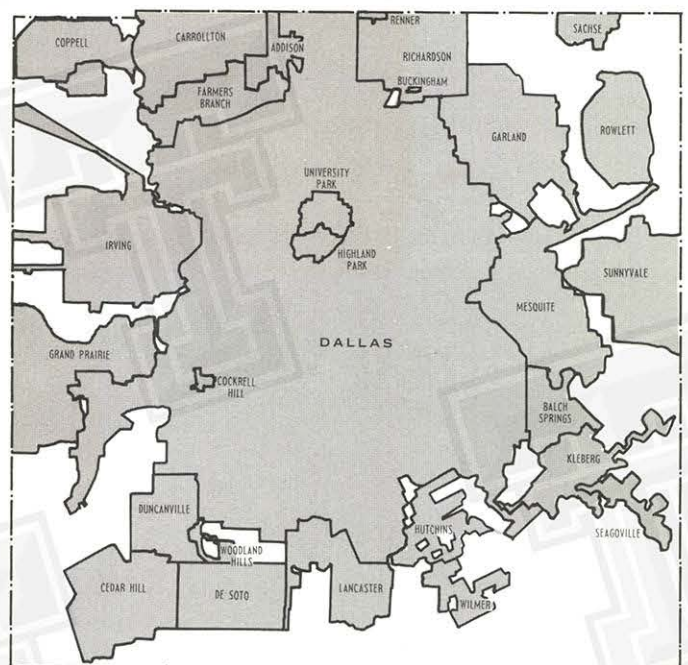
The text of the report (see reverse page) tells the story well.*

*From this point on all material consists of direct quotes from *Report On A Cooperative Approach for Thoroughfare Development Dallas County, Texas*. Some rearrangement of materials has been made to fit the space available and some deletions of detail for the same reasons. To permit ease of reading, these deletions are not indicated by the customary dots (...).

DALLAS COUNTY
INCORPORATED AREAS—1940



DALLAS COUNTY
INCORPORATED AREAS—1965



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"In slightly over 100 years, since its creation, Dallas County has grown to a population of over one million people and transformed from a blackland agricultural center to one of the Nation's major urban centers. In recent decades, the ratio of population increase in Dallas County has tended to be surprisingly uniform. With one exception, the 1930-1940 'Depression Decade,' the percentage of increase has been near 55 percent per decade.

"In 1859, the City of Dallas contained about 15 percent of the County population. By the turn of the century, 52 percent of the County's population resided in Dallas; and by 1930, about 80 percent of all the people living in the County were Dallas residents. In 1960, the City contained 70 percent of the County residents, a change which reflects the rising importance of the suburban county towns. By 1960, over a quarter of a million people resided in the suburban communities of Dallas County outside the City of Dallas. Many of the towns in the southern part of the County began to show strong growth tendencies in the later 1950's and early 1960's.

"In 1940, 61.2 square miles of Dallas County were represented by the 16 incorporated municipalities—12 of which remain today. By 1965 there were 28 incorporated municipalities covering 593.9 square miles and holding an additional 177.1 square miles under annexation proceedings.

"During the early periods of metropolitan growth in Dallas County, the central city of Dallas was able to expand through annexation to include much of the potential urban area which was readily available to municipal services. By the late 1950's, however, the pressure of growth in the suburban communities resulted in municipal expansion and annexation which ultimately surrounded the City of Dallas with other municipalities and fixed the area within which the central city could expand. The complex arrangement of urban units now occupying most of the territory of the County creates a vast number of planning and urban development problems which will require a high degree of cooperation in the future if Dallas County

is to retain and enhance the amenities which have made it attractive to urban development in the past.

"In addition to the complex pattern of incorporated municipalities now spread over Dallas County, there are a number of independent school districts, drainage districts and levee districts superimposed over the County and municipal pattern, usually with little relationship to other jurisdictional lines. Over the complex arrangements of jurisdictional lines, the county commissioners' precinct lines are drawn with only limited recognition of the other jurisdictions. Within the framework of complex and overlapping jurisdictional lines existing in Dallas County, it is becoming increasingly essential to plan and develop the entire County area as a unit.

"The area must be considered as one economic and one urban unit which should be developed and arranged as a unit. No part of the area can long prosper and develop while other portions remain dormant or decline. Actually, the economic and urban unit which requires overall planning includes at least the four-county** Metropolitan Area and some adjacent counties with full consideration for the proximity and interrelationship with the Fort Worth Metropolitan Area. The large anticipated population growth in areas surrounding Dallas County poses urban planning problems which are generally beyond the jurisdiction of Dallas County and which, it can be assumed, the recently created Council of Governments will accept responsibility for pursuing."

**Two additional counties have been recently added to the Dallas SMSA.

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JULY 1967

THE CITIZEN ROLE IN COG

This issue of the *Metropolitan Study Newsletter* summarizes a report prepared by the Texas Research League in response to a request from the North Central Texas Council of Governments. Copies of the report are being sent to all COG's in Texas and are available to others for \$1.00. Address requests to the Texas Research League, Drawer C, Capitol Station, Austin, Texas 78711.

Rapid urban growth in the ten counties comprising the North Central Texas area has resulted in demands for governmental service and action unparalleled in the area's history. The effects are noted in expanding city budgets, growing lists of services provided by counties and, for a number of significant functions, a demonstrated need for interlocal cooperative action on a multi-county scale.

Although confronted with a maze of statutory and constitutional restrictions, city and county governments in the ten-county area have been able to respond to at least the more urgent service needs within their respective boundaries. When governmental action is required at the regional level, improvisation has been necessary. Thus, an effort was made to create an airport authority to provide a regional air terminal; a turnpike authority meets a regional transportation need; a transit authority is being considered for a related transportation need; a river authority provides some regional services; and the end is not in sight.

Confronted with this type of regional evolution, the autonomous governments of the ten-county area banded together in a Council of Governments (COG) in an effort to meet regional needs through planning and cooperative action on a voluntary basis. COG's overriding objective is to make existing local governments more effective and in doing so make the creation of still more regional districts or authorities unnecessary.

The root structure of any governmental activity which remains effective over a long period of years is citizen understanding, participation and support. Recognizing the importance of such citizen participation to the success of the North Central Texas Council of Governments in its region-wide undertakings, the TRL report analyzes the citizen's role in the COG and makes recommendations for implementing that role.

Advisory or Technical Committees. COG has already called upon and benefited from the services of knowledgeable citizens on advisory or technical committees. COG will have a continuing need for talents from the private sector of the economy. Therefore:

The Texas Research League commends COG for initiating this practice and recommends that it continue to make use of qualified citizens on advisory or technical committees in all instances where they can contribute to the achievement of COG objectives.

Citizen Leadership Involvement. Top citizen leaders should be knowledgeable and active in seeking solutions to areawide problems. The following recommendation is offered in order to facilitate the development of a pattern for the involvement of citizen leadership in regional affairs and to provide citizen aid to COG during the next several months in which time some important matters are scheduled for consideration:

The Council of Governments should convene an Interim Citizens Study Committee composed of public-spirited citizen leaders representative of the region to (1) review the "design study" report which was prepared by a consulting firm and which proposes a work outline and budget for COG, and (2) review this League report and advise concerning ways for involving citizen leadership in COG affairs.

Three patterns for involving citizen leadership in COG affairs are suggested for consideration by the Citizens Study Committee. One of these would involve only a small number of outstanding areawide citizens and is offered with alternative ways of implementing it as follows:

COG bylaws could be amended to provide for the appointment of a small number of citizens as members of the Regional Planning Commission with provision that the same appointees serve also as members of the Board of Directors.

If the Citizens Study Committee recommends this bylaw change, it should also suggest to COG whether the citizen members should be eligible to vote and to qualify for election to COG offices.

Larger numbers of citizen leaders would be brought into

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active participation in areawide matters by two suggestions which are submitted as alternatives to each other:

COG could appoint a continuing Citizens Policy Advisory Committee composed of citizen leaders and establish procedures calling for all policy matters to be submitted to the Committee for comment prior to adoption; *or*

Citizen leaders could create a Regional Development Council, a parallel citizen organization independent of COG, to foster development of the North Central Texas region in accordance with recognized principles of regional and urban planning and to encourage the provision of needed local governmental services and facilities in the most efficient and economical manner.

Informing the General Public. Participation by community leadership in COG is of importance—perhaps of prime importance—but it is not enough. A broad cross section of the general public must be informed and active in the support of regional problem-solving. Therefore:

It is recommended that COG conduct a continuing public information program, including full cooperation with news media, a regular newsletter to governmental officials and interested citizens and utilization of local officials in reporting COG activities to the public.

Citizens and Goal-setting. Much city planning of the past has been based on the planner's concept of a good city rather than upon the wishes and desires of the citizenry. While the technical aspects of regional planning must remain in the hands of official bodies, the citizenry should be involved in determining "what kind of city or region do we want?" Citizens should have a central voice in setting the goals on which regional plans are based. Therefore:

It is recommended that citizens be involved in each part of the regional goal-setting process, with emphasis on that portion which establishes the weight each goal should have in shaping the area's future.

Each of these recommendations has as its objective the building of a base of public understanding and support which is essential to the continued success of any governmental activity.

MORE NEWS OF TEXAS COG'S

★ Lubbock County and the six cities within the county have formally approved creation of a council of governments, effective June 7, and a \$10,000 budget to operate it until its fiscal year begins on October 1, 1967. COG officers are: County Judge Rod Shaw, president; Lubbock Mayor W. D. Rogers, vice president; County Commissioner Arch Lamb, secretary; and Idalou Mayor Frank Guess, treasurer. The COG is seeking an executive director and will welcome qualified applicants.

★ Two other new COG's have recently organized. They are the Concho Valley COG with San Angelo City Commissioner James Ridge as president, and the Heart of Texas COG (HOT COG?) which has evolved from the Greater Waco Regional Planning Commission created in May 1966. These new organizations bring to 16 the number of COG's operative in Texas. There is talk of forming still another in the new Sherman-Denison SMSA.

★ The West Central Texas Council of Governments (Abilene and local governments in a 16-county area) recently employed Wendell Bedichek as its executive director. Bedichek is a native of Abilene and was at one time managing editor of the Abilene Reporter-News. During the past 14 years he served as assistant to the executive director of TRL.

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TEXAS RESEARCH LEAGUE • DRAWER C CAPITOL STATION • AUSTIN, TEXAS

MAY 1967

RECENT HAPPENINGS IN METROPOLITAN TEXAS

- NEW SMSA
- DALLAS STUDY FINISHED
- ENLARGED SMSA
- VALLEY STUDY BEGINS

There are a number of items of interest to Texans concerned with metropolitan affairs that are worth some discussion, and this issue of **Metropolitan Study Newsletter** will attempt to deal briefly with each. Top news this month is the . . .

NEW SMSA

The U.S. Bureau of the Budget has announced that Grayson County has been officially designated as the Sherman-Denison Standard Metropolitan Statistical Area, thus raising to 23 the number of SMSA's in Texas. Grayson County—located north of Collin County on the Oklahoma border—encompasses 927 square miles and had a 1960 enumerated population of 73,043. A recent estimate by The University of Texas Population Research Center places the 1966 population at over 79,000. There have been some important recent industrial locations in the County and the population increase may well accelerate even more rapidly in the next few years.

The largest cities are Sherman and Denison, each with a little over 26,000 population. The 1962 Census of Governments enumerated a total of 41 local government units—the county, 12 incorporated municipalities, 18 school districts and 10 special districts. Latest information indicates that, since 1962, the number of school districts has decreased to 14 and at least one new major special district—the Grayson County Junior College District—has been created.

SMSA status has both a prestige and a monetary value, and TRL congratulates the Sherman-Denison area on its designation. We apologize for the fact that the new SMSA does not appear on the little map in the upper left corner of this *Newsletter*. This will be corrected when new *Newsletter* letterheads are printed.

Another addition to the metropolitan Texas picture is. . .

ROCKWALL COUNTY

Tiny (147 square miles) Rockwall County, which adjoins Dallas County on the east, has now been added to the Dallas

SMSA by the Bureau of the Budget. The current population of Rockwall County is estimated at 5,900, but it is definitely considered to be within the urbanizing area of Dallas, and many of its residents work in and commute to Dallas. With the addition of Rockwall County, plus last month's addition of Kaufman County, the Dallas SMSA now encompasses a six-county area. In 1960 these six counties (the others are Dallas, Collin, Denton and Ellis) had a total population of 1,119,401. The estimated 1966 population of the SMSA is 1,372,910.

Speaking of the Dallas area. . .

NCTCOG REPORT COMPLETED

The TRL report on Citizen Participation in the North Central Texas Council of Governments is being readied for submission to NCTCOG representatives late this month. Its recommendations will be summarized in either the June or July issue of *Metropolitan Study Newsletter*, and copies of the full report will be made available to other Texas COG's as soon as it is published. The report attempts to delineate ways in which the lay citizen can play a useful role in an association which represents local governments and which is composed primarily of locally elected officials. It is a particularly appropriate report for the Dallas-Fort Worth area, since so much of the spectacular progress of the past in that area has been directly attributable to citizen interest and participation in public affairs. It touches, moreover, on a problem which is common to all COG's—that of involving the lay citizen in matters of regional concern without undermining the basic responsibility of local governments for solving regional problems.

This clears the way for the. . .

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VALLEY COG STUDY

The last *Newsletter* announced that the League had received study requests from the Lower Rio Grande Valley COG and from the South Texas (Laredo-centered) COG. These requests have now been approved by TRL's Executive Committee, and work on the Valley Study has already started in the League's Austin office. Fieldwork will get underway on May 15th.

The Valley Study will be headed by Research Associate Homer Reed who will be assisted by Senior Research Analyst Bob Norwood and Research Analysts Jack Ballas, Dail Cosner and Al Lowman. Executive Director Alvin A. Burger will be with the staff for the first few days in the field. Research Director Jim McGrew will drop in from time to time.

A meeting between LRGVCOG officers and the League staff was held in McAllen on April 6th, at which time a preliminary outline of the proposed study was mutually agreed upon. The basic assumptions and major objectives of the study are of some interest, and are as follows:

BASIC ASSUMPTIONS

1. Regional cooperation and planning are needed in the Valley, both to meet the needs of the people and the governments of the area and to meet the requirements for participation in several federal programs.
2. Any areawide planning agency should devote its efforts primarily to local needs and the local potential for meeting them; qualification for federal funds is an important but secondary consideration.
3. Any areawide planning agency should, to the greatest extent possible, work through existing local governments and the elected officials of

those governments. In this way it can be made responsive to the people of the area without undermining existing political institutions.

MAJOR OBJECTIVES

1. Develop recommendations for a permanent, area-wide planning agency. Recommendations will deal with the organization, bylaws, financing and staffing (functions and duties) of the agency.
2. Develop recommendations regarding the relationship of the areawide planning agency with local (i.e., city) and state planning agencies.
3. Develop recommendations regarding the relationship of the areawide planning agency with so-called "people planning" and social action programs such as those sponsored by OEO, HEW and the Department of Labor.
4. Develop a recommended long-range and short-range work program for the areawide planning agency.
5. Develop recommendations pertaining to the role of the areawide planning agency in encouraging cooperation among local governments.

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APRIL 1967

TEXANS ON ACIR

President Johnson has announced the appointment of three prominent Texans to the Advisory Commission on Intergovernmental Relations: Speaker Ben Barnes as a State legislative representative; former Governor Price Daniel as a public member; and Attorney General Ramsey Clark as a representative of the executive branch of the Federal Government. The ACIR has been in existence for eight years and is an outgrowth of the Kestnbaum Commission established by President Eisenhower. It is made up of officials from federal, state and local governments—both administrative and legislative—and of public members. It studies and makes recommendations regarding all aspects of intergovernmental relations in our Federal System.

PROPERTY TAX LEVELS IN CENTRAL CITIES¹

How high are property taxes in major Texas cities?

How much have these taxes gone up in the past decade?

The table accompanying this article attempts to answer these questions for 25 central cities of 21 Texas metropolitan areas.² The comparison includes all *local* ad valorem taxes—city, county, school and special district. It does *not* include the state ad valorem tax. The comparison is based upon property having a real or market value of \$10,000, using assessment ratios for the various jurisdictions as determined by sales-ratio studies supplemented by extensive interviewing with tax assessors and by other data. Where there is more than one school district in the city, the school tax used is that of the district containing the greatest amount of city property and population.

The ten-year comparison indicates that property owners in all 25 of these cities have seen their property taxes increase in recent years. In five instances the increase has been above 45% over the past decade. Taxes on property in four cities increased less than 10%, but these cities started with a higher than average tax burden ten years ago.

In 1955-56 a Texas city with a total tax burden in excess of \$200 per \$10,000 of property was a rarity—there were only two such cities (Brownsville and Laredo). Today eight of the

25 cities are levying taxes at this level, and another three seem likely to reach that level within a year or two. The rarity today is the city collecting less than \$150 per \$10,000 of property; there are only three such cities in Texas now as compared to 14 in the middle 1950's.

One of the interesting facts about city tax burdens is revealed by tabulating the per capita Effective Buying Income (EBI), as estimated by *Sales Management*,³ with property tax burdens. This indicates that those cities with a relatively low EBI generally have above-average burdens:

Effective Buying Income, 1965	Taxes per \$10,000 of Property, 1965-66 (No. Cities)			
	\$200 or More	\$175-\$199	\$150-\$174	Under \$150
Under \$1,7504		1	0	0
\$1,750-\$2,2492		4	0	3
\$2,250 and Over 2		3	6	0

A probable explanation is that the cities with low EBI are not highly industrialized. The absence of industry depresses the general level of property values and the level of personal income, but has much less effect on the cost of government.

It should be noted that the figures used do not necessarily apply to all areas of the cities concerned. Thus many Houston residents may live in areas not served by the Houston Inde-

KAUFMAN COUNTY ADDED TO DALLAS SMSA

The United States Bureau of the Budget has announced that Kaufman County has been added to the Dallas Standard Metropolitan Statistical Area, making this a five-county area (others are Dallas, Collin, Denton and Ellis Counties). In 1960 Kaufman County had a total population of 29,931; recent estimates by the Population Research Center, The University of Texas, place its population at 32,990.

¹In this article the term "city" should be understood to include the city government itself plus all overlapping local taxing jurisdictions—county, school districts and special districts.

²The new McAllen-Edinburg-Pharr SMSA is omitted because of a lack of comparative data. These data were originally compiled by the Texas Research League staff for the Texas Committee on State and Local Tax Policy and published by the Committee in its recent report entitled *Sources of Revenue Available for Financing Texas Local Government*.

³Copyright by Sales Management, Inc. The EBI is roughly comparable to personal income after taxes.

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pendent School District (ISD) and generally pay higher taxes than shown here; those living in the Northeast Houston ISD, for example, pay taxes totaling \$201.60 per \$10,000 of value. In San Antonio, those living in the Edgewood ISD pay a little less (\$198.05) than those living in the San Antonio ISD (\$202.75), while those living in the Northeast ISD pay a little more (\$212.65).

Examination of suburban communities indicates that the central city usually has the highest taxes in the area, but this is not invariably true. The suburban communities of Irving, Mesquite and Richardson, for example, all have slightly higher tax burdens than the City of Dallas, with the difference entirely due to higher school taxes. In the Houston area both Pasadena and Galena Park have higher taxes per \$10,000 of property than central city residents residing in the Houston ISD, but lower than other Houston property owners living in the Aldine, Northeast Houston or Spring Branch ISD's.

TRL STUDIES REQUESTED

The Texas Research League has received two requests for special research projects in connection with its continuing study of metropolitan area problems. The requests come from McAllen Mayor Paul G. Veale in his capacity as President of the Lower Rio Grande Valley Council of Governments and from Webb County Judge Roberto M. Benavides as President of the South Texas Council of Governments and the Southwest Texas Economic Development District. Governor John Connally has endorsed these requests on the grounds that they will have application in other parts of the state. The requests ask for TRL recommendations for coordinating the planning and development programs of two agencies—the council of governments and the economic development district. Since each of these agencies was established largely to meet federal requirements, the study is also of considerable interest as a practical problem in implementing President Johnson's memorandum of September 2, 1966, in which he called upon federal agencies to encourage such local organizations to use the same base data and to share staff and facilities.

LOCAL PROPERTY TAX ON \$10,000 OF REAL ESTATE IN 25 TEXAS CITIES

City	1955-56	1965-66
Abilene	\$131.80	\$170.15
Amarillo	142.75	174.35
Austin	135.65	175.40
Beaumont	150.55	222.40
Brownsville	204.15	206.95
Corpus Christi	179.70	197.30
Dallas	126.05	154.35
El Paso	154.00	176.40
Fort Worth	150.10	217.60
Galveston	180.60	204.25
Harlingen	167.60	206.00
Houston	135.50	157.05
Laredo	207.50	214.40
Lubbock	139.85	175.10
Midland	117.30	158.50
Odessa	112.85	134.80
Port Arthur	158.30	201.75
San Angelo	125.90	188.20
San Antonio	181.55	202.75
San Benito	180.40	192.30
Texarkana	111.15	141.05
Texas City	107.45	124.75
Tyler	132.45	174.10
Waco	129.70	189.00
Wichita Falls	129.05	192.45

Note: Does not include state property tax or allow for homestead exemption in counties that impose all or part of special 30¢ tax.

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TEXAS

METROPOLITAN STUDY

newsletter

A PROGRESS REPORT ON THE LEAGUE'S STUDY OF THE
GOVERNMENTAL PROBLEMS OF 22 URBAN REGIONS

TEXAS RESEARCH LEAGUE • DRAWER C CAPITOL STATION • AUSTIN, TEXAS

FEBRUARY 1967

Governor Connally Endorses Recommendations

Governor John B. Connally, in his Annual Message to a Joint Session of the 60th Texas Legislature on January 18, gave his endorsement to all of the recommendations made in the first report of the metropolitan study.

The Governor's comments follow—

"The Texas Research League has completed the first year of a three-year study of local government services in the metropolitan areas of the State. This study, undertaken at my request, has been directed initially to determining what the State's role should be in helping its political subdivisions meet and deal with the mounting problems of population growth and economic change.

"I urge the Legislature to enact the seven recommendations which the League has made. They are:

"1. Establish state guidelines and state support for councils of governments. Fifteen of these voluntary associations of locally elected officials have already been formed. Legislation is needed to provide specific methods for developing and implementing metropolitan-wide planning, as well as coordinating the council's activities with its member governments and the State and its agencies. I recommend that \$1,550,000 be appropriated by this Legislature for financial support of these councils which meet minimum standards established by the State.

"2. Legislation to broaden the power of local political subdivisions to enter into cooperative agreements and contracts for the provision of public service. I recommend that the Legislature appropriate \$500,000 each year to assist in planning and implementing such agreements.

"3. A land-use protection law which would empower counties to regulate and control new subdivisions in unincorporated areas.

"4. A Constitutional Amendment to define an 'urban county' and to allow such counties to levy taxes for specified services (health, welfare, hospitals, parks, libraries, airports, planning, transit, refuse disposal and flood control) without regard to the Constitutional tax limitations.

"5. A Constitutional Amendment to permit the Legislature to enact laws setting up various optional plans of county government organization and to provide for a procedure for their adoption in urban counties.

"6. Creation of a Local Government Assistance Agency to provide technical assistance to local governments regarding state and federal programs. I recommend an appropriation of \$424,708 for this Agency in the 1968-1969 biennium.

"7. Establishment of a Municipal Incorporation Review Board to: (1) review proposed new incorporations, and (2) approve or disapprove applications for incorporation elections."

Attached to the Governor's message was a recapitulation of his spending proposals including recommended appropriations totaling \$2,974,708 to put the metropolitan recommendations into effect in the next biennium.

TRL ACCEPTS NCT/COG STUDY REQUEST

The Texas Research League has agreed to undertake a special study requested by the North Central Texas Council of Governments (Dallas-Fort Worth area) which is highly pertinent to its overall study of metropolitan area problems.

The request, contained in a letter signed by Arlington Mayor Tom J. Vandergriff, NCT/COG President, recites the concern of NCT/COG founders with the problem of involving lay citizens (those "who are not formally associated with local governmental units but who are vitally interested in good and progressive government and could make important contributions") in the work of the Council. It then requests that the League "make a specific study as to how such lay citizen capabilities and interest can be put to good and effective use."

This request is, in the League's opinion, most appropriate. In its report "Metropolitan Texas: A Workable Approach To Its Problems" the League staff points out: "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." Officials of active COG's in other areas consulted by the League staff in the course of its study raised this as a problem needing further thought and study.

All of this points up the appropriateness of Mayor Vandergriff's observation that such a study "might possibly be of similar value to other councils over Texas . . ."

The NCT/COG study, already underway, will be headed by League Research Associate Homer Reed assisted by Research Analysts Jack Ballas and Al Lowman. Target date for the report is sometime in March of this year.

A related NCT/COG story appears on the reverse side of this Newsletter.

REPORT STILL AVAILABLE

The League's first full report in the metropolitan study, entitled *Metropolitan Texas: A Workable Approach To Its Problems*, is now available. Write to Texas Research League, Drawer C, Capitol Station, Austin, Texas 78711 for a copy. It is free to public officials, newspapers, libraries, college faculties and League members. Others please remit \$1.00. Quantity prices upon request.

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Austin Statesman,
Feb. 17, 1967

Texas COG Considering Crime File

DALLAS (AP)—A central computerized crime file system and a police recruit academy to serve several cities is under consideration by some members of the North Central Texas Council of Governments (COG).

Council President Tom J. Vandergriff, the mayor of Arlington, says he is for the immediate appointment of a committee to look into the possible establishment of a new law enforcement commission.

Vandergriff said Saturday the matter might be discussed Thursday, when the first annual general membership meeting of the council will be held at Arlington.

He said some of the smaller cities in the COG have talked in terms of recruit training at a central point.

William J. Pitstick, COG executive director, said such a commission could start with a recruit training facility for smaller cities and branch out eventually into a regional police academy.

A central file system integrated with computers would provide a superior interchange of all kinds of law enforcement data than is now at hand, Vandergriff said.

Federal funds are available for such regional data centers, which could be tied in with a national crime information center in Washington.

HERE IS WHY TRL REPORT SUPPORTS COG'S

The news clipping in the adjoining column, an AP story which appeared in the Austin newspaper, offers a very concrete reason why the Texas Research League Study supported the Council of Governments (COG) approach to regional problems in preference to mere regional or metropolitan planning commissions.

The story indicating that NCT/COG is considering measures to assist in the areawide war on crime underlines the essential difference between a COG and a planning commission. The TRL report spelled out the difference as follows:

"A planning commission is almost entirely and exclusively concerned with physical planning and development; a COG is a multi-purpose or general organization. The ability of COG to act is circumscribed by the fact that it does not have the power to tax or compel, but there is no limit on what it can discuss and propose to its individual members."

Underlining NCT/COG's general purpose orientation is the fact that its chief executive officer, Bill Pitstick is an experienced city manager—a general administrator who does not pretend to be a professional planner. The fact that NCT/COG will not neglect the planning function was indicated with the recent announcement of the hiring of Bob Wegner as its chief planner. Wegner has headed the highly successful Tulsa Area Metropolitan Planning Commission for several years and is generally regarded as one of the best of the new crop of metropolitan planners.

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AUGUST, 1966

METROPOLITAN REGIONAL PLANNING: WHERE? WHAT? WHO? HOW MUCH?

Planning is the process through which the people of a community attempt to meet expected change, produce desired change and prevent undesirable change. Metropolitan regional planning permits coordination of all governmental plans having an impact on the region.

Most students of metropolitan problems believe that a Council of Government (COG) offers the best organizational device for local participation in metropolitan planning. A COG may be created and financed under existing Texas law,* provided that the by-laws specifically give the organization responsibility for regional planning.

The COG is an organization through which elected officials of local governments in a metropolitan area cooperate in attempting to solve problems of area-wide interest. Regional planning may be only one activity of a COG, and the regional planning agency may be a subcommittee of a COG. The COG may engage in other activities and may have other subcommittees dealing with such activities as law enforcement training (as in the Atlanta COG) or joint purchasing (as in the Salem, Oregon COG). The paragraphs that follow deal with the agency having the regional planning responsibility whether it is established as a subcommittee of COG or as a specialized, one-purpose commission.

Among the major questions that arise in creating an agency with regional planning responsibility are:

What geographic area should be included?

What sort of planning should be done?

Who should sit on the regional planning organization?

How much should be raised locally to pay for the planning?

GEOGRAPHY

In forming the organization that is to have regional planning responsibility, the first question is concerned with area.

The regulations of the Department of Housing and Urban Development (HUD) require that a metropolitan planning area "conform generally to the SMSA** . . . except that, where two or more SMSA's are contiguous or in close proximity and form a generally recognized metropolitan complex, the planning area shall consist of the combined SMSA's." (In Texas this is interpreted to require single

planning areas for the following: Dallas-Fort Worth; Houston-Galveston; Midland-Odessa; and Cameron and Hidalgo counties.) The regulations go on to include urbanized and urbanizing areas contiguous to, but outside, the SMSA proper. Writings of HUD planning experts indicate a general belief that this should, at a minimum, include areas that will be urbanized within a projected 20-year period.

An interesting provision in HUD regulations states that its criteria may be superseded by official action of a "State Planning Agency" designating a metropolitan area which differs from the Bureau of the Budget definition so long as such area contains a city of at least 50,000. Applied to Texas, this apparently means that a State planning agency could draw planning area boundaries differing from the somewhat arbitrary SMSA boundaries and the State-drawn lines would be accepted by HUD.

PLANNING PROGRAM

To qualify for federal grants, the agency having the regional planning responsibility must work towards production of a "comprehensive development plan." Most local officials understand this, but are uncertain where to start.

A "comprehensive development plan" may be defined as: "The policies, goals and interrelated plans for private and public land use, transportation, and community facilities, documented in text and maps, which constitute the guide for the area's future development." Metropolitan regional planning, unlike much of the more familiar city planning, is not generally concerned in the administration of zoning and subdivision regulation. While the comprehensive plan must be dynamic and everchanging to meet new situations, HUD expects a metropolitan area to develop an initial plan within four to eight years, and it requires a schedule for preparation of the initial comprehensive plan be included with the original application for a planning grant.

A method of meeting the requirement is to make the first project a "design study" to describe the different parts of the comprehensive plan, show the interrelationship of the parts and establish a priority schedule for their inauguration, financing and completion. Design studies are relatively economical—one recently approved by the North Central Texas Council of Governments for the Dallas-Fort Worth area calls for employment of a consultant to draw up a design study for \$31,500.

*House Bill 319, 59th Legislature, Regular Session.

**Standard Metropolitan Statistical Area as defined by the U.S. Bureau of the Budget.

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MEMBERSHIP

The question of who should select members to serve on the board of the agency with regional planning responsibility frequently causes problems during the formative stages. The larger jurisdictions, of necessity, have to underwrite a substantial part of the cost and their officials sometimes reason that they should have a proportionate share of the voting members. In several areas of Texas, this problem has been successfully resolved either by giving the central city more—but not proportionately more—votes or by assuring central city membership on an executive committee charged with day-to-day decisions. It is important to remember that the COG (or the regional planning agency) is not a government and it has no power to tax or to compel adherence to its plans. Thus it is not essential that the "one-man, one-vote" rule be followed. In most metropolitan areas, the central cities have felt that, in the long run, they stood to benefit to the greatest extent from regional planning and that this compensates them for bearing a share of the cost that is greater than their share of the voting membership.

Securing implementation of regional plans is difficult because the agency with planning responsibility has no real control (i.e., police power) over the planning area. Essentially, its plans are simply recommendations for concerted, harmonious action by the governmental units of the area. The elected officials of these local jurisdictions are the people who can best obtain the action necessary to turn plans into reality. For this reason there is increasingly a strong feeling that the governing body of the agency with regional planning responsibility should be composed entirely or predominately of locally elected officials. This does not mean that private citizens should be excluded from the regional planning process, but it does suggest that such citizens can best exercise a constructive role through service on special advisory committees.

The addition of a new type of planning grant—known as 701(g)*—to federal law has further stimulated the move towards direct involvement of locally elected officials in the planning process. This grant—which is broader in scope than those available under 701(a)—is available only to planning agencies where elected officials constitute at least 51% of the voting membership and which primarily represents "general governments" (cities and counties) as distinguished from special function districts. Under Texas law it appears to be possible to create regional planning agen-

cies that are eligible for federal funds under either 701(a) or 701(g).

THE COST

One of the products of a planning design study should be an estimate of the cost of completing the various components of a comprehensive plan. Until such studies have been made, there can only be some intelligent guesses at the cost of regional planning in Texas. The tendency to date has been to underestimate these costs.

The most fully developed regional planning agencies in Texas are anticipating operating on local funds equivalent to 4 or 5¢ per capita which, together with hoped-for two-thirds federal grants, would finance a program costing about 12-15¢ per capita. The 1964 National Survey of Metropolitan Planning indicated that the actual cost ranges from 17¢ per capita in areas having over one million population up to 40¢ per capita in areas with a population of less than 100,000. For most Texas SMSA's, a per capita cost of about 30-35¢ would not be unrealistic.

In addition, the 1964 data show far less than two-thirds federal participation, with locally provided funds ranging from 11¢ to 35¢ per capita. Funds available for the 701 program have been increased since then and Congress is being asked to appropriate \$35 million for the 1967 fiscal year. Normally, about one-third of this—about \$12 million—is available for metropolitan planning. In the not too distant future, there will almost certainly be more than 200 planning agencies competing for these funds and the population of these areas will be such that the federal funds available will amount to only about 10¢ per capita at best.

In brief, those responsible for regional planning in Texas have been setting their money sights on the low side. Local funds provided may be sufficient to capture a proportionate share of federal matching that is available, but will prove insufficient—especially in the small and medium-sized areas—to carry on a meaningful program. Initially, however, the funds provided are probably fully adequate to finance the design studies necessary to spell out long-range cost estimates.

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*Section 701 is that part of the various Housing and Urban Development Acts of the U.S. Congress under which federal planning assistance is made available to local governments.



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DECEMBER, 1966

HOW THE "URBAN COUNTY" SUGGESTION WOULD WORK¹

Simply stated, the basic problem of Texas' metropolitan areas is a need for certain services to be administered and financed on an area-wide basis with the least possible disturbance of existing local governmental structure.

The local officials who sparked the Governor's request for this study were aware of this problem, although they might phrase it a little differently. Houston Mayor Louie Welch, for example, makes the point that there is a great need to determine which level of government has responsibility for rendering certain services. He uses, as a colorful example, the confusion that exists between the city and the county over such a simple proposition as dog-catching. Obviously, dog-catching is not one of the major problems of the City of Houston, but the unwillingness of the dogs to respect the sanctity of political boundary lines is symptomatic of the basic problem: the services required are inter-related and area-wide, but we attempt to deal with them through a governmental structure and policy framework which is fragmented, diffused and poorly coordinated.

In attempting to determine which local government services are best adaptable to an area-wide approach, the League staff has relied upon field studies in the metropolitan areas of Texas and the statements of responsible public officials of those areas. The staff took particular note of those services which appear to involve substantial benefits to a large proportion of the persons residing throughout the area even though many of those benefited live and pay taxes outside the corporate limits of the major cities.

AREA-WIDE SERVICE SUGGESTIONS

The service functions enumerated in the League's suggested "Urban County Amendment" are: public health, hospitals, welfare, parks, libraries, airports, planning, public transit, refuse disposal and flood control. These were selected because:

1. They all involve "spill-over" benefits to the entire area.

¹Under the definition suggested by the League Staff, an "Urban County" would be a county with a population density of 100 per square mile or containing a city of 50,000 or more population. There are 24 such counties in Texas.

2. They are the services which are frequently the subject of city-county cooperative arrangements and, in some instances, the entire function has been transferred to county jurisdiction.²

3. They include services which have been the subject of special legislative attention.³

The enumeration of these services does not constitute a proposal for vastly broadening the basic powers of county governments. In most instances, the counties already have or could be given by statute the power to render these services. The need for a Constitutional Amendment arises out of the fact that the counties are under a special financial restriction that does not apply to other local governments. The state ad valorem tax rests upon county values, and the resulting pressure to hold down county values makes the constitutional tax rate limits particularly confining. Essentially, the proposal is to permit the 24 urban counties to provide the services deemed of substantial area-wide importance by financing them outside the 80¢ tax rate limit. The county would be required to render the service inside incorporated cities as well as in the rural areas in order to exercise this financial freedom.

VARIETY OF APPROACHES POSSIBLE

The problem of refuse disposal will illustrate the variety of ways in which an area-wide service might be rendered. This is a function which traditionally has been handled by cities and which could, under the suggested Urban County Amendment, continue to be so handled. It is, however, a cause for some future concern. The smaller cities have been using the sanitary landfill method of disposal, but the combined pressure of population increases, rising land costs and the disappearance of open space are making the future acquisition of sites doubtful in many areas. The substitution of incineration or composting, on the other hand, poses some problems in economics which the small cities may not be able to solve.

The League proposal offers several alternatives for solving

²Metropolitan Study Newsletter No. 8 (Sept. 1966) gives examples.

³Legislation often has been piecemeal. See Newsletter No. 10 (Nov. 1966).

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ing the problem. The easiest to visualize is the case of the county simply taking over the function. It would acquire existing disposal facilities and build up the administrative organization to handle the refuse collected from all of the cities. It would levy such taxes as might be necessary to pay for the cost.

Some may feel that this is one of those beautifully simple solutions that is easier to talk about than it is to accomplish. For example, the central city probably already has a large and efficient disposal operation which it may be reluctant to transfer to the county. Even if the city fathers are willing to give up control of the service, they may be concerned about the future of city employees who may be reluctant for many reasons, including the loss of pension rights, to transfer to a county agency. Here the problem could be solved under the proposed amendment by having the county agree to be responsible for financing the service on a county-wide basis, but leaving actual operation to the existing city agency which would provide that service county-wide on a contractual basis. The contractees would be the city and the county and, outside of its own boundaries, the city department would act by and for and in the name of the county.

If this were unacceptable, then still another arrangement would be possible. The county could establish a refuse disposal agency which would contract to provide the service to the smaller communities only. The amendment would authorize long-term contracts so that the county could purchase equipment and facilities and employ personnel on more than a year-to-year basis. This would keep the tax financing on a local basis and permit the use of a separate administrative organization for the central city and for the smaller cities working as a group through the county. If financing were the only objection to the single, area-wide approach, the county could still sub-contract with the central city agency to provide the service.

These may sound complicated but that is because arriving at workable solutions to transfer services from a local to an area-wide basis is a complicated process. Further, the League staff found considerable variety in the state's 22 metropolitan areas, and that variety includes different definitions of what is and is not an acceptable political solution to various problems. Therefore, it is impossible to develop just one answer and say "take it or leave it." Rather there must be a variety of approaches, any one of which can be the best solution for a specific area.

BUDGET AND TAX IMPLICATIONS

One objective, of course, is to make it possible to shift the provision of services which have area-wide importance to a service base and a tax base which is also area-wide. The tax implications of such shifts would be significant when viewed in terms of city and county budgets but to the public the changes would not be so significant since there is a large overlap of city and county taxpayers.

Estimates based on Jefferson County, and assuming that the county would take over full responsibility for public health, hospitals, libraries and parks, indicate that the Beaumont city budget would be reduced by about 10% while the Port Arthur city budget would be decreased by about 7%. The county tax rate, on the other hand, would apparently increase by about 18%. In terms of individual taxpayers, the results on a person owning property having an actual market value of \$10,000 would be as follows: In the City of Beaumont, this taxpayer would see his city tax bill go down by \$9.56, while his county tax bill would go up by \$3.27 for a net reduction of \$6.29. In Port Arthur the net reduction would be only \$4.89. For the county taxpayer in unincorporated areas, the result would be a net increase in taxes of \$3.27 per \$10,000 of market value.

Austin and Travis County offer an interesting case, for property located within the City of Austin comprises just about 85% of the total taxable values of Travis County. It would be possible to transfer to the county services now costing the city over \$2.7 million per year. In actual fact, however, property within the city would still be paying for \$2.3 million of these costs even though the service were made a county responsibility. The \$400,000 difference, however, is sufficient to be of interest to Austin taxpayers.

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NOVEMBER, 1966

From late September through October 20, the Research League staff participated in 19 area meetings throughout Texas from El Paso to Texarkana and from Amarillo to Weslaco. At each meeting the League's tentative recommendations for 1967 legislative action were presented and the comments of local officials were solicited. There were objections, compliments and a number of suggestions for further improvement. These are now being studied by the staff and final revisions are taking place. The formal report—the first progress report in the League's study of local government in the metropolitan areas of Texas—is expected to be published in December.

THE STATE'S RESPONSIBILITY

Responsible State government action offers the key to the solution of many problems that plague Texas metropolitan areas. Local governments—cities, counties, districts and authorities—are political subdivisions of the State. They were created or permitted by State law. They derive their powers and limitations from the State.

A committee of governors noted this state responsibility in a 1962 publication of the Council of State Governments:

"Responsibility for providing a workable pattern of local government in metropolitan areas, with variations as circumstances require, is clearly a state responsibility, all the more so because the present complex pattern is its handiwork . . . There is no doubt that if localities are to function well, the state must provide the proper framework and many of the means for them to do so."

Texas' metropolitan areas contain approximately 1,100 local governments, all created and operating under State laws, which, in many instances, were designed to meet the needs of an earlier and simpler time. Thus we find State laws sometimes leave these governments unable to cope with changed conditions and new demands posed by the more complex conditions of modern life.

While State responsibility for the creation, powers and limitations of local governments is clear, Texas' response to the growing problems of local governments up to now has been less than adequate. Writing in "Goals for Dallas," Frank Langston stated:

"Relations with the state government in recent years have been somewhat difficult because the state government is rurally oriented, a problem not peculiar to either Dallas or to Texas, but nationwide. The result has been a takeover of many state functions by the Federal Government. . . .

"The whole area of intergovernmental relations is vastly complex. It badly needs simplification . . . Most particularly it needs a thorough examination in order to set up a workable approach to the problem as the community grows and government tends to become more complicated."

Where the State has responded to local needs, it most frequently has been through action applying only to one or a limited number of areas. One illustration is the history of hospital districts in Texas. The original Constitutional Amendment in 1954 authorized hospital districts in a few large counties. Between 1954 and 1962, five additional amendments were submitted to the State's voters authorizing similar districts in specific smaller counties. Noting the futility of piecemeal constitutional revision county by county, the legislature finally placed an amendment on the ballot in 1962 permitting the legislature to provide for the creation of hospital districts in any county. The latest chapter in this constitutional saga is now being concluded. Constitutional Amendment 12 on the November 1966 ballot was needed to provide a means of dissolving hospital districts. Thus the Texas Constitution has been subject to change eight times and there is now talk of further amendments to modify the boundaries of specific districts. Prior study of the overall problem of public hospital service certainly could have produced a better solution than this constant parade to the polls.

The lesson of history in local government is that conditions change, resulting in needed changes in governmental services. The "thorough examination" Langston refers to needs to be a continuing process. It is logical that the State make this continuing study for several reasons: (1) It is the source of authority for local governments and limitations on them; (2) the State covers sufficient area to enable it to view local problems in a broad perspective, yet it is close enough to the

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people to enable it to treat problems individually when needed; and (3) numerous State programs such as highways and water resource developments have major impact upon urban areas.

A LOCAL GOVERNMENT AGENCY

This need for continuing study would be met in part by adoption of a Texas Research League recommendation suggesting creation of a Texas Local Government Agency with a director appointed by the Governor with the advice and consent of the Senate. This agency would: (1) collect information about local government for the benefit of local and State officials; (2) to the extent possible, without adding more red tape, coordinate State and Federal programs in urban areas and give technical assistance to local governments concerning these programs; (3) encourage development of educational programs by our colleges and universities for local government employees; (4) administer legislative acts resulting from two other League recommendations, both of which are designed to encourage planning and cooperation in metropolitan areas; and (5) serve as staff for a municipal incorporation review board which would have the responsibility of authorizing local elections to create new municipalities.

More importantly, however, the agency would be expected to conduct a continuing study of local governmental problems and advise the Governor and the legislature concerning them. It would have a responsibility on a continuing basis to suggest actions to keep the State framework for local government in tune with changing needs of the modern age.

TO HELP, NOT TO REGULATE

It is important to note that the Local Government Agency as conceived by the League staff is intended to be of assistance to local governments; it is not, in any degree, a regulatory or supervisory agency over local governments.

Thus, in reference to the relationships between local governments and state agencies, the proposed bill would provide:

"Nothing in this Act shall be deemed to detract from the functions, powers, and duties legally assigned to any other officer, department, agency, instrumentality or institution of the State, nor to interrupt or preclude direct relationships by any such agency with local governments in carrying out its responsibilities."

Similarly, while the agency would stand ready to assist local governments in their relationships with Federal agencies, such assistance would be on a request basis, and the enabling legislation would state:

"It is the purpose of this Section to provide a voluntary service to political subdivisions of this State and nothing in this Section shall be construed as infringing upon the right of a political subdivision to deal directly with a federal agency in any instance where such direct contact is not prohibited by pre-existing law."

STATES ACT TO FILL THE NEED

Nine states have established a department or agency of local government. These are: Alaska, California, Colorado, Illinois, New York, Pennsylvania, Rhode Island, Tennessee and Washington. Several additional states have such agencies under consideration and some others have created study commissions to look into problems of urban areas. Governors of two states—Missouri and Kentucky—have appointed special assistants with cabinet rank to advise them on local affairs. Governors of still other states, including Texas, have assigned responsibility for urban affairs to one of their administrative assistants. The present Texas arrangement, while a great improvement over the vacuum which existed prior to this year, is not completely satisfactory, for an administrative assistant to the Governor must be a jack-of-all-trades and the problems of local government are too numerous and too complex to be handled on a part-time basis by one man.

There is a sense of urgency in the reports of those who have studied local governmental problems in recent years. They state that the time for prompt action is here. Strong state leadership in meeting the problems of local governments in urban areas may determine, in large measure, the future role of the states in the Federal system.

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newsletter

A PROGRESS REPORT ON THE LEAGUE'S STUDY OF THE GOVERNMENTAL PROBLEMS OF 22 URBAN REGIONS

TEXAS RESEARCH LEAGUE • DRAWER C CAPITOL STATION • AUSTIN, TEXAS

OCTOBER, 1966

AREA MEETINGS TO SOUND OUT LOCAL REACTION

On September 28 the staff of the Texas Research League began a series of one-day meetings with local public officials in each metropolitan area to present its tentative findings and recommendations on Phase I of the Texas Metropolitan Areas Study. The first meeting was held in Austin; the second (with officials in the Dallas-Fort Worth area) in Arlington on September 29. October meetings are:

	DATE	TIME	PLACE
San Antonio	October 3	10 a.m.	Cactus Room, Gunter Hotel
El Paso	October 4	10 a.m.	City Council Chamber
Galveston-Texas City	October 5	2 p.m.	County Court Room
Houston	October 6	2 p.m.	City Council Chamber
Beaumont-Port Arthur-Orange	October 7	2 p.m.	American National Bank Conference Room, Beaumont
Corpus Christi	October 10	10 a.m.	Community Room, Corpus Christi Bank & Trust Company
Amarillo	October 10	10 a.m.	Coronado Inn, 701 S. Pierce
Rio Grande Valley	October 11	10 a.m.	Valley Chamber of Commerce Auditorium, Weslaco
Lubbock	October 11	10 a.m.	Southwestern Public Service Conference Room, Main & Avenue K
Laredo	October 12	10 a.m.	Civic Center
Wichita Falls	October 12	10 a.m.	City Council Chamber
Waco	October 17	10 a.m.	Waco Chamber of Commerce
Midland-Odessa	October 17	10 a.m.	Sky View Restaurant, Midland Airport
San Angelo	October 18	10 a.m.	City Council Chamber
Tyler	October 18	10 a.m.	Tyler Room, Blackstone Hotel
Abilene	October 19	10 a.m.	Municipal Building Conference Room
Texarkana	October 19	10 a.m.	City Council Chamber

A PLAN FOR STATE ACTION

The Texas Research League's tentative recommendations developed in the first phase of its Metropolitan Areas Study call for State-level action to provide local governments in our rapidly growing urban areas with sufficient flexibility and authority to cope with the overall problem of providing essential governmental services.

It is not the purpose of the recommendations to deal with such specific local problems as health, crime, or urban blight (to cite just a few). Additional research on these specifics will be undertaken as part of the League's continuing study of metropolitan problems. The League's staff has concluded that these specific problems can never be tackled in a comprehensive and intelligent manner unless the State first acts to make it easier for local governments to respond to local needs.

The League's recommendations for State action in 1967 constitute an "arsenal of weapons" which each Texas metropolitan area can draw upon in dealing with its problems in a manner suited to its peculiar local needs. These "weapons" have been forged specifically for Texas. The reasons for each and a general description of them may be summarized as follows:

STATE AGENCY If the State is to play a significant role in solving the problems of an urban society, it must have a focal point to deal with the problems of local government in a systematic and continuing manner. It is recommended that this role be exercised by the creation of a Texas Local Government Agency headed by a director appointed by and responsible to the Governor. The functions of the Agency would include coordination of federal-state-local activities, encouragement of interlocal cooperative arrangements and the upgrading—mainly through personnel education—of local government services. Use of the Agency's services would be voluntary with local governments. It would be a service agency, not a regulatory one.

NEW MUNICIPAL INCORPORATIONS The unrestrained growth of very small cities, towns and villages (particularly in the metropolitan areas) not only intensifies the problem of providing area-wide services, but frequently imposes additional costs upon the public at large and erects an unmovable roadblock to orderly development of the area. It is recommended that future incorporations be approved in advance by a three-member Municipal Incorporation Review Board which would act only after the proposal had

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been thoroughly investigated by the Local Government Agency.

COUNCILS OF GOVERNMENTS¹ The State of Texas has a direct interest in encouraging general cooperative action among the governmental units in our existing and emerging metropolitan areas. It also has a particular interest in encouraging meaningful metropolitan regional planning. It is recommended that the Legislature enact legislation authorizing the creation of Metropolitan Councils of Governments and providing significant State financial assistance to them.

INTERLOCAL COOPERATION The existence of many small independent local governments frequently makes it either impossible or grossly uneconomical to provide services needed by their residents. One practical method of overcoming this problem without controversial governmental reorganization is by the use of interlocal cooperative arrangements and contracts. The State should make the wide-spread use of such devices both possible and attractive. It is thus recommended that there be enacted legislation which would give the widest possible statutory sanction to interlocal agreements and contracts, and would provide State funds (starting at \$500,000 per year) with which such arrangements could be devised and implemented.

URBAN SPRAWL The entire metropolitan area has an interest in being assured that the urban fringe will develop in such a way that public facilities can be economically provided as needed. When urban sprawl spills over into unincorporated areas it poses special problems because of legal limitations on county powers to deal with urban-type developments. Counties with the will to do so should have the power to regulate residential subdivisions in unincorporated areas and should have the tools (establishment of set-back lines, enactment of a building code, etc.) with which to exercise this power effectively.

URBAN COUNTIES² The county comes closer than any other local unit of government to exercising area-wide jurisdiction over the metropolitan areas. In order to enable Texas' urban counties to respond to urban needs more readily and to make the further proliferation of special districts unnecessary, an "Urban County Amendment" to the State

A more complete outline of the tentative recommendations has been published in the form of a Special Edition of the *Metropolitan Study Newsletter*. Copies are being distributed at the various area meetings and are available upon written request to the Texas Research League, Drawer C, Capitol Station, Austin, Texas 78711.

Constitution is recommended. Under this amendment counties with a population density of 100 per square mile or containing a city of 50,000 or more population would be given the authority to render certain county-wide services and finance them with ad valorem taxes or service charges specifically for such purposes without regard to the constitutional 80¢ tax rate limit.

The proposed amendment would also authorize urban counties to enter into a variety of long-term contractual arrangements with cities and with neighboring counties; to create, in unincorporated areas, service districts within which the county could provide any service a general law city could provide and levy taxes within the area for that purpose; to designate an administrator to supervise functions directly under the commissioners court; to establish a merit system for county employees; and to establish an appointive Board of Equalization for county ad valorem taxation. Currently there are 24 counties that would be covered by this proposed Amendment.

URBAN COUNTY GOVERNMENTAL REORGANIZATION One of the arguments cited against giving counties greater powers to deal with urban problems is based upon the lack of a cohesive administrative structure for county government characterized in part by the existence of a large number of independently elected administrative officers. For those urban counties where there is a desire for governmental reorganization, the staff proposes a second Constitutional Amendment which would give the Legislature the power to draft optional plans of county government organization which could be adopted by local referendum.

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¹Information contained in *Metropolitan Study Newsletters* No. 4 (May—"Is the COG An Answer?"), No. 5 (June—"The COG Comes to Texas?"), No. 6 (July—"Regional Planning: Some Questions and Answers?") and No. 7 (August—"Metropolitan Regional Planning: Where? What? Who? How Much?") has played a major role in shaping this recommendation.

²See *Metropolitan Study Newsletter* No. 8 (September—"A New Look at the Urban County") for a general discussion of this subject.

The Texas Research League is a citizen-supported nonprofit, non-political educational corporation engaged in objective, factual research into the operations, programs and problems of Texas government.



TEXAS METROPOLITAN STUDY

newsletter

A PROGRESS REPORT ON THE LEAGUE'S STUDY OF THE GOVERNMENTAL PROBLEMS OF 22 URBAN REGIONS

TEXAS RESEARCH LEAGUE • DRAWER C CAPITOL STATION • AUSTIN, TEXAS

SEPTEMBER, 1966

AREA MEETINGS TO SOUND OUT LOCAL REACTION

Starting September 28th the staff of the Texas Research League will begin a series of one-day meetings with local public officials in each metropolitan area to present its tentative findings and recommendations on Phase I of the Texas Metropolitan Areas Study—recommendations calling for State legislation designed to equip local areas with the tools needed to cope with the problems of urbanization.

The first series of meetings will be:

	Date	Time	Place
Austin	September 28	2 p.m.	American National Bank Auditorium
Dallas-Fort Worth	September 29	2 p.m.	Arlington State College Theater
San Antonio	October 3	10 a.m.	Cactus Room, Gunter Hotel
El Paso	October 4	10 a.m.	City Council Chamber
Galveston-Texas City	October 5	2 p.m.	County Court Room
Houston	October 6	2 p.m.	City Council Chamber
Beaumont-Port Arthur-Orange	October 7	2 p.m.	American National Bank Conference Room

A NEW LOOK AT THE URBAN COUNTY

Some years ago a government professor coined a phrase when he referred to counties as the "dark continent" of American government. By this generalization he meant that few people know much about their county government largely because they look to city government for most of their day-to-day public service needs.

The county was established to render minimal rural services and to serve as an administrative subdivision of the State. But this has been changing, and there is evidence that the rate of change is speeding up appreciably. More and more emphasis is being placed on the county in meeting and solving problems of metropolitan areas. Within the past month, this trend has been reinforced by some dramatic recommendations made by the Committee for Economic Development in a report which says:

"If local governments are to function effectively in metropolitan areas, they must have sufficient size and authority to plan, administer and provide significant financial support for solutions to area-wide problems . . . In situations where a single county contains an entire metropolitan area, this Committee recommends that a reconstituted county government be used as the basic framework for handling area-wide problems."

The idea of using county government to meet metropolitan needs is not new to Texas. County government in Texas urban centers has been gradually changing to meet the new demands made upon it. These changes most commonly take the form of direct (and sometimes indirect) transfers of functions from cities to the county.

In other states, notably California, the increased responsibilities of county governments have been assumed

through service contracts with cities. Three counties have assumed area-wide functions by creation of a single metropolitan government.²

FUNCTIONAL TRANSFERS

In several instances Texas counties—although operating under rather severe constitutional, statutory and financial restrictions—have assumed responsibility for rendering specific services throughout a metropolitan area.

Several Texas counties, for example, contribute financially to development and maintenance of parks: Ector County has completely taken over the park system in the Odessa metropolitan area; all library expenditures in both the Odessa and San Angelo areas are met by Ector and Tom Green Counties, while several metropolitan counties have joint city-county library service; Jefferson County operates the commercial airport for the Beaumont-Port Arthur area; Orange County has the only active county housing authority in Texas; Tarrant County has assumed the burden of the entire local share of purchasing right-of-way for State highways; in the area of physical facilities, Harris County blazed a new trail when it built the world's first domed stadium; and Tarrant County is constructing a \$14 million convention center in downtown Fort Worth.

¹C.E.D., *Modernizing Local Government*, A Statement by the Research and Planning Committee (July, 1966).

²The one generally regarded as the most successful—The Metropolitan Government of Nashville and Davidson County, Tennessee—was described in *Metropolitan Study Newsletter No. 3* (April 1966) under the title, "Metro Nashville: Interesting, But Not Exportable." The other two referred to here are Baton Rouge, Louisiana and Dade County, Florida.

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In some instances, special county-wide districts have been created to provide service on an area-wide basis and to enlarge the taxing capacity of the counties to pay for this service. Hospital districts are a fairly common example, with the Hospital Board appointed by the County Commissioners Court and with its budget and tax rate subject to the Court's approval. While legally these are separate governmental entities, they are, for all practical purposes, merely an extension of county government. In the Harris County Flood Control District there is no intervening board—the County Commissioners constitute the District's governing body and appoint a manager to administer its functions.

Most major metropolitan Texas counties are at or near their maximum constitutional tax rates and are reluctant to increase their assessment ratios because this directly increases the State ad valorem tax on their taxpayers. Hence, the State ad valorem tax adds to the difficulties of county governments in providing area-wide services.

SERVICE CONTRACTS

Los Angeles County, California, has blazed a trail which many students regard as a model for the urban county. Under the California Constitution, counties have much the same powers as an incorporated municipality, and Los Angeles County has used these powers to expand into many areas of service normally regarded as purely urban. The County makes these services available on a contract basis to its cities. The County entered its first such contract when, in 1907, it undertook to assess property and collect taxes for the City of La Verne. By 1961 the County was party to 1,278 contracts with 73 cities. The two largest cities (Los Angeles and Long Beach) were parties to only two county contracts each, while at the other extreme, Bellflower (a city of 45,000) purchased 38 services by contract.

Los Angeles County can now offer a newly incorporated city a "package" contract under which the County will provide, at cost, a full range of municipal services to the degree specified by the city. This has become known as the Lakewood plan, after the city of that name. There are now 29 "contract cities" in Los Angeles County which, with some individual variations, follow that plan.

In Texas there are several instances of joint city-county operations, public health being the most common example. While these have some resemblance to the contract plan,

they fall far short of anything approaching the Los Angeles system.

TEXAS' STRAITJACKET

The basic laws of Texas assume that all county governments should be alike. The obvious fallacy of this assumption is the myriad of special acts, primarily affecting one or another of the urban counties of Texas, creating new districts with added tax rates or special boards. Urban counties in Texas have found it necessary to provide services and to enter into agreements with cities that are different from those in rural counties, but they are forced to resort to special legislation and unwieldy structural arrangements to do what needs to be done in an urban environment.

A major deterrent to effective and economical use of Texas county government is the view that the county has no legislative authority with which to respond to its unique situations. This legal straitjacket, limiting its authority and its form, has significantly contributed to a belief that county government is not capable of responding to urban needs.

Tom Green County Commissioner Harold Green, who is currently serving as President of the County Judges and Commissioners Association of Texas, when interviewed by the Corpus Christi *Caller-Times* on June 13, 1966, was quoted as saying:

"We have to realize that counties with large cities face situations we didn't even envision 25 years ago. I think the time has come to face and adjust to these realities, no matter how painful it may be.

"I think this type of change is necessary for the very survival of county government itself. But out of this in due course of time the county governments will emerge stronger than ever."

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TEXAS RESEARCH LEAGUE • DRAWER C CAPITOL STATION • AUSTIN, TEXAS

JULY, 1966

REGIONAL PLANNING: SOME QUESTIONS AND ANSWERS

There is much talk about regional planning in the metropolitan areas of Texas. The League staff, in the course of its field work, has been watching these developments with great interest. With this issue of the Metropolitan Study Newsletter we begin a series on this important subject. We start with a sort of "ABC Primer" on planning and in the coming months we will deal with some of the hard issues of metropolitan planning and attempt some evaluation of the Texas activities.

1. What is planning?

Planning is the process through which the people of a community attempt to meet expected change, produce desired change and prevent undesirable change.

2. What is a comprehensive (or master) plan?

A comprehensive plan is the overall blueprint for community development and is intended to serve as a guide for both public and private action. It may include (but not be limited to) statements of community objectives, population forecasts, economic analysis and detailed land use, transportation, open space and other plans. The public is informed through these formalized statements, charts and graphs, but a true comprehensive plan is not a static document but rather a continuing process of revision and development. Only those parts of the plan which the governing body sees fit to incorporate into law are binding. It may, for the most part, remain a mere guide.

3. How are plans implemented?

There are three basic tools for implementing a comprehensive plan:

Zoning—The use of the police power to divide a community into districts for the purpose of regulating the use and development of the land and buildings.

Subdivision Regulation—The use of the police power to regulate the subdividing of land into smaller lots or parcels and specifying the standards to be followed by developers in constructing streets, utilities and other site improvements.

Capital Improvement Program—A planned schedule for the construction and financing of public projects to meet present and future needs. When put into effect, it implements that portion of the comprehensive plan which calls for public investment and, through the timing and allocation of public expenditures, it influences private investment decisions.

It has been said that zoning and subdivision regulation are "preventive" while the capital improvement program is "positive."

4. What is the distinction between regional planning and local planning?

The American Institute of Planners states that "metropolitan planning* is comprehensive planning for areas containing a large urban concentration where the dominant economic, social and physical factors over-arch local boundaries."

The distinction, however, is much greater than merely the geographic area covered. The functions of a regional planning agency differ in at least three respects from a local planning agency:

- (1) Regional planning *supplements* local planning; it is not a *substitute* for local planning.
- (2) Regional planning is basically a mechanism for coordinating all governmental plans having an impact on the region.
- (3) Regional planning is advisory in nature and depends for its acceptance on the voluntary acquiescence of its member governments.

5. In terms of powers and responsibilities, what do these differences mean?

While a regional planning agency can and should develop and adopt a comprehensive plan, that plan will be painted in much broader strokes and in far less detail than the local comprehensive plan. Since it works within a broad framework, the regional planning agency is seldom given the specific tools of zoning, subdivision regulation and capital improvement programming that are essential to the implementa-

*Some writers distinguish between "regional planning" and "metropolitan planning" by saying that the former is "resource oriented" while the latter is "urban oriented." In Texas today, however, the terms are being used interchangeably.

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tion of a local plan. The regional agency may, however, prepare model zoning and subdivision ordinances and urge their adoption by local jurisdictions in an attempt to bring about uniformity in the use of these important tools. It may also assist local jurisdictions in preparing capital improvement programs and may, through persuasion and example, attempt to bring about areawide coordination of these programs. The staff of the regional planning agency may, by contract, provide day-to-day planning services of a local nature to jurisdictions too small to employ a separate planning staff.

6. What is the value of regional planning?

In the course of its field work, the League staff has found instances where the failure to coordinate capital improvement planning has resulted in either the uneconomic use of public funds or the failure to provide a needed service. There are also examples of projects of areawide importance being hamstrung by the failure of local jurisdictions to cooperate, and still other cases where the actions of some jurisdictions have had serious economic effects upon the people of other jurisdictions who had no opportunity to be heard in advance.

While regional planning is no cure-all for the problems of metropolitan areas, it offers the hope that needed facilities can be provided in a more systematic and economic manner.

7. Why is the Federal Government so interested in regional planning?

The Secretary of the Department of Housing and Urban Development, Dr. Robert C. Weaver, has answered this question in this way:

"This country is too vast and its conditions too diverse to be able to coordinate programs and projects affecting specific metropolitan areas in Washington, D.C., even if this were otherwise desirable. However, airports, sewage treatment plants, mass transit, open space and other programs must, if federal funds are not to be wasted, be related to each other and to local development. The comprehensive plan for each metropolitan area can provide the most effective means of relating such programs and projects to each other within the framework of federal criteria and local decision-making."

8. How many metropolitan areas have regional planning?

A 1963 survey made by the American Society of Planning Officials in cooperation with the Housing and Home Finance Agency found some type of regional planning in 150 out of the 212 Standard Metropolitan Statistical Areas. Texas, which then had 21 SMSA's, had no regional planning organization.

9. What is the situation in Texas today?

In 1965 the 59th Texas Legislature enacted H.B. 319 permitting local political subdivisions to join together and contribute toward regional planning. Under the provisions of this statute, in the Dallas-Fort Worth area (North Central Texas Council of Governments), in the Corpus Christi area (Coastal Bend Regional Planning Commission), and in the San Antonio area (San Antonio-Bexar County Organization for Regional Planning), regional planning appears to be well on its way. The local governments of Cameron, Hidalgo and Willacy counties have formed the Lower Rio Grande Valley Council of Governments and have agreed upon a financing formula. What appear to be "pro-forma" regional planning agencies (to comply with federal aid regulations) have been established in one or two Texas areas, while in still other areas—including the Houston and Beaumont regions—serious discussion regarding the form of regional planning is currently under way.

The discussions and debates—both resolved and unresolved—indicate that the serious problems of regional planning organization include (1) the scope of regional planning, (2) the composition of the planning commission, and (3) the nature and extent of local financial support which it requires.

These topics will be discussed in future issues of *Texas Metropolitan Study Newsletter*.

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Essential reading for SLR consensus discussion

JUNE 1966

THE COG COMES TO TEXAS

The Council of Governments—or COG—is a voluntary association of governments in a metropolitan region. A comparatively new concept—the first COG was established in 1954—it is now viewed by many as one of the brightest hopes for solving those problems of metropolitanism that transcend the political jurisdiction of any single local government. The May issue of the League's Metropolitan Study NEWSLETTER discussed the COG concept in general. This issue focuses on the COG being formed in the Dallas-Fort Worth area—the North Central Texas Council of Governments.

It is nothing new for the elected officials of Texas local governments in a metropolitan area to meet together. Organizations such as the Dallas County League of Municipalities and the Harris County Mayors and Councilmen's Association have been in existence for some time. New terminology was added to the Texas scene in the Spring of 1965 when the Greater Fort Worth Council of Governments was created. The Greater Fort Worth organization took an important step toward a regional approach when it opened its membership to all municipalities and counties in what is described as the "Greater Fort Worth area"—a somewhat imprecise term, but one obviously embracing more than just Tarrant County. Still, however, the Greater Fort Worth organization—despite its name and its wider jurisdiction—did not and does not meet the full definition for a metropolitan COG.

But the real thing was not long in coming. It arrived on January 20, 1966, when a large group of officials from Dallas and Tarrant Counties and from the eight other contiguous counties met and voted to create the North Central Texas Council of Governments (NCT-COG, we will call it for brevity).

There were a number of factors which led to the formation of NCT-COG, among them:

- The two cities of Dallas and Fort Worth were already engaged in a joint effort to plan a regional airport.
- Several communities in the area wished to participate in various federal aid programs which carried as a prerequisite the development of a regional plan.

NEW TEXAS SMSA NOW OFFICIAL

As anticipated by the League, Hidalgo County has qualified as a Standard Metropolitan Statistical Area with the official title of the McAllen-Edinburg-Pharr SMSA. This was announced by the U.S. Bureau of the Budget on April 7 following completion of a special census financed locally. Our congratulations to the Hidalgo County people who spearheaded this movement!

—Legislation enacted by the Texas Legislature in 1965 made it legally possible for local governments of all types to cooperate in regional planning.

All this made many people in the Dallas-Fort Worth area anxious to see some type of regional planning organization established. Just when and how the decision was made to develop a COG to oversee the planning effort is not known, but certainly the advice given local officials by the Regional Office of the Department of Housing and Urban Development tended in that direction. Since COG-type organizations became eligible for federal funds in 1965, the Department has been calling local attention to this device in areas where it appears that it might be appropriate.

STRUCTURE

The organizational structure of a COG is almost always a highly individual matter with no two of the existing organizations being exactly alike. NCT-COG maintains this tradition with an organization pattern that is unique and somewhat complex.

General Membership is open to ten named counties¹ and to all incorporated municipalities, independent school districts, and hospital, water and sewer districts within those

¹The counties named are Collin, Dallas, Denton, Ellis, Johnson, Kaufman, Parker, Rockwall, Tarrant and Wise.

Field work during June will range over a wide area, with Bob Norwood heading study teams in the Lower Rio Grande Valley and in Laredo and Homer Reed directing a team in the El Paso area. Homer Scace will be in Amarillo and Wichita Falls. Alan Barnes will head up studies in San Angelo and in the Midland-Odessa area. Jim Hankerson and others will visit Texarkana.

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counties. An eligible jurisdiction can become a general member by action of its governing body and without any obligation to provide financial support. Each general member is entitled to one vote at the annual general membership meeting, and its most important activities are to elect the officers of NCT-COG and review the actions of the Board of Directors.

The Board of Directors is the governing body of NCT-COG and is responsible for its general policies and programs. The Board is composed of all *Participating Members*—those governmental units which provide financial support for the Council, each of which is represented by an elective official having one vote.

NCT-COG's By-Laws provide for a permanent standing *Regional Planning Commission* (which will be a separate legal entity) composed of one representative from each dues-paying county, one representative from each dues-paying city with a population of 10,000 or more, and two members appointed by the Board of Directors to represent cities with less than 10,000 population. The Commission has an *Executive Committee* composed of the three officers of the Commission plus two members designated as Directors. The Executive Committee must include the representatives from Dallas and Fort Worth and at least one county representative.

Other NCT-COG *Commissions* may be formed from time to time with the same membership and executive committee arrangement specified for the Regional Planning Commission. *Advisory Committees* composed of citizens and/or technicians may be established to work with the Board of Directors and any of its Commissions.

MEMBERSHIP

The number of units of local government in the ten counties changes from time to time so that no one can say precisely how many are actually eligible for membership. Based on such information as is now available, however, it appears that in addition to the 10 counties, there are 129 municipalities, 94 independent school districts and 45 hospital, water and sewer districts.² Thus the total general membership of NCT-COG could consist of 278 governments and, if every one became a participating member, the Board of Directors would be of the same size.

As of May 5 there were 105 members consisting of 10 counties, 79 municipalities, 14 independent school districts and 2 special districts. All of these are also participating members.

²Includes 17 districts that may not be eligible.

FINANCE

The dues schedule established for NCT-COG for the current year calls for city contributions ranging from \$25 for cities of less than 10,000 population to \$500 for cities having more than 300,000 inhabitants. Counties pay \$100 or \$50, depending upon whether they have more or less than 100,000 inhabitants. All other jurisdictions pay a flat \$25.

The amount actually raised for the NCT-COG general budget was \$5,175 as of May 5. The potential from all governments—as estimated by the Research League staff—would be \$8,925. Federal matching funds are available on the basis of \$2 Federal for each \$1 local.

Local governments eligible to serve on the Regional Planning Commission are being requested to make an appropriation based on population at the rate of 6 cents per capita within Dallas and Tarrant Counties and 4 cents per capita in the other counties. County planning contributions are based on the population living in unincorporated areas. Other NCT-COG members are invited, but not required, to make special contributions toward the planning effort and twelve have done so. As of May 5 the amount pledged toward planning totaled \$81,100 which, together with available federal grants, would permit an initial planning project costing in the vicinity of \$250,000.

SIGNIFICANCE

This brief summary of the organization of NCT-COG scarcely does credit to the significance which many people attach to its formation. It may be one of the most important developments in Texas government in many years. Consequently, the League's metropolitan study research team is paying considerable attention to NCT-COG and will offer its findings, conclusions and comments before the end of this year.

OFFICERS 1966

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TEXAS METROPOLITAN STUDY

newsletter

A PROGRESS REPORT ON THE LEAGUE'S STUDY OF THE GOVERNMENTAL PROBLEMS OF 22 URBAN REGIONS

TEXAS RESEARCH LEAGUE • DRAWER C CAPITOL STATION • AUSTIN, TEXAS

MAY, 1966

IS THE COG AN ANSWER?

Try solving a riddle—What are SICC, ABAG and MACLOG?

They *might* be, respectively, an association of beatniks, an unattractive co-ed and an important Scotchman. Actually they are all similar devices which many people hope will prove capable of solving some of the most perplexing problems of metropolitan areas. This device is the COG—Council of Governments—and the funny-looking words in our riddle are made up from the initials of three of the most successful COG's now operating. Just so you will know, SICC stands for the Supervisors Inter-County Committee in the Detroit area, ABAG is the Association of Bay Area Governments around San Francisco and MACLOG means the Metropolitan Atlanta Council of Local Governments.

All told, there now appears to be 15 COG's in existence in various parts of the United States (see boxed list on reverse page) and—of special interest to Texans—one of the newest of these is the North Central Texas COG centering around the Dallas-Fort Worth metropolitan areas.

Essentially the COG is a voluntary device through which the elected representatives of the governments in a metropolitan area cooperate in attempting to solve problems of area-wide interest and significance. Because they were formed locally and with the specific characteristics of individual metropolitan areas in mind, there are significant differences between the organizational patterns and work programs of the various COG's.

Nonetheless, the various COG's do have some characteristics in common. The most outstanding feature—and one that must be clearly understood—is the fact that a COG is *not* a government and has no power to enforce its decisions. Usually, each member government has one vote regardless of size.

Other features usually found in the COG's are:

- The members are exclusively or largely local governments, most often counties and municipalities.
- The overwhelming number of representatives on such councils are elected officials.
- The COG's are usually financed by contributions of the member governments, usually determined on a population basis.
- A member has the right to withdraw at any time.

—They are multipurpose, i.e., able to consider any area-wide problem to which they decide to give their attention.

—They have professional staffs which manage the organizational activities and undertake research.

REACTIONS

In general, groups concerned with metropolitan problems have reacted with considerable favor to the COG idea. The Federal Advisory Commission on Intergovernmental Relations, for example, calls the growing use of COG's "One of the most significant recent developments in metropolitan areas." Both the National League of Cities and the National Association of Counties have endorsed the COG idea and have jointly urged the city and county officials who comprise their membership "to give full consideration to the possibilities that such regional programs of city-county cooperation offer them."

Academics are more divided in their views of the COG movement with one describing it as a "toothless tiger" while another (an advocate of "metro") calls it "merely a good enough way to forestall a better and more permanent solution." Still, most regard the COG as at least a helpful device, with one saying that it demonstrates "an awareness on the part of local elected officials of the problem of the metropolitan implications of some of their own problems, needs and activities...".

By far the most important and effective vote of confidence in the COG movement came in 1965 when the Congress of the United States decided to make such councils eligible for federal grants for special studies and administrative expenses.

ACCOMPLISHMENTS

Space does not permit a full review of the accomplishments of the various COG's, but some indication can be gleaned from a few brief examples.

In the San Francisco Bay Area the major contribution of ABAG has been in the field of planning. One recent appraisal of ABAG states that when the Association was formed in 1961 "the position was largely that of opposition

During May, League field work will shift to new areas. Homer Reed will move into the San Antonio area while Homer Scafe organizes the team in the Beaumont-Port Arthur-Orange metropolitan area. Bob Norwood and team begin work in the Lower Rio Grande Valley May 30. During April, League staffer Jim Hankerson spent a week interviewing in the Tyler SMSA.

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to any comprehensive, well-financed, permanently established and staffed, regional approach to planning." Five years later, however, "the Association is in business as an ongoing, regional planning agency with both staff and financing." Furthermore, this report points out that planning has moved beyond the stage of discussion and into the area of implementation. This is especially true in the fields of recreation, open space and shoreline development where "city and county members have indicated a willingness to subordinate local desires to the regional good as crystallized in ABAG."

In Atlanta, MACLOG's accomplishments in its first year are little short of amazing, and one of its most glowing is in the field of law enforcement through a committee it calls Metropol (Metropolitan Police). In only six months Metropol stimulated the creation and installation of an area-wide police teletype network, conducted training schools from which more than 200 officers have graduated and established a 15-man Fugitive Squad with area-wide jurisdiction (they are deputized by the various county sheriffs) which is "serving both as advanced training for detectives and as a very efficient detective force." MACLOG also has committees looking into area-wide data processing, uniform traffic enforcement and uniform building and housing codes.

In Salem, Oregon, the Mid-Willamette Valley COG has brought about coordination of the capital-improvement budgets of the four local governments involved, succeeded in having the city airport placed under a regional port agency, initiated a coordinated regional sewer program and encouraged the City of Salem and Marion County to develop plans for a joint city-county building in which city and county departments performing similar functions will be able to work in close physical proximity. In addition, the Salem COG has established a joint purchasing program which has saved the member governments substantial sums and has consolidated area-wide dog pound facilities. As one observer states, "whether the action taken concerned large matters or small, the seeds of cooperation appear to have taken firm root throughout the Mid-Willamette Valley."

SIGNIFICANCE FOR TEXAS

The April NEWSLETTER reviewed the experience of Metropolitan Nashville and concluded that it was unlikely that such a plan would be workable in Texas. The conclusion regarding the COG plan is just the opposite—it appears to be something well worth exploring for Texas.

For one thing, the COG reliance on voluntary cooperative efforts is well attuned to the Texas tradition of strong local

home rule. Second, the COG appears to be equally adaptable to both very large and fairly small metropolitan areas—an important fact in Texas where several of the metropolitan areas (San Angelo, Tyler, Laredo, etc.) are on the smallish side.

Finally, the COG has already taken a foothold in Texas in the Dallas-Fort Worth area where the North Central Texas COG was created on January 20th. As of March 16th, it had 92 members (9 counties, 71 cities, 10 school districts and 2 water districts). The next issue of the Metropolitan Study NEWSLETTER will be devoted entirely to an examination of this Texas COG.

COUNCILS OF GOVERNMENT NOW OPERATIVE

Metropolitan Atlanta Council of Local Governments
North Central Texas Council of Governments
(Dallas-Fort Worth)
Supervisors Inter-County Committee (Detroit)
Regional Advisory Committee for the Capital Area
(Hartford, Conn.)
Regional Cooperation Committee (Levittown, Pa.)
Southern California Association of Governments
(Los Angeles)
Metropolitan Regional Council (New York)
Pennsylvania Conference of Elected Officials
(Philadelphia)
Mid-Willamette Valley Council of Governments
(Salem, Oregon)
Association of Bay Area Governments (San Francisco)
Puget Sound Governmental Conference (Seattle-Tacoma)
Siouxland Interstate Planning Council (Sioux City, Iowa)
East-West Gateway Coordinating Council (St. Louis)
Metropolitan Springfield Council of Governments
(Springfield, Ill.)
Metropolitan Washington Council of Governments
(Washington, D.C.)

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TEXAS RESEARCH LEAGUE • DRAWER C CAPITOL STATION • AUSTIN, TEXAS

APRIL, 1966

METRO NASHVILLE: INTERESTING, BUT NOT EXPORTABLE

Of the 212 metropolitan areas in the United States, only three have forms of government that might—with a little stretching of the definition—be called metropolitan-wide. Many political scientists believe that the most successful of these is the Metropolitan Government of Nashville and Davidson County, Tennessee—Metro Nashville, for short. Recently League staffers assigned to the Texas metropolitan areas study visited Nashville to see this unique governmental entity at first hand.

The Verdict: Very interesting, but probably not an answer for Texas.

The staff talked to several public officials and knowledgeable private observers during their visit. Nearly everyone interviewed stressed the fact that there were many unique factors which enabled Metro Nashville to be created, and that the plan was tailor-made to the requirements of the area. One metro official made a categorical statement: "It is working fine here, but I certainly would question any attempt to transplant our plan to any other city."

Metro Nashville came into being April 1, 1963, after a favorable referendum vote the previous June. In effect, the City of Nashville disincorporated and merged its government with that of Davidson County. Several very small incorporated municipalities continue to exist within the County—these are, however, prohibited from annexing additional territory and most of their services are provided by the metropolitan government.

Under the Nashville plan the jurisdiction of the metro government coincides with the County boundaries. The County is divided into two broad geographic areas—a General Services District which covers the entire County and an Urban Services District which encompasses the City plus the highly urbanized but unincorporated fringe that surrounded it, less a small "doughnut hole" for the incorporated community of Berry Hill.

The Metropolitan Government provides the following services throughout the General Services District: police protection, administration of justice, health, welfare, streets and roads, schools, parks and recreation, library, planning, housing and urban renewal, refuse disposal and various regulatory functions including building codes. Within the Urban Services District, the following governmental

functions are performed: "additional" police protection,* fire protection, water, sanitary and storm sewers, street lighting and cleaning, and refuse collection.

Metro Nashville has a strong mayor-council form of government (the council-manager form was never seriously considered), and former County Judge Beverly Briley is the incumbent mayor. (He is currently seeking reelection to the first full term and his opponents—the former mayor of Nashville and the incumbent Vice Mayor of the Metropolitan Government—have both pledged their support to metro.) The Metropolitan Council consists of 40 members—5 elected at large and 35 from districts. A number of the administrative officers heading the line departments are appointed by the mayor in conformity with civil service regulations and have civil service protection in their positions.

Remnants of the old Davidson County still exist to comply with the requirements of the Tennessee Constitution. Thus there continue to be elected administrative officials such as the Registrar, Constables, District Attorney, Trustee, Public Defender and County Court Clerk. The elective positions of Sheriff and Tax Assessor are of particular interest. The County Sheriff has been relieved of all law enforcement activities but continues to serve civil papers and is in charge of the metropolitan jail and workhouse. The County Tax Assessor actually came out of the reorganization with substantially increased powers. He is now known as the Metropolitan Assessor and is the sole assessing authority in Metro Nashville.

The court system—principally elective—was unchanged except that the old city courts became divisions of a Metropolitan Court.

The change made in the school system was of great importance and was one of the principal reasons why many people supported the metro plan. Under the old system there were two school districts—one with a board ap-

*The distinction between the "additional" police protection provided in the urban zone and just plain police protection available everywhere is not precisely defined and is actually handled on a pragmatic basis. In the current budget, a total of \$4.6 million is spent on police protection of which \$2.7 million is charged against the general zone and \$1.9 million is considered "additional" and charged against the urban zone. Since the urban zone has 55% of the taxable values in the general zone, it can be deduced that urban area taxpayers pay for 74% of all police services.

During April, League teams will continue to work in the Dallas-Fort Worth area under the direction of Homer Reed, and in the Houston-Galveston area under the direction of Homer Scace. Bob Norwood, Senior Research Analyst, hopes to begin policy level interviews in the Corpus Christi area the week of April 18th, and other staff members may join him there if their schedules permit.

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pointed by the Mayor of Nashville while the other was appointed by the county authorities and, in each instance, the school budget was subject to review and approval by the governing body of the city and county respectively. The two school systems operated under different standards with the result that children living on one side of a street could receive a substantially different education from those on the other. Under the Metro Nashville plan there is only one school district covering the entire county. Metropolitan Board of Education members are appointed by the Mayor with approval of the Council. The school budget is submitted to the Metropolitan Council for approval. If two-thirds of the Board of Education members feel that the budget as adopted by the Council is "insufficient and inadequate to meet the needs of public education" they can cause a public referendum to be called at which the voters can overrule the Council's action. Thus under the Metro plan the schools have some measure of fiscal independence which they did not enjoy under the old City-County arrangement.

In general, it appears that the principal results of the adoption of the Metro Nashville plan have been:

1. It has made possible the provision of needed services to a large urban population that formerly resided in unincorporated territory. Moreover, these services have been provided at a lower tax cost than these people would have had to pay had they been annexed by the City.
2. Partly because the unincorporated urban areas have been brought into the urban service tax base and partly because some services have been shifted to a countywide tax base, the tax on property in the old City of Nashville has been significantly reduced.
3. The taxes on property located in the truly rural (or non-urban) portion of the county have been substantially increased as the people in these areas have been called upon to shoulder a share of those services deemed to be of area wide importance.
4. Duplication of management between the county and the city has been eliminated and along with it some of the problems that arose when services were divided upon largely artificial political boundary lines.
5. By consolidating the two school systems, the differential in the standard of education was eliminated.

Since the adoption of the Metro Nashville plan, one of the political science professors at Vanderbilt University has kept close tabs on developments in the area and has, with the help of his graduate students, tried to measure changes in public opinion regarding metro. His findings indicate that support for metro has continued to be very

high in the formerly unincorporated fringe areas of the old city (where the affirmative vote ran close to 80% favorable) and that the margin of support in what used to be the City of Nashville has increased significantly (the plan was favored by 57% of the 1962 voters). In the unurbanized portions of the county, the people continue to oppose metro by just about the same 2-to-1 margin that they indicated in the 1962 voting—the tax increase which these people experienced was just about what they had anticipated when they went to the polls.

To those who argue against any form of areawide government, the success of the Metro Nashville plan and the popular support which it retains may come as a surprise. On the other hand, there are many features of the Nashville plan which fail to accord with some of the pet devices of metropolitan reform groups. These include the retention of a long ballot with many elected officials, the large city council, the civil service status of top administrative officials and the continuance of several tiny incorporated enclaves.

But the people of Nashville were not trying to prove anything. They had a number of specific local problems and they believe that they have solved them in a specific local manner. They like the solution, but they do not have any missionary urge to spread the plan to other metropolitan areas.

Is the Metro Nashville Plan a model for any Texas metropolitan area?

In detail—definitely NO!

In broad outline—Very unlikely!

Does Metro Nashville offer a lesson for Texans?

Yes! The success of Metro Nashville proves that acceptable plans for solving the problem of governmental organization in metropolitan areas can be devised. It further proves that a county government—for essentially that is what Metro Nashville is—can, if it has to, undertake urban functions and perform them satisfactorily.

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TEXAS

METROPOLITAN STUDY

newsletter

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GOVERNMENTAL PROBLEMS OF 22 URBAN REGIONS

TEXAS RESEARCH LEAGUE • DRAWER C CAPITOL STATION • AUSTIN, TEXAS

MARCH, 1966

FIELD WORK STARTED IN MAJOR AREAS OF STATE

With successful field work in Lubbock, Austin and Waco under their belts, the Texas Research League's professional staff now has begun intensive field interviewing and fact-finding in the largest metropolitan areas of Texas. On March 1, ten trained researchers moved into the Houston-Galveston and Dallas-Fort Worth areas. Although each of these four cities is the central city of its particular Standard Metropolitan Statistical Area, they will be studied as the centers of two closely related urbanized areas—partly because of their many economic and social relationships, and partly because their geographic proximity to each other makes it possible to use the League staff most efficiently when they are studied at the same time.

In preparing for this major study, the League recently has bolstered its staff by adding two men with wide practical experience in local government and its problems. Those assigned to the study are as follows:

James W. McGrew, Research Director and Director of the Metropolitan Study. B.A., Montclair State College; M.S., University of Denver. Seventeen years' experience in governmental research. Joined League staff in 1955. McGrew will exercise general supervision and will participate in key interviews in all areas.

Homer E. Scace, Research Associate. B.A., Nebraska State Teachers College, graduate work at University of Pennsylvania and Institute of Public Administration. Former member of research staff of New York State Assembly. Joined League staff in 1958. Scace will have overall supervision of field work in the Houston-Galveston area.

Homer D. Reed, Research Associate. B.A., Ouachita College; M.A., University of Alabama. Fifteen years' experience in municipal research and administration. Former City Manager, Pensacola, Florida. Joined League staff in 1965. Reed will have overall supervision in the Dallas-Fort Worth area.

Alan E. Barnes, Senior Research Analyst. B.B.A., University of Texas. Joined League staff in 1956. Barnes will make studies of property tax administration in the Houston-Galveston and Dallas-Fort Worth areas.

Bob Norwood, Senior Research Analyst. B.B.A., L.L.B., University of Texas. Member, State Bar of Texas. Joined League staff in 1960. Norwood will study public health and welfare agencies.

James A. Hankerson, Legal Analyst. B.A., M.A., University of Texas. Member, State Bar of Texas. Joined League staff in 1953. Public housing and urban renewal will be the subjects of Hankerson's field work.

Dail Cosner, Research Analyst. B.B.A., L.L.B., University of Texas. Member, State Bar of Texas. Joined League staff in 1962. He will study the public school districts and their relationships to other governmental entities in the metropolitan areas, and will also survey library services.

Al Lowman, Research Analyst. B.A., M.A., University of Texas. Joined League staff in 1964. Lowman will survey the problems of water and sewerage; parks and recreation; garbage disposal and air pollution.

Joseph B. Atkinson, Research Analyst. B.B.A., Baylor University. Ten years' experience in public administration; former City Manager, Sherman, Texas. Joined League staff in 1966. Atkinson will concentrate on the problems of crime and police protection.

Jack A. Ballas, Research Analyst. B.B.A., University of Houston. Ten years' experience in comprehensive city planning, both with the City of Houston and recently with private consulting firms in Wichita Falls and Houston. Joined League staff in 1966. Ballas will study the planning problems in the metropolitan areas with substantial emphasis on transportation problems and planning.

Plans call for Scace to spend the months of March and April in the Houston-Galveston area, while Reed will devote the same months to Dallas-Fort Worth. Initially, Barnes, Ballas and Lowman will work with Scace while Norwood, Hankerson, Cosner and Atkinson join Reed in Dallas-Fort Worth. While the functional surveys will take varying amounts of time, it is anticipated that the teams,

In the first issue of the *Metropolitan Study Newsletter* it was stated that the San Antonio area field work would begin March 1. Due to the subsequent loss of a senior staff member (Glenn H. Ivy has been selected as Executive Director of Governor Connally's Committee on Public School Education) it has been necessary to reschedule the San Antonio work to begin May 1.

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with the exception of Scace and Reed, will shift between the two areas sometime toward the latter part of March.

During the course of the field work, intensive interviews will be held with many public officials both at the policy and administrative levels. Contact will also be made with

private citizens who are active in civic associations, business groups and labor unions. In the Austin and Waco studies, a total of 177 persons were interviewed by the staff. Rough estimates indicate that interviews in the Houston-Galveston and Dallas-Fort Worth areas will total at least 700.

TEXAS CONGRESSMEN TOLD OF METROPOLITAN STUDY

League staffers Alvin Burger and Jim McGrew met with members of the Texas Congressional Delegation in Washington on February 14 to give them the background of the League's study of metropolitan areas. Twelve members of the Texas House Delegation and representatives from the offices of Senators Yarborough and Tower attended the luncheon session arranged by the dean of the Texas Delegation, Wright Patman, and held in the Speaker's Dining Room. Wayne Gibbens, an administrative assistant to Governor Connally, was also present.

Burger described the work of the Research League and made a point of noting that the study was being undertaken at no cost to the taxpayers of Texas or of any local government. He stressed that the League was a nonprofit, nonpolitical, nonlobbying agency that makes recommendations but does not attempt to "sell" them to the Legislature.

McGrew pointed out that much federal legislation aimed at solving the problems of metropolitan areas is geared to the needs of such areas in the older sections of the country. While terming this approach "quite proper," he pointed out that there are many striking differences between the older metropolitan areas elsewhere and those of Texas, which are of more recent origin. Nevertheless, he said, our growing Texas cities do have problems, and they can grow to the point where they approximate those older urban centers of other states.

The League's first goal, McGrew said, is to determine the proper and necessary role which the State Government should play in helping to solve the problems of our metropolitan areas. He expressed the hope that at least some of the findings of the League study will prove helpful to

our Congressmen when they come to evaluate proposed national legislation in the future.

Following the formal presentation, the meeting was opened to general discussion. All of the Congressmen present expressed interest in the study, and two—Congressman Earl Cabell and Congressman Bob Casey—discussed their experiences with metropolitan problems as Mayor of Dallas and Harris County Judge, respectively. Both Mr. Cabell and Mr. Casey declared the study was badly needed, and, in fact, long overdue. They and several other members of the delegation offered some concrete suggestions for the staff to explore.

Prior to the Washington meeting, McGrew and League staffers Scace and Reed spent several days studying at first-hand the Metropolitan Government of Nashville and Davidson County (one of the three existing "metro" governments in the U.S.) and then went on to Atlanta where a group of metropolitan planning officials discussed in considerable detail the use of "Councils of Government" to solve metropolitan problems. Future issues of the *Newsletter* will discuss staff impressions gleaned at Nashville and Atlanta.

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TEXAS RESEARCH LEAGUE • DRAWER C CAPITOL STATION • AUSTIN, TEXAS

FEBRUARY, 1966

A MESSAGE FROM GOVERNOR CONNALLY

Last April I requested the Texas Research League to undertake a study of the governmental problems of the metropolitan areas of Texas. The objective of such a study would be to determine what appropriate steps should be taken, at both local and state levels, to modernize and improve the planning, financing and administration of public services deemed essential to the social and economic well-being of the inhabitants of these urban centers.

The League accepted the request and, after fulfilling prior commitments, has spent some time familiarizing itself with metropolitan problems generally. The League staff now is going into the field to study these problems firsthand in their Texas setting. I know that all local and State officials will extend their utmost cooperation.

The first objective of the League study is to define the State's role in helping to solve the problems of our metropolitan areas. There is no doubt that the cities and the regions they affect do need help—this fact is documented every day. Thus far, the most effective help has come from the Federal Government. As an American, I applaud the fact that our national government is responding to this need. As a strong believer in responsible state government, however, I deplore the fact that our state governments generally and Texas specifically have remained largely aloof from the problems of urban areas. I hope that the League study will point the way toward reactivating the working federalism that made this Nation great—a federalism in which the local, state and national governments all play their proper and necessary roles. I assure you that I will lend my full support to the attainment of this goal.

John Connally

METROPOLITAN AREAS STUDY BEGINS

In response to the request of Governor Connally and with the endorsement of the Texas Municipal League and the Texas County Judges and Commissioners Association, the Texas Research League has undertaken a long-term study of the problems of our State's growing metropolitan areas.

To start we needed a definition of a "metropolitan area." We have chosen the definition of a "Standard Metropolitan Statistical Area" (SMSA) devised by the Federal Bureau of the Budget and used by all Federal agencies. Under this definition, an SMSA is a county or a group of contiguous counties containing at least one city of 50,000 inhabitants or more, or "twin cities" with a combined population of at least 50,000. In addition, contiguous counties are included if they are essentially metropolitan in character and are socially and economically integrated with the central city.

There are now 21 such areas in Texas. In 1960 these areas encompassed 29 counties and since then the Census Bureau has announced that six additional counties have been included in them—one each in the San Antonio and Corpus Christi SMSA's and four in the Houston SMSA. It appears likely that Hidalgo County will be designated as an SMSA following a special census to be held early in

1966. In any event, the urban development of Hidalgo County is essentially the same as that of Cameron County (the Brownsville-Harlingen-San Benito SMSA) and, following requests by the Hidalgo County Commissioners Court and several city councils in the area, the League has broadened its study to include that County.

Thus the League study includes 22 urban areas occupying or affecting 36 counties. Within these counties are a total of more than 1,000 local governmental units, including more than 300 incorporated municipalities and 380 school districts. The relationships between these many local governmental units, on the one hand, and their relationships with the State and Federal governments on the other, will form a major part of the League's study. Phase one of the study—which the League hopes to complete during 1966—will attempt to define the role of the State government in helping to solve the more severe problems that plague our densely populated urban areas. This is a particularly timely and significant undertaking, in view of the repeated recommendations of the Federal Advisory Commission on Intergovernmental Relations calling on the states to play a key role in solving metropolitan problems—recommendations accompanied by the Commission's warn-

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ing that if the states fail to exercise this role "real harm might be done to the overall structure of national-state-local relations under our federal system."

It should not be assumed that this attempt to define the State's role implies any anti-Federal Government bias on the part of the League's study. The staff already has established cordial and cooperative relationships with several of the Federal agencies most concerned with metropolitan areas, especially with the Fort Worth Regional Office of the Housing and Home Finance Agency—nucleus of the new Department of Housing and Urban Development. Both HHFA and the Regional Office of Economic Opportunity have cooperated by making staff people available for intensive "brainstorming" sessions with the League staff on the programs they administer.

The League staff now is preparing for intensive field work, starting with the Austin and Waco areas. By March 1st teams will be operating in the Dallas-Fort Worth, Houston-Galveston and San Antonio areas.

As this field work begins, it perhaps is timely to restate again something that has been said verbally to local officials all over Texas. This takes the form of indicating two things that the study will *not* do.

1. It will *not* be a theoretical study designed to replace all existing local governmental entities with some form of "supermetro" government. This is not to say that the "metro" ideas do not have merit, but they form only a small part of the extensive experimentation occurring all over the country in attempts to solve metropolitan area problems. The League staff will examine and consider all such ideas and efforts without prejudice—although conscious of the fact that the concept of "metro" has seldom caught on with the people who actually live and vote in metropolitan areas.

2. It *cannot* be a detailed study of governmental operations in the metropolitan areas of Texas. Rather the study will concentrate on intergovernmental relations—what they are and what they might be—and on the legal framework within which they exist. If the study is successful, it should open new vistas to the solution of governmental problems in Texas' metropolitan areas.

The League's Board of Directors regards it as essential that State and local officials be kept as fully informed as possible of the progress of the study and the results of the League's research. Accordingly the Board has authorized this new publication—*Texas Metropolitan Study*

Newsletter—in an attempt to establish a regular line of communication with those officials. The Newsletter will appear frequently; it will be brief and, we hope, informative. We take this opportunity to solicit suggestions on its content. Our mailing list embraces the mayors, city managers, county judges, county commissioners, school officials, newspapers and civic associations in each of the areas under study. It is a large list, but doubtless incomplete, and we would welcome any suggestions as to additional people who should be receiving it—name and address, please!

(Please notify us of address changes)

POPULATION OF STANDARD METROPOLITAN STATISTICAL AREAS IN TEXAS

	1960 Actual	1965 Est.*
Abilene (Jones and Taylor Counties)	120,000	134,000
Amarillo (Potter and Randall Counties)	150,000	184,000
Austin (Travis County)	212,000	240,000
Beaumont-Port Arthur-Orange (Jefferson and Orange Counties)	306,000	333,000
Brownsville-Harlingen-San Benito (Cameron County)	151,000	156,000
Corpus Christi (Nueces and San Patricio Counties)	267,000	279,000
Dallas (Collin, Dallas, Denton and Ellis Counties)	1,084,000	1,311,000
El Paso (El Paso County)	314,000	355,000
Fort Worth (Johnson and Tarrant Counties)	573,000	636,000
Galveston-Texas City (Galveston County)	140,000	159,000
Hidalgo County (added by League)	181,000	197,000
Houston, (Brazoria, Fort Bend, Harris, Liberty and Montgomery Counties)	1,418,000	1,653,000
Laredo (Webb County)	65,000	68,000
Lubbock (Lubbock County)	156,000	181,000
Midland (Midland County)	68,000	71,000
Odessa (Ector County)	91,000	95,000
San Angelo (Tom Green County)	65,000	69,000
San Antonio (Bexar and Guadalupe Counties)	716,000	798,000
Texarkana (Bowie County)—Texas portion	60,000	63,000
Tyler (Smith County)	86,000	92,000
Waco (McLennan County)	150,000	159,000
Wichita Falls (Archer and Wichita Counties)	130,000	141,000
Total SMSA Population	6,503,000	7,374,000
Total State Population	9,580,000	10,481,000
SMSA as Percent of State Total	67.9%	70.3%

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October 20, 1966

To: Lancaster, Ballard, Brown, Casperson, Joor, May, Prashner
From: Brownscombe
Re: State-Local Relations consensus and November 1966 TEXAS VOTER article

What an excellent idea to number the paragraphs, Rose--it makes commenting much easier.

I like the first title of the article, but not the second.

I'd suggest for deletion the following paragraphs--Nos. 4, 8, 9, 10 and 15 (total 31 lines). It's too bad to have to delete anything, but since it has to be done I think it's better to cut mostly in the introductory part, rather than in the part about the League. I do recommend, however, #15 for deletion since to put in proposals on which we weren't able to come to consensus does, I think, divert attention from the proposals we can support (#14) and proposals which, it seems to me, we rather hope the Leagues will want to study (#16). I would also change the last sentence of #16 to: "The League will not support or oppose these two proposals." (which deletes 3 more lines). If a little more needs to be deleted the first sentence of #13 could be condensed thus: "Your state Board has evaluated the recent, widely-publicized legislative recommendations of the Texas Research League and will support the following proposals, based on our consensus above."

I've studied my copy of Betty Pettis's memo (post-Board report - April 1965) in which she formulated and analyzed the SLR consensus, and it seems to me, Rose, that your analysis of what our positions will permit us to do with respect to TRL's legislative proposals, is correct.

In some paragraphs I would suggest changes in wording, as follows:

#5, line 4--change "they" to "it"

#7--rearrange to read "The Governor now has an assistant whose primary responsibility is to coordinate for the Executive Branch all aspects of state planning and to be a liaison with PACT (the newly formed Planning Agencies Council of Texas, composed of the heads of 11 state agencies. (4)"

#11--change last sentence to: And what should be the role of the League of Women Voters of Texas?

#12--change to read: "Our State-Local Relations position includes opposition to continuing to meet the need for local government services by the formation of single purpose special districts, and the League therefore supports measures to provide cities and/or counties with adequate powers to perform services without overlapping costs and taxation....our position includes the belief that local government in Texas should be made more responsive to changing conditions, and we therefore support a flexible governmental structure for counties and municipalities, together with legislative and financial powers adequate to provide local services. The League supports metropolitan regional and comprehensive state planning in Texas."

- #14, line 6--change "the" to "and"
- #16, line 6--after "required" insert "for League members"
line 7--change "items" to "proposals"
- #17, line 4--change "unity" to "units"
- #18, line 1--change "have" to "be"
line 2--delete "reactions"
line 9--after "level" insert "local and state" in parentheses
- #19, line 2--should "inner" be "inter"?

7-100
October 26, 1966

To: Lancaster, Ballard, Brown, Casperson, Joor, May, Prashner
From: Brownscombe
Re: State-Local Relations discussion

At the Conference on Urban Affairs which is now going on at Arlington State College, some of today's speeches (as told me by Barbara Bubis, Dallas LWV program vice-president) are pertinent to our S-LR discussion.

The mayors' panel in the morning spoke of the almost overwhelming problems of the cities and of help being needed from various sources, especially the legislature. Mr. James McGrew, research director of TRL, in his discussion at lunch of the TRL proposals and the five categories of criticism of them, said that councils of government ought to be greatly strengthened, have power to make intergovernmental contracts, etc. In his speech in the afternoon, House Speaker Ben Barnes displayed a rural point of view, said the legislature would establish an urban affairs department but that would be about all, that the cities should take care of their own, that not before 1970, if then, would the legislature be dominated by the cities. The contrast between the mayors' panel and Mr. McGrew, on one hand, and the Speaker, on the other, was most obvious.

My question: will the urban affairs department proposal have the effect, designedly or otherwise, of taking the steam out of the drive for the TRL proposals? In any event it looks as if it will be still another bill for us to evaluate.

At the time of the area meeting (September 29th) in Arlington to discuss the TRL tentative proposals, Alvin Burger, TRL executive director, said that the "preliminary report" (Mr. Burger's words) of the TRL proposals will be completed in December (underlining mine)--this report will be the present tentative proposals (that we've been studying) as amended as the result of the area meetings held throughout the state. (The above is the gist of part of an article in the September 30th Dallas Times-Herald.) If the preliminary report doesn't come out until December, I'm wondering when the final report, which I suppose is the one we would base our judgments on, will be available.

I will enclose with Rose's copy of this memo a set of clippings from the Dallas Morning News regarding the October 26-27 conference at Arlington State College.

*3 clippings of 10/27 from
Dallas Morning News*