

By 1955 many Leagues
had requested that there be
a Local Program chosen
on the state Bd.

TO: Local Current Agenda Chairmen
FROM: State Board Local Current Agenda Chairman.
Mrs. Harold R. Yeary, [REDACTED]

If an area of agreement is reached early this fall and your local board is requested by the membership to proceed to the action phase, then another chairman may be appointed to carry the ball. Your item can then take the direction of a public relations job where your whole membership will seek to build public opinion, as we are doing right now on TCR. Or it can become a legislative item as Legal Status of Women is becoming and as our action on OTC-HR5550 became. We were able to help the members participate actively in government at these respective levels because the resource people used their portfolios as a means to that end. The general membership had been well briefed through committees, bulletins and unit discussions. (Have you availed yourself of standing orders for leadership materials to the end that you can study the techniques developed over the years by state and National Boards to project a program item?)

BECAUSE SO MANY OF YOU HAVE ASKED FOR IT, we have prepared a Tool for Local Current Agenda Chairmen. This is a basic, up-to-date list of what Leagues in Texas are working on locally this year, with a tabulation of what other Leagues have done or are doing in related fields. It also contains the names and addresses of all Local Current Agenda Chairmen.

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Publications Record

From 1956 Com. Workbk, p 42,
Report by Cookie Smith - re
"Know Your State: " In Sept 1955
we issued our every-citizen
brochure Texas Const Review, &
10,000 copies were quickly
sold, without even scratching
the surface of possibilities
for distribution. An addi-
tional 10,000 copies were
ordered. "

Report on p. 41/55 to 2/29/56 in
1956 Com. Workbk shows 6641 Texas
Const. Reviews sold during the
period.

Jan 1961 Bd mtg minutes p 3.
"There are 8000 TCR's left.
Orders for them are still being
received in SO."

Note to TCR (Veta) + Ruth Joor:
Don't be discouraged re TC Review
distribution — 10/60 Bd mtg minutes,
p4, say "8600 copies [of 1955 TC Rev.]
are still on hand". 20,000 were
published in 1955 [Jan 1966 Bd
minutes] so 11,400 copies were
disposed of in the 5 yrs 1955-60.

LEADERS GUIDE
for Review of
WATER RESOURCES PLANNING IN TEXAS

Based on study of:

- I. Summary Report of U. S. Study Commission - Texas (federal)
- II. A Plan for Meeting the 1980 Water Requirements of Texas (state)
- III. What Happened to Water in Texas in 1961 (LWV publication).

Authority for review:

National Continuing Responsibility, Water Resources -

"Support of national policies and procedures which promote long-range planning for conservation and development of water resources. Among these policies are: a) better coordination and elimination of conflicts in basic policy at the federal level; b) machinery appropriate to each region which provides coordinated planning and administration; c) cost sharing by government and private interests in relation to benefits received and ability to pay."

Purpose of review:

To bring League membership up-to-date on this National Continuing Responsibility with particular emphasis on plans for water conservation in Texas.

This is not to be a full comprehensive study of Texas water problems, and no consensus or further agreement is expected. Such a study could be undertaken only as a State current agenda item. If, after this up-dating, Leagues wish to go more deeply into a Texas water study, they should recommend such a study as a current agenda item for consideration by the State Convention in 1964.

The present emphasis nationally seems to be on research about water planning. Therefore the two Texas reports on water planning place our state a long stride ahead in this research program. It would be irresponsible of the Texas League not to take advantage of this "running start"; therefore, the state Board has placed this review on the priority list for 1963-64.

Suggestions for presentation of material:

1. Summary Report of the U. S. Study Commission - Texas. (A copy of this report was sent to every League president last year.)

Do not be discouraged at first glance by the immensity of this subject. It is not expected that either the chairmen or the members will grasp completely the detailed picture. Study the first six pages thoroughly so that this condensed version of what this plan encompasses can be presented to the members.

If there are gifted members who could make a blown up copy (simplified) of the map as a visual aid, it would be a tremendous help.

No additional copies of the summary are available.

II. A Plan for Meeting the 1980 Water Requirements of Texas. (Copies should be available by the middle of July.)
Do not be overwhelmed by this 200 page report, since each local League will need to study parts of it only.

All chairmen study Chapter I, omitting Irrigation.

Each local chairman then should select her own particular river basin or basins for detailed study.

Again if your individual river basin map could be blown up for visual aid, it would be advisable.

Galveston County Leagues can study either the Brazos, San Jacinto or Trinity.

III. What Happened to Water in Texas in 1961?
This summary and comparison of the two reports is excellent supplementary material for assistance in understanding these two reports.

Suggestions for Meetings:

I. Overall responsibility should be that of a national Program or National Continuing Responsibility Board member but specific responsibility can be delegated to an off-Board member-preferably someone with a natural interest in water or who was a member of the League when water was a national current agenda item.

II. Because of the limited number of copies of these reports, it is suggested that a General Meeting be devoted to this subject. The ideal would be for a panel presentation and discussion by committee members.

III. A unit meeting might follow, where the discussion could center around pollution control etc. based on the new Current Review of Continuing Responsibilities, All About Water, May, 1963.

Included with this Guide is a copy of parts of a Water Resource Briefing prepared by Mrs. John Willmott, League of Women Voters of San Antonio.

STATE-LOCAL RELATIONS:

PREPARED BY THE LEAGUE OF WOMEN VOTERS OF TEXAS

Financing

AUGUST 1963

PRICE 10¢

"Making Sense"

When New Hampshire's Governor John King signed into law a bill authorizing the U.S.'s first legal lottery since 1894, the problem of adequate state revenues was brought into sharp focus in state capitols all over the country.

This problem of adequate state revenue is acute in the state of Texas. Texas needs additional finances at the state level for better schools, hospitals, eleemosynary institutions. Texas cities also need more money from new and/or expanding sources having a growing yet stable yield. Where will they turn for it?

GENERAL PROPERTY TAX --BEAST OF BURDEN?

Producing more than 90% of all *local* government revenues in Texas, the general property tax is presently carrying the burden of meeting the needs of explosive growth. This same tax base is used by all municipal governments in Texas as well as by counties and special districts. It is also the only source of local tax revenue for school districts.

Texas may either look elsewhere for the needed additional funds or may try to make the property tax more serviceable. The Texas Commission on State and Local Tax Policy, after pointing out the need for improving the tax structure of the state, said in August, 1962, "Sound financing of local government is essential to the future development of Texas....(and) requires a good property tax law."

The Case for Expanded Use. Throughout the nation, when the total of all other sources of revenue have failed to meet the budget, local governmental units use the property tax to make up the deficit. The revenue from the property tax increased nearly 125%, from \$7.3 billion to \$16.4 billion between 1950-60. Its spectacular productivity is attributable to new construction, higher property values, improved tax administration, increased tax rates and public insistence on more adequate financing of certain programs, e.g., education, even at the cost of heavier property taxes. In Texas the property tax from both state and local governments is highly productive--\$735 million in 1960, which is nearly 5 times the revenue from the state general sales tax. The rate of collections for Texas is increasing faster than population and faster than personal federal income tax payments.

The Case for Relief. Since the base of the property tax consists largely of only one form of wealth--real property--it burdens property owners regardless of their income status, e.g., retired home owners with reduced incomes. For the most part it fails to tax those with wealth in other forms and places. Revenues from the property tax are relatively inflexible and do not respond proportionately in times of inflation and deflation. There is no responsibility on transient populations.

It has also been said that property taxes tend to encourage

the retention of properties in slum condition, to deter redevelopment and to stimulate the unplanned subdivision of open spaces surrounding cities. Since business property frequently pays half the revenue from the property tax, there is concern for its effect on the location of business--high property taxes often deter new business. The property tax is a negotiated tax, i.e., its base is market value. Opinions on the value of a particular piece of property will differ because of the different emphases placed on the many factors making up the value--the tax assessor must protect the revenue resources of the taxing unit while the taxpayer must protect his interests.

THE ASSESSMENT PROGRAM

Lack of Uniformity. There is no uniform assessment procedure in Texas. The property tax is administered by some 1500 local assessors. Variations in assessment practices are widespread throughout the various local governmental units. Within any given county, a particular piece of property can be found assessed at a different value by each unit taxing it. And from county to county



the assessing procedure is subject to political, economic and other pressures which affect the value of similar property. The Texas Commission on State and Local Tax Policy recommended that local assessing practices be made more uniform, through more exact definitions of types of property. The 58th Legislature failed to act on this recommendation.

As tax rates creep higher there is a marked unwillingness on the part of taxpayers to tolerate inequities produced by inaccurate or incomplete valuations. The assessed value of property within a taxing unit determines the amount the property owner must pay, the amount of funds the unit will have to carry out its functions and even the amount of bonded indebtedness the unit may incur. Pre-

sently all facets of the property tax law are not clearly stated, e.g., tax assessors have no legal authority for confirming information provided by the taxpayer. On the other hand, since the property tax law does not provide for a timely appeal to the courts from the decisions of the tax assessor or equalization board, the wisdom of giving the assessor unrestrained power here might be considered questionable.

California has a State Board of Equalization which assesses property of railroads and public utilities as well as acts as an overall inspector of county and city assessment procedures. Only some 100 cities still do their own assessing. The County assessors are responsible for evaluating property in the county, school districts, special districts and cities. A County Board of Supervisors sits as a board of equalization to inspect the assessments, hear appeals from taxpayers to raise or lower individual assessments. Copies of the equalized tax roll are then sent to various government agencies affected by it and to the State Board of Equalization, which compares all county rolls to assure their being on a fairly comparable basis.

The Texas Commission on State and Local Tax Policy considered the possibility of increasing state supervision and control of county assessments for the purpose of making the state property tax more equitable, and its conclusion was that the concept of strong, centralized state control of local assessments would be repugnant to most Texans. Even if such a plan were politically feasible, the report continues, the practicality of attempting to exercise control over and assure equal treatment of more than 5 million parcels of real estate plus mineral interests and personal property is debatable from the standpoint of expense and complexity.

Experiments of other states in equalizing assessments include: Arkansas which withholds state aid for those counties failing to bring their assessments within 5% of the legal standard of 20% of market value; Kansas which gives the State Board of Tax Appeals the authority to order reassessments; Montana, Oregon, Utah and West Virginia which have undertaken statewide reappraisals within the last 3 years.

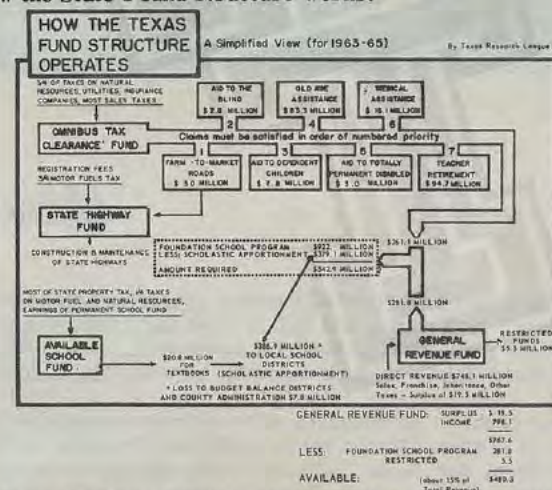
It is evident that many state legislatures have felt the need to take a more active hand in forcing local governments to improve the methods of assessing and collecting the property tax. So long as Texas receives a sizeable return--close to \$40 million each year--from the property tax, there is some incentive to safeguard it from poor administration at the local level. The recommendation of the Texas Commission on State and Local Tax Policy to release the property tax to the exclusive use of local units died in committee in the 58th Legislature.

Exemptions. As in other states, some properties in Texas are exempt because they are used for religious, educational or welfare purposes; or because they belong to other governmental units, e.g., state or federal. There is a growing practice in some Texas areas of exempting business properties to attract new taxpayers and of exempting elder citizens' homes for humanitarian reasons. At the state level, the Texas Constitution, Article VIII, Sections 1a and 1b, provides for a \$3000 exemption from the state ad valorem tax of "all residence homesteads as now defined by law." However, neither the statutes nor the Constitution define a "residence" homestead. The Texas Commission on State and Local Tax Policy recommended a clear definition of a homestead.

LIMITATIONS ON THE REVENUE RAISING POWER

At the State Level. In order to understand better some

of the problems of state financing, it is important to know how the State's fund structure works.



State Highway Fund--appropriations are limited to revenues. Funds cannot incur a deficit.

Available School Fund--can never incur a deficit. Omnibus Tax Clearance Fund--receives 38% of total tax revenue but does not directly finance any state government operation. It exists solely to establish a priority order for certain expenditures on the rigid basis shown above. Anything left over goes into the

General Revenue Fund--from which the State finances its hospitals, universities, and other services. General Sales Tax funds also go here.

State revenue actually available for allocation by the legislature for increased services comes to about 15%. The other 85% of state revenue is earmarked for certain purposes: highways, education, health and welfare.

At the Local Level. Counties, municipalities and hospital districts in Texas have Constitutional tax rate limitations. School districts are limited by statute. Some special districts have no tax limitations. Except for maintaining a Constitutionally required 2% sinking fund on debt issues, there are no direct debt limitations on Texas municipalities. Some home rule charters contain specific borrowing limitations. Counties are limited to 25% of the assessed valuation for improvement of streams, construction of dams and construction and maintenance of roads. Water districts created under Article III, Section 52, are limited to 1/4 assessed valuation for bond issues; others have no debt limitation.

SOURCES OF INCREASED REVENUE

As the role and the concept of "government" widen, perhaps we should recognize that the long faithful property tax is fast approaching a point of maximum utilization. What other possibilities are there for additional revenue sources?

Borrowing. While not considered a prime source of revenue, borrowing at the local level nevertheless is a most important technique for supplementing local revenues from property taxes and other miscellaneous fees and charges. Local governmental units in Texas have rather broad borrowing powers: revenue bonds which are repaid from income produced by the capital improvement, and general obligation bonds which are repaid from special taxes voted for the purpose. These powers coupled with unlimited assessment authority suggest that despite tax rate limitations, local units in Texas could continue to rely heavily on the property tax as a prime revenue source.

Some tax experts say that as long as local governmental jurisdictions overlap boundaries and have concurrent power to draw on the same tax base, either the tax rate or debt limitations or both are necessary.

Permissive taxation is but another name for non-property taxes such as income, retail sales, alcoholic beverages and tobacco. This tax is a big city phenomenon and is widely used in states where the property tax base is shared by more than two overlapping jurisdictions. For the sake of equity, should cities collect from the nonresidents who make use of central city services such as wide thoroughfares, traffic arteries, parks, museums, hospitals, airports, libraries?

Granting of such taxing power by states to municipalities has colonial origins, but began to burgeon during the depression '30's when New York City in 1934 and New Orleans in 1938 adopted retail sales taxes. In 1947, Pennsylvania gave to all cities, nearly all counties and to many school districts and townships (except Philadelphia which had previously been authorized to use the income tax), the right to impose any tax which the state could constitutionally impose but was not then using. This signalled a dramatic change in state-local fiscal relationships and reversed the trend of increasing dependence by municipalities on state financial assistance. This statute has been amended from time to time generally in the direction of spelling out more precisely the rules of permissive taxation.

The *income tax*, locally imposed, is most widely used in Pennsylvania and Ohio, neither of which has a state income tax. In several Ohio cities its yield far exceeds property collections. Local income taxes are opposed by some because they disregard the taxpaying ability by not allowing personal exemptions or deductions and are imposed at a uniform rate. They also impose heavy compliance costs on employers required to withhold. Administration is difficult. Local income taxation also involves intergovernmental problems when people work in one jurisdiction and live in another.

Consumer taxes comprise the bulk of non-property revenues and the most important is the general sales tax, now imposed at the local level in 12 states in some 1800 local jurisdictions including five of the 15 largest cities. A general sales tax is expensive to collect and is hard to enforce, and intercommunity trade relations are affected when it is imposed in one community and not in another.

Less productive revenue yields come from other types of consumer taxes: business gross receipts, motor fuel, motor vehicle license, tobacco, alcoholic beverage, amusement, admissions, poll, transient occupancy and restaurant meals. Of these the most important single revenue producer is the gross receipts tax on public utilities. Most cities in Texas levy this tax. Some Texas cities use the Constitutional authority to levy a local poll tax and make it a prerequisite for voting, e.g., Temple (\$1.00).

STATE AID

One broad method by which local governmental units in Texas can obtain more money has been suggested: state aid which includes grants-in-aid and shared taxes. This is not a new development in intergovernmental relations in the U. S. -- its origins and practice go back to colonial times too. But despite its early beginnings, State aid has played a rather minor part in the overall financial structure of local governmental units--cities, counties, school and other special districts. The situation changed rapidly in the last half century as the expansion of local

government functions accelerated. This was brought about by:

- 1) the broadened concept of specific services that government should perform, e.g., education, public welfare, public health, recreation--all expensive to maintain;
- 2) technological developments--motor vehicles require continuous improvement and expansion of public road systems, air transportation demands airport construction, maintenance and safety controls.

As public demand for new services arose, government naturally turned to new sources of wealth for additional revenue: income, inheritance, fuel consumption. Local governmental units, tied to their traditional revenue structures, have been slow in tapping these additional sources, now largely preempted and in some instances controlled by state and federal government. Almost 24% of local budgets in Texas for 1960 was from State Aid, mostly for education. Texas ranks 40th in aid to cities, 38th to counties, 9th to school districts and 2nd to special districts.

Recent Constitutional amendments created the Texas Water Development Board to begin a program of State financial aid to local political subdivisions for local water projects. The only other State aid to Texas municipalities is confined to 1) health and hospitals where all funds are federal monies channeled through the State, and 2) those state dollars appropriated for the State Fireman's Relief and Retirement Fund. This latter contribution by the State to municipalities is an annual grant averaging about \$350,000.

While Texas compares less favorably with other states in granting state aid to municipalities, it should be remembered that in many instances the level of responsibility for certain services is different. In Texas, for example, highways and public welfare are the primary responsibility of the State while public education is the primary responsibility of the local school district. In many municipalities across the nation 50% of all state aid goes for these three functions.

Grants-in-aid may be defined as payment from a central to a local authority for part of the cost of a locally administered service. The central government usually imposes certain requirements which places conditions on continued payments of the grant. Such programs have an early history in this country beginning with New York's annual sum for educational purposes in 1795. Other states followed, and New York presently carries on an evolving reorganization of its state-local fiscal structure. Recent changes in the formula of New York's contribution to local welfare activities have resulted in stabilizing the local contribution to these programs at 20% of the cost of relief and its administration.

Grants-in-aid are classified on the basis of distribution, purpose and type of unit receiving aid. *Flat grants* are lump sum payments without regard for financial resources of receiving unit. They mean more to weaker than to stronger units, and are stable and easy to administer. *Matching grants* require the local unit to match the state grant on some basis, thus stimulating interest in a particular governmental function, e.g., water. This tends to channel the bulk of this kind of help to the more prosperous units. *Per capita grants* are distributed according to population, resulting in continued inequality among local units. *Equalization grants* aid those local units which cannot provide services at a desirable or necessary level. These help the least able local units but are extremely difficult to legislate and administer. The Minimum Foundation School Program works on this principle.

Advantages: 1) provide greater stability for municipal revenue systems because such levies are on a broader and more productive base than is available to local units;

2) eliminate wasteful duplication through single administration, thus insuring greater effectiveness and economy in assessment and collection;

3) introduce an element of flexibility in state and municipal revenue systems since they can be easily adjusted to the economy of the state;

4) remain in part in the area in which collected and thus are easily identified as local contribution.

Disadvantages: 1) do not equalize tax burdens for local units with strong financial resources;

2) tend to perpetuate inequality because of an unsatisfactory distribution formula (taxing and distributing on fiscal ability);

3) may result in extravagance when local units have no direct responsibility for levying and collecting;

4) may cause uncertainty in budgeting because of fluctuating yield;

5) can be changed, or distribution terminated, only by legislative action;

6) destroy local initiative and independence through fiscal centralization.

The purposes of grants-in-aid are:

1) stimulation of a particular program;

2) equalization, with a minimum standard performance required (the School Program);

3) effective cooperative action between local units, e.g., city-county health units, hospital construction, river development, flood control;

4) transference of the tax burden from property owners by the use of monies collected from a broader base.

Advantages: 1) join state and local units in common functions;

2) assist local units to finance essential functions beyond their means;

3) redistribute income and promote tax reform by permitting use of more broadly based tax sources;

4) improve municipal administration because of state supervision of programs;

5) reduce unnecessary waste and extravagance in use of public money through the double check of both the state and local unit.

Disadvantages: 1) promote competition among local units for the special benefits;

2) produce unfair tax burden on residents of local units taxed to provide benefits for other local units;

3) violate the principle that the unit of government spending the money be responsible for collection;

4) result in extravagant spending on the part of both state and local units (the legislature is pressured by special interest groups to appropriate more funds and local units are tempted to spend more to get more);

5) lead to centralization because of state supervision and control of municipal functions.

Shared taxes have essentially the same purposes as grants-in-aid: to effect cooperative action and transfer tax burdens. They may be defined as those taxes collected by the state or its agency which are then distributed to local units without losing their identity as a specific tax yield, and also as those taxes which are collected locally, but over which the state retains close administrative, i.e., collecting, control.

Historically they can be traced to a license tax on peddlers in Vermont in 1857, the proceeds of which were shared with all the State's counties on a per capita basis. By 1952, 43 states were sharing one or more taxes with local units: alcoholic beverage, business activity, motor fuel taxes. *There are no shared taxes in Texas.*

Since almost 60% of all shared taxes are for general

governmental purposes, it would seem that they are much less restrictive in usage than grants-in-aid. Also there is usually a high degree of correlation between the nature of the tax levied and the function for which it is earmarked, e.g., motor fuel taxes, license and operator fees are used for highway purposes. Since they are generally earmarked, indirect control by the state of the local service is implied even though supervision of the performance of functions is usually left to the receiving unit.

IMPLEMENTING STATE AID and PERMISSIVE TAXATION

To embark on a program of either state aid or permissive taxation in Texas may require constitutional and/or statutory changes. The State Supreme Court has interpreted Article III, Section 1 (prohibits the Legislature from making or authorizing any grant of public money to individuals, municipalities), as a restriction on "gifts or donations to municipalities but not on grants to carry out public purposes." Since municipalities are subdivisions of the State, then the State may call on them for performance of governmental functions and supply them with the funds for carrying them out. At the moment there seems to be sufficient constitutional authority for a grant-in-aid or shared program in support of municipal governmental functions.

The case for permissive taxation in Texas is considerably different since municipalities have no inherent power to tax and must derive such powers from the State. The Constitution conveys little authority for municipalities to tax beyond the property tax. But Article VIII, Section 1, does permit municipalities to levy occupation taxes at 1/2 the rate of the State tax. Municipalities cannot levy even this tax unless the Legislature first levies it and then specifically authorizes the municipalities to do so. Thus Texas cities must look to the Legislature for authority to levy additional taxes other than the property tax.

The Constitution permits the State to levy property, poll and occupation taxes and is silent on its authority to levy other types of taxes. But this silence is not construed as a limitation on its power to do so since the Legislature's power to tax is inherent rather than granted. It can be concluded that the Texas Legislature has rather broad inherent powers to tax and could, by statute, authorize the imposition of income, admission tax and any other types, and at the same time could also authorize municipalities to impose such taxes.

In 1961 Texas entered the retail sales tax field by statute. It could authorize cities to use this source also at perhaps 1/2 the State tax rate. Since the Constitution earmarks all revenues from motor fuel and motor vehicle registration, it is difficult to determine whether the Legislature could by statute authorize the use of these revenues by municipalities.

The powers of home rule cities to tax are clouded with judicial uncertainty, but generally speaking it is felt that because the Legislature has made a full grant of power to them, they could theoretically enter whatever field they chose without prior legislative authorization. Legislation enabling individual jurisdictions to finance programs locally harmonizes with the deeply rooted inclination to keep government decision-making close to the people. As urban population continues its explosive growth in Texas, more and more people perforce are faced with a need for insight into the financial aspects of state-local governmental relations.

STATE-LOCAL RELATIONS: Alternate Approaches

PREPARED BY THE LEAGUE OF WOMEN VOTERS OF TEXAS

AUGUST 1963

PRICE 10¢

"New Faces"

A multimillion dollar hospital standing unused, a four lane highway ending in a death trap, identical sets of road equipment independently authorized by separate official bodies -- these are the kinds of situations which are more and more arousing citizen interest in the relationship between cities, counties, special districts and state governments.

Many divergent viewpoints regarding the need for changes in the structure of state-local relations in Texas have been expressed, but there might be general agreement with the statement of Dean Jefferson Fordham of the University of Pennsylvania Law School. "All governmental organs in our society are servant of the people and the place for emphasis is capacity for the effective execution of responsibilities rather than attachment to a particular pattern of governmental authority as such."

Since each state has widely different characteristics, the pattern of government needs to be changed only when the current form no longer allows effective performance. Opposition to change is frequently found among those whose powers, prestige and jobs might be affected. There is growing realization in urban and metropolitan areas that serious problems of planning, performance and financing are arising because local governments do not have the requisite powers to supply services.

What about these increasing services we are seeking from government in such fields as health, welfare and education? Charles R. Adrian, Professor of Political Science at Michigan State University, in his recent book, "State and Local Government", agrees with other leaders who foresee the continuation of heavy service demands at all levels of government. According to Professor Adrian if the American ideal of local self-government is to be realized, counties and cities need new flexibility, or else new units of government must be established to replace them.

HOME RULE

Municipal. Texas cities, since 1912, have had more flexibility than cities in any other state except Alaska because of the liberal Municipal Home Rule amendment adopted in that year. The combination of structural alternatives and liberal annexation laws permitted by the amendment has resulted in cities being far less limited than the counties in meeting the service demands of their citizens. However, the passage of a Municipal Annexation Bill in 1963 placed limitations on annexation powers of cities.

County. The 1933 County Home Rule amendment which might have been as effective as the 1912 Municipal Home Rule amendment has been considered unworkable. A Bexar County Charter Committee is currently drafting a home rule charter which it is hoped will test whether this amendment is practical. As of 1963, no Texas county has adopted a local charter.

Each county within Texas has widely different characteristics but operates within the same constitutional structure. Counties are still legally constituted administrative arms of the state as prescribed in detail in our 1876 Constitution and subsequent statutes. According to John Bebout of the National Municipal League, each level of government needs to be responsible, efficient, capable of initiative, energetic and have some degree of unity in carrying out public policies. These characteristics are not to be found in the provisions for counties in Texas with their numerous independent, elected officials, the lack of an administrative head who can be held responsible and the spoils system instead of a merit system for appointive positions.

Would the internal reorganization of a county, granted under a workable home rule amendment, provide the flexibility needed for effective performance of functions today? The proponents say that home rule provides maximum local autonomy and responsibility, which is "the cornerstone of our American Democracy." Where local citizens are allowed to choose the form and structure of the county government, local services can be discharged more efficiently and economically.

Those questioning the county home rule approach believe it represents the wrong emphasis at a time when the trend is toward interdependence of all three levels of government in sharing the cost and administration of services. Increasingly there are few governmental functions that do not concern all levels. This points toward the importance of functional alliances rather than efforts to segregate and divide functions. County home rule may not provide the answer in metropolitan areas that cover more than one county or even more than one state. There is the possibility that other reorganization approaches might not be legally possible without an amendment allowing counties optional structural forms.



EXTRATERRITORIAL JURISDICTION

This concept while holding no great potential for solving basic intergovernmental problems is the one area to which the 58th Legislature gave its stamp of approval. The Municipal Annexation Bill defines the limits within which cities may extend their jurisdiction at the unincorporated fringes "in order to promote and protect the health, safety and welfare of persons in cities and in adjacent areas." Before the passage of this Act Texas cities had unlimited annexation powers. Some cities took advantage of this freedom and incorporated hundreds of miles of land for which they had no immediate intention of assuming responsibility for services.

The Act defines the area at the unincorporated fringe of a city depending on the city's size and population within which it may (1) annex new territory and (2) extend its ordinances governing plots and subdivisions. Cities may not impose a fine in case of violation of the subdivision ordinances but must seek injunctive relief in the district courts. The Act does not allow as much freedom as the model law proposed by the Intergovernmental Commission, which suggests that cities be allowed to extend their planning and zoning laws to the extraterritorial area.

The new Act provides that if the extraterritorial area is not annexed by the city, a majority of the area citizens or 50% of the landowners may petition the city for annexation or municipal services (water and sewer only). If the city does not initiate the annexation proceedings in six months and complete them in eighteen months, the area can be incorporated or special districts organized to provide services. In case the city initiates annexation proceedings the residents of the area must be given a twenty day notice of a public hearing before annexation proceedings are begun.

The advantages to the cities of establishing extraterritorial jurisdiction stem from the fact that uncontrolled development at the fringes can have deteriorating effects on property values in the city and can complicate the provision of such city services as fire protection, crime control and disease prevention. One of the principal weaknesses lies in the fact that in many of the large metropolitan areas, satellite cities have already incorporated around the fringes of the central cities so that granting extraterritorial jurisdiction is locking the door after the horse is stolen. The possible resentment produced where the residents of the extraterritorial area feel deprived of local self-determination is another drawback.

TRENDS

Structural changes being tried elsewhere give some insight into possible approaches acceptable to Texans. Some voluntary steps are underway here, and there is some consideration of far reaching legal patterns of change.

VOLUNTARY COOPERATIVE PATTERNS

Joint Agreements. In increasing numbers of cities and counties in Texas, where citizens and officials have become aroused about the cost and effectiveness of our present multi-units of local government, joint agreements have been tried as a partial solution. These involve cooperative arrangements between cities, counties and special districts in such matters as joint tax assessment

and collection, joint purchasing, cooperation in the use of equipment, facilities and staff, joint administration of health and welfare services and hospitals. The value of this type of agreement lies not only in increased efficiency and savings for the taxpayer but in the cooperative attitudes engendered among the governmental officials. However, the disadvantage in Texas is that the central city taxpayer often pays twice for the same services while many other municipalities within the county pay only once.

Planning and Study Councils. Another step in Texas toward intergovernmental cooperation has been the formation of voluntary study and/or planning councils. In San Antonio and Bexar County the groundwork for a Metropolitan Study Committee, established in October 1962, was laid by the Research and Planning Council. The main objective of this Metropolitan Committee composed of 60 local officials and citizens is to furnish a long range governmental plan for providing services to the citizens of Bexar County and then to educate the public to its proposals. The plan was published in May, 1963, and is a proposal for the semi-consolidation of city and county governments under a home rule charter. This will require not only education of the Bexar County citizenry but a workable county home rule amendment.

The Corpus Christi metropolitan area organized a Metropolitan Council in March, 1963. It is composed of the chief executive officials of all local, state and federal tax supported governmental agencies in the four-county metropolitan area. The Articles of Agreement state that by association, consultation, study and cooperative coordination of activities, the member governments may be aided in solving local problems which are of common interest.

The Brazosport Area Planning Commission was organized in 1957. It is composed of voting members from each of the cities, villages, towns and unincorporated areas of Brazoria county. It also has an advisory membership of representatives from the County Commissioners Court, the three special districts in the area, the Texas Highway Department and the Brazosport Chamber of Commerce. Its purpose is to plan for orderly development of the area by coordinating the efforts of the existing planning commissions and by initiating and actively pursuing an overall development plan.

Tangible results have been produced by these councils even though their voluntary nature imposes limitations on the enforcement of decisions. Many wish to see the enactment of laws by the State Legislature to give these voluntary councils legal status as a unit of government.

Voluntary councils varying in composition and status exist in other states. The majority have some degree of legal status. Among these are The Supervisors Inter-county Committee of the Detroit Area (1954); Association of Bay Area Governments (ABAG-San Francisco); The Washington, D. C. Council of Governments; The Metropolitan Regional Council (New York City Area); and two recently formed in Ithaca, N.Y. and Des Moines, Iowa.

Intergovernmental Sale of Services. This is called a cafeteria system because a government can look over the various services available and pick the ones it wants, provided the price is right. This usually involves contractual services between cities and counties, but the contracts may be between neighboring cities or between general local units and special districts. In California where counties have long had home rule there has been extensive use of the contract plan, with counties providing services to the cities. This is known as the Lakewood Plan because Lake-

wood, when incorporated, contracted with Los Angeles County for practically all of its municipal services. Throughout Los Angeles County there has been a phenomenal increase in service agreements from 400 in 1950 to 1300 in 1962. Services so provided include assessing, tax collection, public health, libraries, prisoner care, law enforcement, civil defense, building inspection, airports and street maintenance.

A bill introduced in the 58th Texas Legislature would have provided a legal basis for the voluntary transfer of functions between municipalities and counties in metropolitan areas had it passed. In Bexar County the city of San Antonio is experimenting with this system by contracting with the county on a per prisoner, per day basis to keep city prisoners in the new county jail.

There are strengths and weaknesses to this plan. It could help to prevent the growth of special districts. It could make it harder for citizens to pinpoint responsibility. It also depends on the competence of the governmental unit to perform the offered service. At present most Texas Counties are not in a position to offer such services even if legally authorized to do so.

PATTERNS OF STRUCTURAL REORGANIZATION

The Urban County. The Urban County plan in Dade County, Florida, grants extensive urban functions to meet the demands of an expanding urban population for a central government. The County was given enough power to carry out comprehensive plans for the good of the whole area, as contrasted with the lack of power of counties in Texas which still retain the traditional position of serving as administrative subdivisions of the state. In 1957 voters of Dade County adopted a Home Rule Charter pursuant to an enabling constitutional amendment passed by the Florida voters in 1956. Dade County contains the city of Miami and 27 other cities plus heavily populated unincorporated areas.

The Charter established the county manager form of government with the majority of the commissioners elected by districts and some elected by all the voters of the area. The commissioners have broad powers and may perform any function of local government but must provide services and regulations for areawide problems, such as water supply, sewage disposal, tax assessment and collection, zoning codes. Municipalities were preserved and given self determination over purely local affairs not inconsistent with the Charter. Overlapping and duplications were resolved by providing contractual arrangements between the cities and the county. The cities may raise the service standard and zoning laws etc. over those established by the county, but the county can take over a function from a city if it fails to meet minimum requirements.

Federation. Toronto, Canada, is perhaps the best known example of Federation. No federated types of local or metropolitan government have been established in the United States possibly because this pattern has less political feasibility than the others discussed so far. The areawide government abolishes or supplants one level of government. An Act of the Ontario Legislature created the Municipality of Metropolitan Toronto (called Metro) without a vote of the people. Metro supplanted the county and was given jurisdiction over 13 municipalities in such matters as water supply, sewage disposal, housing, education, arterial highways, area planning, area parks and certain welfare services. The new government is supported by a uniform tax rate collected locally. It enjoys a high credit rating that provides great borrowing power. Cities retain

powers over purely local functions, but since the plan was inaugurated, there has been a transfer to Metro of such duties as assessment and police and fire protection.

Multipurpose Districts. A Metropolitan Multipurpose District is a specific Authority set up pursuant to state law to perform a number of services in a given area upon the approval of local governing bodies or the electorate. To date the State of Washington is the only state that has enabling legislation authorizing this pattern of interlocal cooperation. It came in response to the demands for solution to the multiplicity of problems in Seattle's growing metropolitan area. The pressing problem that brought it to a head was water pollution at Lake Washington.

The Metropolitan Municipal Corporation Act of 1957 enables cities and counties to create a multipurpose district or corporation with one or more of six functions: metropolitan sewage disposal, parks and parkways, water supply, public transportation, garbage disposal and comprehensive planning. In 1958, after an initial defeat of a proposal for a Seattle Metropolitan Corporation to perform three of the functions, a second proposal to perform just one function, sewage disposal, was adopted by voters of the area concerned.

This Corporation is also called Metro. It is governed by a council composed of government officials from the county commissioners board and the cities in the area. The chairman is selected by the council but he is not an elected official of any of the participating communities. No local control was given up, but a new level of government was created. The Corporation (Metro) has no taxing power. It can issue revenue bonds for capital purposes, borrow from the local governments or accept grants from the Federal government. A service charge is levied on a per household basis. Whether and when additional powers will be added to this Seattle Multipurpose Corporation or District will be determined by public opinion expressed at the polls.

The Multipurpose District pattern has been proposed and defeated in other metropolitan areas in recent years, notably in St. Louis, Missouri, and in the State of California. This pattern of cooperation or reorganization has most of the strengths of the single purpose special district plus that of providing a unit of government more responsible to the people because the assumption of additional functions is subject to voter approval. It discourages the creation of single purpose districts and contributes toward coordinated planning and performing of areawide services. It has the weakness of being politically less attractive than single purpose districts because it creates more of a threat to established local governments. Without statutory or constitutional changes in Texas this plan could not be adopted.

The Urban County, the Federation and the Multipurpose District pattern all have characteristics in common. All three methods maintain two levels of local government with a division of services. Cities retain purely local type functions, and the other level of government carries the responsibility for all or some areawide jurisdictions. The allocation of powers between these levels of government varies. No two plans began with the same division of powers, and in evolving, realignments have come about with some tendency toward cities relinquishing local functions to the areawide government.

City-County Consolidations. This is perhaps the most drastic pattern of reorganization to be considered. However, it has been advocated and adopted for more than 150 years. Those adopting this form in the 19th century were Boston (1822); Philadelphia (1854); New Orleans (1894); and New York (1898). In most of these, consolidation is

not 100% complete because city and county responsibility remains. There were six major efforts to adopt city-county consolidation in the 1950-60 decade, and all were defeated. However, the Nashville - Davidson County, Tennessee proposed consolidation, defeated in 1958, was adopted by the voters in June 1962, and became effective April 1, 1963.

The proponents of this new consolidation believe that one of the selling points seems to be that neither city nor county are scrapped in terms of shift of powers. It is called the Metropolitan Government of Nashville and Davidson County. While the number of departments or agencies was reduced from 80 to 40, all the former city and county officials were retained in the new Metro. There is an elected council of 40, the large number being considered politically wise. The executive is elected for a four year term. Metro possesses the taxing powers of both former city and county governments. Rates, therefore, are based on distinctions between the number and type of services performed in the urban and suburban areas and are not uniform.

City-County consolidation has the advantage of having a unified, coordinated program of service, eliminating overlapping and providing for administrative economies. It has limited usefulness in metropolitan areas that encompass multicounty or interstate problems of growth. In Texas consolidation would not be possible without constitutional amendment. That there is some interest in this pattern of reorganization is evidenced by the fact that a Simple Resolution requesting the Texas Legislative Council to do some research on the feasibility of city-county consolidation in Texas was proposed in the 58th Legislature.

TRANSFER OF JURISDICTION TO THE STATE

By the State Government

The direct performance of a function traditionally performed by local government runs counter to the strong tradition of home rule in Texas. An outstanding example of the State of Texas assuming the responsibility for one aspect of a local service, rather than the assumption by the State of the whole service, is in the area of local water supply. The voters in 1957 ratified a constitutional amendment which involved the state in financial planning to help solve water supply problems in local areas. It created a loan fund of \$200 million but left the planning of the projects to the local governmental units.

A STATE DEPARTMENT FOR LOCAL AFFAIRS

Any study of State-Local Relations and the consideration of intergovernmental patterns of cooperation should explore the state's role in this intergovernmental relationship. Many groups, including the Council of State Governments (1956) and the Advisory Commission on Intergovernmental Relations (1961), recommend the establishment of a unit of state government for local affairs.

John Bebout says, "The fact is that local government is the biggest business of State government. It is true that many departments of the State governments have dealings of various kinds with local governments or with counterpart agencies of local government. It is not suggested that a State department of local affairs should supersede or take over many of these departmental relationships. There is, however, in virtually every State government an

unmet need for informational, research, clearing house, advisory and technical assistance activities with respect to local government that could best be provided in a single strong department".

A few states have already established such a State department. The oldest is the Division of Local Government of New Jersey (1944) which is largely concerned with financial controls, as is the recently established Division of Local and Metropolitan Government within the State Department of Administration in the State of Rhode Island. In 1959 New York State created an Office of Local Government granting broad powers in state-local relationships. It was placed in the executive department with a director and advisory board of nine members.

The duties of such an office or state department as outlined by the Council of State Governments (1963) are:

- (1) To assist and advise the governor in coordinating those activities and services of agencies of the state with significant relationships with local governments;
- (2) To encourage and, when requested, to assist in efforts of local governments to develop mutual and cooperative solutions to their common problems;
- (3) To study existing legal provisions that affect structure and financing of local government; to recommend to the governor and the legislature such changes as deemed necessary to strengthen local government and permit its better adaptation to diverse and changing conditions;
- (4) To serve as a clearing house of information concerning common problems and concerning state and federal services available to assist in solution of the problem;
- (5) To supply, when requested, information, advice and assistance;
- (6) To consult and cooperate with other state agencies, local governments and officials and with federal agencies and officials.

The opponents say:

- (1) It might upset present coordination of state government;
- (2) Local governments can solve their own problems if given leeway through enabling legislation or constitutional revision;
- (3) Local governments already have numerous sources of outside help such as university bureaus, professional associations.

The proponents say:

- (1) Rapid urbanization causes such serious strains on local governments that if the state does not help them, cities will turn to the Federal government;
- (2) A Department with cabinet status would give state-local relations the important place it deserved;
- (3) Such an agency would coordinate efforts of many agencies involved in state-local relations and bring solutions to the attention of the governor and the legislature.

In Texas where we have many local units of government in the middle range of population-5,000 to 100,000-there might be agreement with Professor Harvey Walker of the Political Science Department of Ohio State University that these local units of government need the services of a State Department of Local Affairs more than do the metropolitan areas which have more resources, both professional and physical, to help solve their problems.

Adaptation of governmental forms and structure to meet the needs of our space age are being advocated and tried in many places. Do we believe that in Texas there should be more legal (constitutional and statutory) flexibility for our local and state government to meet the changing conditions?

League of Women Voters of Texas

1007 WEST 24TH STREET

o AUSTIN 5, TEXAS

June 1959

TIPS FOR NEW STATE BOARD MEMBERS

BOARD MEETINGS

Held four times a year, with one of these being before and after Council or Convention. The other three usually include one full day (second day) and at least half of the first and third days.

The state office makes hotel reservations for all Board members.

The member arranges for her own transportation. (See Board Policy Sheet)

Reimbursement for transportation, room, meals, etc., as outlined in the Policy Sheet, is made by the state office upon receipt of an itemized statement from the member. (Usually on last day of Board meetings.)

MATERIAL AND SUPPLIES

The state office furnishes material for the Board member's notebook, including files of the previous chairman, copies of all State and National mailings that go to the local Leagues and any other mimeographing that goes out of the state office.

The member provides her own notebook (three-ring style and up to three inch capacity, if possible) for current Board materials and correspondence.

A small hand punch is needed to assist in inserting correspondence. A briefcase or suitable carrying case is needed to handle materials taken to and from Board meetings.

League stationery and other necessary supplies are provided by the state office as needed. Reimbursement will be made for postage expenses.

The state office mimeographs and mails form letters and reports that the member prepares for distribution to local Leagues and to the rest of the Board.

The Board member arranges her own filing system to properly care for materials and communications not kept in her notebook or briefcase.

THE BOARD MEMBER'S COMMITTEE

Each Board member has a Board committee and is on from one to two other Board committees. These committees "meet" by mail between Board meetings. At Board meetings the committees meet to discuss new ideas and to iron out any problems before making a full report to the Board. The committee chairman provides the initiative for her portfolio.

A copy of all correspondence goes to the state office and to each member of the committee concerned, one copy being retained for the writer's files. (Do not forget to mail a copy to the local League president when corresponding with a local chairman.)

THE BOARD MEMBER'S DUTIES

Familiarization with the State Board Handbook, the Board Policy Sheet, the portfolio files and other materials received from the state office will answer many questions of the new member regarding her duties.

Briefly, the member prepares a report to the Board and mails it to the state office at least ten days before Board meeting. (Copy to each of her committee for consideration and suggestions.) The report includes recent activities of her committee and presents ideas regarding future work of the portfolio. These reports are then mimeographed by the state office and mailed to all Board members before they leave for Board meeting.

SOME DO'S AND DON'TS

Don't expect to fully grasp the background and duties of a portfolio - or the integration of the Board as a whole - too quickly. This takes time.

Do feel free to ask questions and request advice and assistance from others of the Board.

Do feel free to offer suggestions. New ideas are very important.

Do plan to have a marvelous experience - for you will! **GOOD LUCK!**



BLUEPRINT
FOR
PLANNING

LEAGUE OF WOMEN VOTERS OF TEXAS

BLUEPRINT FOR PLANNING

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INTRODUCTION

One of the important developments in this country since about 1950 is the trend toward comprehensive area-wide planning by state and local governments, especially metropolitan area or regional planning and state planning. In popular terms, there is a trend toward bigger, better and broader planning.

The national government is a big booster of comprehensive planning by state and local governments. In recent years, it has given grants to twenty-six states for comprehensive state planning; it has supplied about 32 percent of the funds for metropolitan planning agencies; and it has given grants to several thousand small cities for comprehensive planning programs. In 1962, Congress required all cities over 50,000 in population to undertake comprehensive transportation planning by July 1, 1965, or face the loss of federal highway funds in their areas. There are many other federal programs related to planning. In 1965, Congress doubled appropriations for urban planning assistance, enacted several new programs and elevated the Housing and Home Finance Agency, which administers most of the planning programs, to departmental and cabinet status.

But what of Texas? Texas may be on the threshold of important new developments. In 1964, Texas had no official metropolitan area or regional planning agencies, no official state planning agency and no state plan. But in 1965, the Texas Legislature authorized the formation of regional planning commissions by local governments, and it created a state planning council with authority to coordinate state planning programs and to prepare a state development plan.

The League of Women Voters, as part of a four-year study of state-local relations, is concentrating this year upon comprehensive planning in the belief that this is essential to understanding and to evaluating the performance of state and local governments in Texas. The League invites all Texans to join with it in studying, evaluating and making decisions about comprehensive planning in Texas.

BLUEPRINT FOR PLANNING: PAST AND PRESENT

CITY PLANNING

In General

Background. Planning is well-established and well-accepted as a governmental function at the city level in the United States. In fact the word, "planning," is commonly interpreted to mean city planning. Something like 93 percent of our cities over 10,000 in population have official planning agencies and almost one-half have comprehensive plans.* Over 3400 smaller cities (cities under 50,000 in population) had received federal grants for comprehensive planning programs by 1964.**

City planning in its modern guise began in this country at the turn of the century at which time the emphasis was upon the City Beautiful -- handsome civic centers and well-manicured malls and parks and the like. Since then, city planning has evolved beyond the aesthetic ever onward, upward and outward until at the present time, city planning concepts embrace the whole of the city environment in which man lives. Despite the breadth of city planning concepts, however, city planning in practice is confined principally to physical planning -- to planning streets, sewer lines, schools and the like.

Malls or Molehills?

Comprehensive city planning. In general, the purpose of city planning is to make it possible for citizens to guide the development of their city in an orderly manner and to shape

*International City Managers Association, *The Municipal Year Book 1962* (Chicago, 1962), p. 305. Of 1,311 reporting cities over 10,000 in population, 1,226 had an official planning agency and of 1,227 reporting, 645 had comprehensive plans.

**U.S. Housing and Home Finance Agency, Urban Renewal Administration, *Urban Planning Assistance Program Project Directory* June 30, 1964 (Washington: U.S. Government Printing Office, 1964), pp. 55-89 (Appendix A).

the environment as they wish it to be. To do this, it is necessary to know a great deal about the city. Therefore, city planning necessarily involves considerable fact-gathering and analysis or research.

Today, it is common to prepare base studies of the city as part of the comprehensive planning program. These include population and economic analyses of the community. From these studies and other data it is possible to make projections about the future development of the city. Plans can then be made to meet the anticipated changes or they can be made to avoid the anticipated changes. At any rate, the plans provide the government and the citizens with the means to guide the city's development.

Many cities have legally adopted a Comprehensive Plan (or Master Plan or General Plan or Development Plan). This Plan is in reality a group of plans coordinated as a whole. Major plans included within the Comprehensive Plan are as follows: (1) the land-use plan; (2) the circulation plan; and (3) the community facilities plan.

The land-use plan, regarded as the backbone of comprehensive planning, concerns the purposes for which land is used now and in the future and assigns major land uses by districts or areas. Among the important categories of land use are residential, commercial and industrial. By assigning a major land use to areas, incompatible uses can be excluded; for example, a garbage dump in a residential area.

**What Do You
Want
Downwind?**

The circulation plan includes all phases of the movement of people and goods, but it is usually thought of as a plan for streets and thoroughfares. Its purpose is to get people where they want to go easily and quickly.

The community facilities plan concerns the present and future location of parks, schools, playgrounds, police and fire stations and other public buildings and places.

Implementation of planning. A plan is not effective unless it is implemented or carried out. A common criticism of city

**Carried Out -- or
carried out to
the trash can?** planning is that the Comprehensive Plan or other planning is disregarded. City planning cannot work unless people want it to. Also, planning is a continuous process, requiring adaptation to changes; and the government and citizens must be willing to make the effort to keep the plan or plans up to date.

There are several legal methods of enforcing the Comprehensive Plan or the land-use plan if there is no Comprehensive Plan. Two of the most important are (1) zoning and (2) subdivision regulations.

Zoning controls the use to which land can be put and is a regulation of private property rights. It is a legal means of compelling adherence to a land-use plan although historically, cities have managed to zone without a land-use plan. Zoning regulations are quite detailed, involving much more than keeping areas of the city reserved for certain uses. For example, the height of buildings, setbacks (that is, the distance between the street and the building), lot sizes and off-street parking may be regulated.

Subdivision regulations control the manner in which vacant land in or out of the city is developed. Its general purpose is to see to it that the undeveloped land is developed in accordance with existing city plans -- for example, to see that streets are laid out in a manner that fits into existing street patterns and that utilities fit specifications already in effect.

In addition to zoning and subdivision regulations, many city codes are relevant to implementation of city plans. The building and housing codes, for example, can help prevent blight and decay by establishing minimum construction and convenience standards, respectively, in housing.

Another most important means of implementing city plans is by the public improvements or capital budget program. This program provides for the inclusion in the municipal budget of money for land, buildings, materials, construction and equipment needed to provide community facilities. These cost so much that normally a community does not have enough money on hand. It has to plan carefully when, if and how it will spend the money. Priorities have to be established and projects timed as money becomes available. Usually, the program will be for a five-year period.

Implementation of city plans depends also upon the state of the city's finances in general. Long-range financial planning -- an analysis of the city's revenues and expenditures over a period of years -- is needed and is, in fact, a part of many comprehensive planning programs.

Organization for planning. Insofar as there is uniformity among cities in the matter of governmental organization for planning, it is in having a planning agency headed by a commission composed of citizens appointed by the mayor, usually for terms longer than his. The commission is semi-autonomous, working somewhat independently of the elected officials and city agencies.

Many experts prefer a city planning department headed by a director appointed by the mayor. Among other duties, the department would prepare plans and give planning advice to government officials and agencies. But the department, staffed by professionally-trained employees, would be on tap rather than on top, leaving policy matters to the elected officials.

In Texas

The city planning story in Texas begins in the early 20th Century. Fort Worth in 1909 and Dallas in 1910 commissioned master plans for their respective cities. One of the results of this early planning was the Turtle Creek Parkway in Dallas. It was not, however, until 1927 that the Texas Legislature passed general enabling legislation which provided a legal basis for city planning throughout the state. It was zoning legislation and based on the police power. By 1938, there were eighteen city planning or zoning agencies in the state.

In 1957, the 55th Texas Legislature passed legislation that led to comprehensive city planning by some 110 small cities in Texas (cities under 50,000 in population).* The State Department of Health, as a result of the law, was desig-

*Based on a list of cities and projects prepared by the Texas Department of Health as of June 15, 1965.

nated as a state planning agency for the purpose of receiving federal grants for urban planning assistance to small cities under Section 701 of the U.S. Housing Act of 1954. Under this so-called "701 Program", small cities throughout Texas have received planning aid -- from Brownsville in the Valley to Dalhart in the Panhandle, and from Texas City on the Gulf to Del Rio in far West Texas. The federal government, which has spent a million dollars on the program, pays up to two-thirds of the planning costs and the city pays the rest.

In 1957, the Texas Legislature also passed legislation enabling cities to undertake urban renewal programs. Since then nineteen Texas cities have received federal grants and loans for urban renewal projects.* Other cities undertaking similar projects are Dallas, Savoy and Sundown. Comprehensive planning is involved in most urban renewal projects, being a requirement for federal assistance. The federal government pays up to two-thirds of the costs, and the city pays the rest, receiving federal credit for certain public facilities and projects so that its money outlay is reduced.

Since 1962, comprehensive transportation planning programs (CTPP's) have been underway in twenty-two cities in Texas** as a result of the Federal-Aid Highway Act passed by Congress in that year. This Act provides that after July 1, 1965, no city over 50,000 may participate in the federal urban highway program unless it has "a continuing and comprehensive transportation planning process carried on cooperatively by States and local communities." The Texas Highway Department (Urban Section, Highway Design Division) is in charge of the Texas end of the program. According to it, as of September 1, 1965, three cities (Austin, Corpus Christi and Houston) had completed their initial planning programs and were fully qualified for federal highway funds. All the rest, but Fort Worth-Dallas, had completed initial planning programs except for certain formalities.

* U.S. Housing and Home Finance Agency, Urban Renewal Administration, *Urban Renewal Directory* September 31, 1964 (Washington: U.S. Government Printing Office, 1964). The nineteen cities are Aransas Pass, Austin, Crystal City, Edinburg, Fort Worth, Grand Prairie, Hearne, Los Fresnos, Lubbock, Marshall, Mercedes, Mission, Port Arthur, Port Isabel, San Antonio, San Marcos, Stanton, Waco and Wink. The largest sum has been reserved for San Antonio, (some \$20,146,405) where planning is in process for the 1968 HemisFair, involving changes in the Central Business District.

** There are twenty-two urban places involved in the program, the twenty-one SMSA's and Pasadena. The Texas Highway Department reduced the number to nineteen study areas by combining Fort Worth and Dallas; Midland and Odessa; and Beaumont and Port Arthur.

In addition to the CTPP's underway in Texas urban areas, all cities over 100,000 and most over 50,000 have other planning programs and planning staffs.* Three of these cities have received federal planning assistance under the 701 Program as a result of special circumstances. Laredo has received aid because it was designated a redevelopment area under the Area Redevelopment Act of 1961. Galveston has received aid because it was designated a disaster area following Hurricane Carla in 1961. El Paso, the object of a special amendment to the U.S. Housing Act of 1964, has received help because the exchange of urbanized lands between the United States and Mexico by the Chamizal Treaty of 1963 has caused considerable dislocation.

*Based in part on the City Planners Association of Texas, *Directory of Planning Officials* (1964). The cities with city planning directors include Amarillo, Austin, Beaumont, Corpus Christi, Dallas, El Paso, Fort Worth, Houston, Lubbock, San Antonio and Wichita Falls (cities over 100,000); and Abilene, Galveston, Laredo, Midland, Pasadena and Waco (additional cities over 50,000).

METROPOLITAN AREA OR REGIONAL PLANNING

Background. Metropolitan area or regional planning* is more recent and not so well established as city planning. It is "at the stage today that city planning was about fifty years ago. It is winning recognition but it still remains outside the mainstream of local government life."** It first gained serious attention in the 1920's when several metropolitan or regional planning commissions came into being, such as the Los Angeles County Regional Planning Commission. In 1964, metropolitan planning activity was reported in 150 of the 216 Standard Metropolitan Statistical Areas (SMSA's) of the country, and at least 139 metropolitan planning agencies were in existence.*** Most of these agencies were established since 1950. Their growing number indicates their growing acceptance, and with federal encouragement which has been considerable since 1954, metropolitan area or regional planning could achieve the status now enjoyed by city planning.

Comprehensive metropolitan planning. Comprehensive metropolitan planning is very similar to city planning in basic respects. Its goal is to guide the development of the community in an orderly manner -- although a larger community, the metropolitan area or region. It also involves research, including the familiar economic and population studies. It too is concerned with the preparation of a comprehensive plan or plans for land use, circulation and community facilities.

Metropolitan planning is, however, concerned with the

*Regional planning is not necessarily metropolitan planning. Rural and resource planning are other kinds of regional planning. But the focus of modern times is upon metropolitan regional planning.

**John C. Bollens and Henry J. Schmandt, *The Metropolis Its People, Politics and Economic Life* (New York: Harper and Row 1965), p. 303.

***U.S. Senate, Committee on Government Operations, *1964 National Survey of Metropolitan Planning*, prepared by HHFA (Washington: U.S. Government Printing Office, 1965) p.2.

broader picture. It is concerned with major land uses, not detailed zoning; with major circulation needs, not small trafficways and local streets; with major community facilities serving the whole metropolitan area or large sub-areas, not purely local public facilities. And it is concerned with the interrelations among local plans and their conformity with metropolitan plans. Metropolitan planning also involves many governments, rather than one, and great stress is placed upon intergovernmental cooperation and coordination.

The Big Picture

Relations with local planning agencies. Many metropolitan planning agencies are concerned with aiding and coordinating planning by local governments in the metropolitan area. In about one-half of the SMSA's, the agency reviews local plans although it has no power to change or to reject a local plan for non-conformity with the metropolitan plan.* Metropolitan planning agencies are also in a position to help city planning agencies. In most instances the services consist of giving general planning advice and providing data from research investigations. Some prepare comprehensive city plans and review zoning and subdivision plats for local agencies.

Implementation of metropolitan plans. Implementation of metropolitan plans differs a great deal from implementation of city plans unless there is an area-wide government, such as the county, with effective area-wide powers; but this is not common. Typically, the metropolitan planning agency presents its plans or recommendations to not one but to many governments because there is no one government for the metropolitan area as a whole as there is one government for the city. Implementation of the plans depends more than usual upon persuasion. Many decision-makers must be convinced of the desirability of the plans, and they may very well be in conflict with one another because they represent different governments. Also, the traditional legal controls for implementing the plans -- zoning and subdivision regulations, codes, capital budget programs -- are generally not available to the metropolitan planning agency. The agency must rely upon cooperation of the local governments in the area.

Organization. Responsibility for metropolitan planning is generally lodged with a planning commission rather than with

*U.S. Senate, Committee on Government Operations, *National Survey of Metropolitan Planning*, prepared by HHFA (Washington: U.S. Government Printing Office, 1963) p. 7.

a planning department. The planning commission is usually the creature of a voluntary joint agreement of local governments in the area and is generally composed of persons chosen by these governments, some being government officials but most being lay citizens. The size of the commissions in 1964 ranged from four to seventy-seven, the median being twelve.*

A planning staff, including professionally-trained planners, is employed by the planning commission. The median size of the staff in 1964 was 15.5 members, which is smaller than city planning staffs serving comparable cities.** The budget of the planning staff is also smaller than that of their city counterparts.

Money for the metropolitan planning agencies comes in about equal proportions from the federal government and the county (32 percent each); smaller amounts from the state and cities (12 percent each); taxes (2 percent); and the remainder from unspecified sources.***

In Texas

In 1964, Texas was listed by a national survey as one of only a handful of states without an official metropolitan area planning agency.**** Today, metropolitan regional planning in both Tarrant and Dallas Counties is in prospect, and steps are being taken to join Dallas and Tarrant Counties in a regional planning agreement.

The 59th Texas Legislature in 1965 took a giant stride toward encouraging metropolitan area or regional planning by passing an Act (HB 319) authorizing local governments to form regional planning commissions. Sponsored by the Texas Municipal League, which represents 600 Texas cities, the new law permits two or more local governments to establish regional planning commissions by a joint agreement. The planning commission can exercise whatever planning powers, duties and functions any or all of the participating governments can exercise now, but no government

*U.S. Senate, Committee on Government Operations, *1964 National Survey of Metropolitan Planning*, prepared by HHFA (Washington, 1965), pp. 4-6.

**Ibid., p. 8.

***Ibid., p. 10.

****Ibid., p. 121. Texas was one of five states (in which there are SMSA's) without any metropolitan planning agencies. The other four were Mississippi which has only one SMSA; New Hampshire with only two; North and South Dakota with only one each.

shall be deprived of any powers. The regional planning commission is expressly forbidden the power to tax.

The duties envisioned for the regional planning commissions under the new law are in general "to make studies and plans to guide the unified, far-reaching development of the area." More specifically, the commission may make recommendations on "major thoroughfares, streets, traffic and transportation studies, bridges, airports, parks, recreation sites, school sites, public utilities, land use, water supply, sanitation facilities, drainage, public buildings, population density, open space, and other items."

Although Texas has no official regional planning commissions yet, some experience in metropolitan area planning has recently been acquired by many areas through the comprehensive transportation planning programs (CTPP's) resulting from the Federal-Aid Highway Act of 1962. What can only be described as regional planning, although functional rather than comprehensive, has taken place as cities and counties in the SMSA's of the state have joined together. Among other examples, the cities of Dallas and Fort Worth are cooperating with Dallas and Tarrant Counties; the cities of Port Arthur and Beaumont are cooperating with Orange and Jefferson counties; and the cities of Odessa and Midland are cooperating with Ector and Midland counties. And all are cooperating with the state and federal governments.

Also, the substantive scope of the planning undertaken, although focusing upon transportation, involves much more, including population and economic studies; land use; zoning ordinances, subdivision regulations, building codes; financial studies; and social and community values.* Furthermore, the CTPP's must harmonize with urban plans and include areas expected to become urbanized within the next twenty years.

It might also be mentioned that the Brazosport Area Planning Commission was organized in 1957 to plan for orderly development of the area by coordinating the efforts of the existing planning commissions and by initiating and actively pursuing an over-all development plan. It is voluntary and unofficial.**

*Texas Highway Department, *Urban Transportation Planning Manual* (Rev. June, 1964), p. 12.

**See League of Women Voters of Texas, *State-Local Relations: Alternate Approaches*, "New Faces" (August, 1963).

STATE PLANNING

In General

Background. Modern state planning in the United States dates from the 1920's when New York State set up a temporary Housing and Regional Planning Commission whose report published in 1926 is usually cited as the first comprehensive state planning report. By 1931, four state planning agencies were in existence.

A high point in the history of state planning was reached during the 1930's as a result of national planning efforts growing out of the public works program and under the leadership of the National Resources Planning Board (1939-1943), the ultimate successor to the National Planning Board, which had been established in 1933.

A federal requirement that a state's share in the federal public works program had to be cleared by a state planning agency, together with federal assistance to state planning agencies, were largely responsible for the increase in the number of state planning agencies from four in 1931 to forty-seven in 1936. (Delaware was the lone hold-out.)

The state planning agencies of the 1930's, aside from their public works' planning role, prepared surveys, such as inventorying state resources; gave planning assistance to local planning agencies; and cooperated with operating departments of the state governments. Their approach to state planning was comprehensive although their results were quite modest. Eighty percent of their funds came from the national government, suggesting lack of state support and enthusiasm, which was subsequently borne out by their early demise.

Almost all the state planning agencies were abolished, their appropriations cut off, or their names and duties changed by

the early 1940's. Accompanying their departure was the similar fate of the National Resources Planning Board which expired in 1943. During World War II, there was a revival of state planning in the form of post-war planning commissions, which were authorized in about one-half of the states and charged with the responsibility of planning for the anticipated post-war adjustment problems, particularly unemployment. When the anticipated hard-times did not materialize, the state planning agencies were either dissolved or given other duties.

Following the war, the states turned as a group toward promotion of industrial development. Today, all states have established state-supported industrial development commissions of one sort or another.* Comprehensive planning is not their real purpose, but their work is not unrelated to comprehensive planning in at least some states.

Today, the states are entering upon a new phase of state planning -- concern with comprehensive economic and physical development and focus upon the metropolitan region. In 1964, all but seven states had authorized state-wide comprehensive planning.**

Once again, as in the 1930's the hand of the national government is much in evidence. At the end of the 1964 fiscal year, twenty-six states were receiving federal grants for comprehensive state planning under the 701 Program.***

Comprehensive state planning. The general objective of state planning is to guide the development of the state. Also, like city and metropolitan planning, it is concerned with economic and population studies, among its research programs, and with plans for land use, circulation and community facilities or a comprehensive plan. Since the objective, research and plans are for the state as a whole, there are necessary differences in emphasis and in specific topics between state planning on the one hand and city and metropolitan plan-

*Council of State Governments, *The Book of the States 1964-65*, p. 486.

**Ibid., p. 483.

***U.S. Housing and Home Finance Agency, Urban Renewal Administration, *Urban Planning Assistance Program Project Directory* (Washington, June 30, 1964), pp. 50-52. The states are: Alaska, Arkansas, California, Colorado, Connecticut, Delaware, Hawaii, Illinois, Louisiana, Maine, Maryland, Massachusetts, Michigan, Minnesota, New Hampshire, New Jersey, New Mexico, North Carolina, Oregon, Pennsylvania, Rhode Island, Tennessee, Utah, Vermont, Washington and Wisconsin.

ning on the other. The emphasis is upon the interrelations of regions within the state and upon the proper coordination of all plans -- federal, state and local -- as they affect the state. Also, there is emphasis upon resource development -- land, water and mineral, and there is concern for the development of rural or agricultural regions as well as the urban regions. Then, too, community facility planning will be occupied with state parks, state highways, state water projects and the like, including their relation to local planning.

Hawaii's General State Plan, adopted in 1961, offers an illustration of a modern state plan. It treats "on a statewide basis, elements such as physical conditions, existing land use, a plan for land use and subdivision, population distribution, public facilities, parks, and the development and utilization of fresh water resources. Recommendations for implementation, financing and coordination of state programs are included."^{*}

State assistance to local planning agencies. State planning agencies, since their birth in the 1920's, have given planning assistance to local communities, including technical and financial assistance. At present Tennessee, Kentucky and North Carolina provide trained staff assistance to cities.^{**} Some states provide money, paying part or all of the non-federal share of federal urban planning assistance. In California, the state planning agency provides all manner of assistance, ranging from lending a book to assistance in obtaining federal funds for urban planning.

In order for a community under 50,000 people to receive federal urban planning assistance grants under federal law, there must be a state agency to administer them. By June, 1964, all but three states had received funds for the projects through such an agency.^{***}

Also, all but a few states had authorized the voluntary establishment of metropolitan area or other regional planning agencies by 1964.^{****} Some of these receive federal grants

^{*}Council of State Governments, *The Book of the States 1962-1963*, p. 451.

^{**}Council of State Governments, *The Book of the States 1964-1965*, p. 484.

^{***}U.S. Housing and Home Finance Agency, Urban Renewal Administration, *Urban Planning Assistance Program Project Directory* June 30, 1964 (Washington: U.S. Government Printing Office, 1964), pp. 6-26. The three states not receiving funds are Idaho, North Dakota and South Carolina.

^{****}U.S. Senate, Committee on Government Operations. *The Effectiveness of Metropolitan Planning*, prepared by The Joint Center for Urban Studies (Washington: U.S. Government Printing Office, 1964), p. 44.

through the state; others receive them directly from the federal government.

Implementation of state plans. Implementation of state plans presents many problems, but in comparison with implementation of metropolitan area or regional plans, the state has an easier time of it in that there is a single state government to which the plans may be presented. The state government also has legal powers adequate to carry out plans, if it chooses, and not only over state departments but over the local governments as well. But there are many people to persuade throughout the state about the merits of state plans, and given the traditional disintegrated nature of state administrative organization, there are many state departments and agencies, not to mention the legislature, with which to deal.

Organization. Historically, state planning has been handled by a state planning commission or board acting somewhat apart from the regular governmental structure. There may be a trend away from this toward a state planning department or office with a planning director at its head, responsible to the Governor. In Hawaii, the planning director has cabinet status. In 1964, there were no less than seventeen state departments receiving federal money for comprehensive state planning, although not all were called "planning departments."* Only six planning boards, commissions or councils received the money; in addition three planning offices or coordinators were recipients.

In Texas

Comprehensive state planning began in Texas in the 1930's when the 44th Texas Legislature established the Texas Planning Board as a result of the same federal inducements that affected the other states during this time. Created in 1935, the Board succeeded a semi-official and un-financed board set up in 1934 by Governor "Ma" Ferguson.

Although its first task was to help plan public works projects in Texas, the primary duty of the nine-man Texas Plan-

*U.S. HHFA, URA, *Urban Planning Assistance Directory* (1964), pp. 50-52.

ning Board was to prepare a long-range program for the rational development of Texas' natural resources. The Board, whose chairman was W. M. Massie, adopted a nine-point program which included "determination of a sound land-use policy for Texas, a study of transportation facilities, a comprehensive industrial survey, improvement of public health, determination of mineral resources, a study of the educational system, and a study of governmental and social aspects of the state."* Given only a small staff and small state appropriations, the Board went out of existence in 1939.

In 1943, the Texas Legislature created a thirty-one member Post-War Economic Planning Commission to study post-war economic problems and to formulate some policies related thereto. The commission, like others around the country, became defunct when the post-war economic depression did not develop. In 1959, the Industrial Commission, originally established in 1920, was given responsibility for attracting and locating industry in Texas.

In 1965, the Texas Legislature established by a Senate Concurrent Resolution (SCR 68)** a state planning agency called the "Planning Agencies Council of Texas" or PACT. Its members are heads of state agencies engaged in some phase of state planning, beginning with these eight: the State Department of Health, the Texas Highway Department, the Texas Industrial Commission, the Parks and Wildlife Department, the State Soil Conservation Board, the Texas Employment Commission, the Railroad Commission of Texas and the Texas Water Development Board. Additional members can be added upon the Governor's recommendation, subject to approval by a majority of the Council.

Under the new measure, the Council is empowered to serve as the "official coordinating planning agency for the state" and to prepare a "unified development plan whereby the State of Texas can define, establish and promote the common goals that will best serve the interests of all Texas citizens."

No state financing of the new Council is mentioned in the

*Hugo and Martha Leipziger-Pearce, "History of Urban Planning in Texas" (1965). Copies available from the League of Women Voters of Texas. The Board succeeded in preparing land-use studies and a comprehensive water plan.

**Companion bills, HB 829 and SB 456, substantially the same as SCR 68, failed to pass.

measure, but the Council is authorized to receive funds from any source and steps are underway to get federal funds.

It is significant that the new state planning agency was established by a concurrent resolution rather than by ordinary legislation. This means that the Council has only a two-year life, unless the next Legislature chooses to extend it. It is possible that federal funds will not be available as a result.

The story of state planning in Texas is not complete without a reference to the role the state of Texas plays in local planning.

First, the state authorizes planning by local units of government. Local governments, as legal creatures of the state, cannot engage in planning without state authorization in some form. As noted, the Texas Legislature passed a general enabling act in 1927 giving cities power to zone, the basis for general planning activity. Other legislation has enabled cities to take part in federal planning assistance programs and to engage in urban renewal. In 1965, the Legislature authorized local governments to establish regional planning commissions.

Second, the state acts as a channel for federal funds for planning assistance to local governments. Insofar as general urban planning assistance is concerned, Texas acts almost exclusively as a channel for federal funds under the 701 Program. The State Department of Health, the state agency for this program, was granted no state funds with which to aid local governments by the 1957 state legislation. The state agency pays no part of the one-third non-federal portion of the local planning programs. The Health Department was also forbidden to expand its staff for the program and is compelled to rely upon contracts or agreements with professional planners to help it administer the program. And cities receiving federal funds must make a contract with a private planning consultant; the Health Department cannot provide them with trained planners from its own staff. The Department, with the help of advisers, prepares a list of private planning consultants from which the city must make its choice.

The Health Department helps the city prepare its request for federal planning assistance grants, lays down specific regulations for the planning program, imposes a review schedule and deals directly with the federal government.

The state of Texas also acts as a channel for federal funds in comprehensive transportation planning by urban areas under the Federal-Aid Highway Act of 1962. The Texas Highway Department sets up the procedure by which local governments may request a comprehensive transportation planning program (CTPP) in their area and imposes a number of requirements. The Department helps with the actual planning undertaken in the area, including the appointment of a Planning Engineer from the Department to head the planning project. In addition, the Highway Department pays one-half of the non-federal share of the costs of the initial planning project -- that is, exclusive of the continuing phase. The federal government reimburses the Highway Department for 70 percent of the total planning costs of the initial studies; 15 percent comes from the state and 15 percent comes from the local governments. The Highway Department has held three seminars on planning to help everyone get on with the CTPP's. At the seminars officials from all levels of government and people trained in a variety of fields connected with planning have participated.

Another state transportation study may be mentioned here although at present it is not connected with federal funds. Begun in 1963 and due in 1967, a report on the mass transportation needs of Texas is in preparation by the Texas Legislative Council. It doubtlessly will provide Texas cities with useful information and may result in new state legislation.

THE ROLE OF THE UNITED STATES GOVERNMENT

In General

Background. Today, the United States Government is a prominent partner with state and local governments in developing comprehensive state and local planning programs. A variety of federal planning assistance programs related to

The Plan from U.N.C.L.E. housing, urban renewal, transportation, open space land, beautification, and general community development are now in effect. In fact, no less than forty-five federal programs are available to urban areas, and, although

not all are planning programs, yet they all affect urban development with which comprehensive planning is so much concerned.* For example, the various federal mortgage insurance programs have had a great deal to do with the exodus to the suburbs by encouraging certain kinds of home construction and home ownership. The influence of interstate highways upon urban development is well known. The authorization in 1965 of a cabinet-level Department of Housing and Urban Development is indicative of the national government's role in urban affairs in general.

Federal concern with planning is not new. In the 1920's, the Model Acts of the Department of Commerce had a tremendous impact upon zoning and planning legislation throughout the country. During the New Deal days of the 1930's, already mentioned, the national government was instrumental in increasing the number of state planning agencies from four to forty-seven. At the same time, it encouraged regional planning. Although not a state or local agency, the

*For a study of forty-three federal programs see U.S. Senate, Committee on Government Operations, *Impact of Federal Urban Development Programs on Local Government Organization and Planning*, prepared by the ACIR (Washington: U.S. Government Printing Office, 1964).

Tennessee Valley Authority, established in 1933 by federal law, is an outstanding example of regional planning. In 1937, a housing act (the "Wagner-Steagall Act") was passed.

The contemporary period of federal influence begins with the passage of the Housing Act of 1949.* Concerned with eliminating blight and providing decent housing for all Americans, the housing program under the Act rapidly turned into a program for sound urban development as a whole. The federal government regarded housing and urban development as inextricably linked and became concerned about the mounting problems of rapid urban growth. Expansion of federal programs has taken place with each successive Housing Act, including not least, the Housing and Urban Development Act of 1965.

The Housing and Home Finance Agency (HHFA), which will be the nucleus of the new Department of Housing and Urban Development, administers most of the programs concerned with housing and urban development. It is an independent agency composed of seven constituent units. They are: the Office of the Administrator (OA); the Urban Renewal Administration (URA); the Community Facilities Administration (CFA); the Federal Housing Administration (FHA); the Federal National Mortgage Association (FNMA or Fannie Mae); the Public Housing Administration (PHA); and the Voluntary Home Mortgage Credit Program (VHMCP). The Urban Renewal Administration administers most of the comprehensive planning programs.

Nine federal programs. Nine federal programs related to comprehensive state and local planning are described briefly in Appendix A. The most important of these is the Urban Planning Assistance Program, provided for in Section 701 of the U.S. Housing Act of 1954, as amended. It is this program which has been a key factor in encouraging not only comprehensive city planning but also metropolitan and state planning. In 1961 interstate planning was encouraged by the provision for interstate planning grants. To date, one interstate project is receiving assistance; it is in the New York

* The goal of the Act was "a decent home and suitable living environment for every American family."

metropolitan area.* The Housing and Urban Development Act of 1965 doubled the appropriations for the 701 Program and made minor changes.

In Texas

Texas has participated at least to some extent in most of the federal planning programs, the most important of which is the 701 Program. As already noted, under the 701 Program some 110 small cities have been aided, and three larger cities have received 701 money under other federal programs.

The kind of comprehensive planning encouraged under the 701 Program in Texas may be illustrated by looking at some of the criteria set by the State Department of Health. According to these, the city planning is to cover a twenty-five year period and is to contain the following nine elements: mapping; base studies; land use plan; thoroughfare study plan and development of a circulation plan; neighborhood analysis; community facility: schools and parks; community facility: water, sewage and drainage; long range capital improvements program; and administration control or land use controls. Citizen participation is also required.**

Texas has also participated in the comprehensive transportation planning programs required for federal highway funds by the Federal-Aid Highway Act of 1962.

In addition, nineteen Texas cities have received federal urban renewal assistance; one city (Laredo) has received planning assistance under the Area Redevelopment Act of 1961; four cities have had open space land acquisition grants approved (San Marcos, Austin, Boerne, and Port Arthur);*** and some fifty-one Texas projects have received aid under the Community Facilities Program since 1961.****

*U.S. Housing and Home Finance Agency, Urban Renewal Administration, *Urban Planning Assistance Program Project Directory*, June 30, 1964 (Washington: U.S. Government Printing Office, 1964), p. 53. The three states, Connecticut, New Jersey and New York, make up the Tri-State Region for which the interstate planning is designed.

**Texas Highway Department, *Proceedings Urban Transportation Planning Seminar*, Grand Prairie, Texas, September 29-30, 1964, pp. 307-312. From a talk by David M. Cochran, Chief Engineer, State Department of Health.

***From a letter to the League of Women Voters of Texas from Leonard E. Church, Regional Director, Urban Renewal Division, HHFA Region V, July 2, 1965.

****U.S. Department of Health, Education and Welfare, Public Health Service, *Seminar on Regional and Municipal Environmental Planning* January 7-8, 1965, Dallas, Texas, p. 14. From a speech by Dr. Robert C. Weaver, HHFA Administrator.

Texas has received no federal assistance for state planning by a state planning agency or for metropolitan area or regional planning by a metropolitan or regional planning agency under the 701 Program. It has received no aid for mass transportation planning under the Urban Mass Transportation Act.* Nor has it participated in the Federal-State Training Program in Community Development.

Greater participation by Texas in federal programs, whether desirable or not, will depend to a considerable extent upon acceptance of comprehensive metropolitan area or regional planning and of state planning. Should comprehensive metropolitan planning be supported in Texas? If so, what principles should govern the organization and functioning of metropolitan planning agencies? Should comprehensive state planning be supported in Texas? If so, what principles should govern the organization and functioning of state planning agencies? These are the issues to which we now turn.

*From a letter to the League of Women Voters of Texas from the Office of the Administrator, U.S. Housing and Home Finance Agency, August 3, 1965.

BLUEPRINT FOR PLANNING: PROSPECTS FOR THE FUTURE

METROPOLITAN AREA OR REGIONAL PLANNING

In Texas

Should Metropolitan Area or Regional Planning Be Supported in Texas?

**Everybody's
Going to
Town** In general. One of the striking developments of modern times is the rapid growth of the metropolitan areas. Most Americans live in these areas and most of the startling increase in population is occurring here. It is significant that 70 percent of our urban population is concentrated on one percent of the country's total land area. "The big squeeze is on," says *LOOK Magazine*.^{*} Texas has shared in this surge to the metropolis. As recently as 1940, Texas was classified as a rural state. Today, not only is Texas predominantly urban (75 percent), but it has twenty-one SMSA's, a larger number than any other state in the Union.

Rapid metropolitan growth has resulted in many new urban patterns. There is "Megalopolis", Jean Gottmann's term for the interstate urban region along the northeastern Atlantic seaboard. The term, "linear city", is also applied to the same area, which is 600 miles long and from 30 to 100 miles wide. Lesser "linear" or "strip" cities cut a wide swath along well-travelled highways in other places. There is also "spread city", characterized by a wide dispersion of industrial and commercial establishments around the core city amidst much cross-hauling and commuting. And there is "conurbation", a continuous urban sprawl in disregard of

^{*}"Everybody's Going to Town", *Look*, Vol. 29, No. 19 (September 21, 1965) p. 21. "Nearly half the people who ever lived in the United States are alive today."

state lines but economically related. In Texas, a continuous strip of urban development has been predicted for the area Dallas-San Antonio-Houston-Galveston-Beaumont. And a conurbation is in prospect from Cape Kennedy in Florida to the Manned Space Center in Houston.

For the average American urban dweller, new urban patterns in the metropolitan areas have meant radical changes in urban living. No longer does he live in a self-contained city. He typically resides in one city, he works in another, he shops in others, and he seeks recreation or culture in still others. He travels throughout the area by automobile or mass transit. And, not least, he lives under the jurisdictions of many governments -- in fact, in some instances hundreds.* In short, the urban dweller lives in a metropolitan region rather than in a city.

Part and parcel of the new urban patterns are urban problems that frequently pay no attention to traditionally established political boundaries. Smog, water pollution, overloading of sewage facilities, traffic snarls and jams, severe water shortages (as in New York City) are examples of problems common to an area and shared by the many governments in the area. Can a single government acting in isolation from other governments in the area solve these problems? Can planning by one city guide the growth of the area in the manner desired by its inhabitants?

No, say supporters of metropolitan area planning. There must be planning on an area-wide basis. The metropolitan area or region is an interrelated whole. No one government can govern the whole, and yet each makes decisions affecting the well-being of the others in the area. It is necessary to provide a means of solving problems on a regional basis, within a regional perspective, in the interests of the people of the region as a whole. Governments must cooperate and coordinate their efforts so that the people of the area can

*According to *The Municipal Yearbook 1964*, there were 18,442 local governments in the 212 SMSA's of the country in 1962. In Texas, Dallas had 166; Houston 82; Fort Worth 89; San Antonio 43; Austin 35; Beaumont-Port Arthur 50; Corpus Christi 35; El Paso 17; Abilene 35; Amarillo 14; Galveston-Texas City 28; Lubbock 17; Waco 41; Midland 4; Odessa 5; San Angelo 17; Texarkana 47; and Tyler 18.

guide the area's development in the manner and for the objectives they support.

Benefits from planning research. It is argued that research necessarily involved in metropolitan area planning will provide many benefits to all levels of government -- local, state and federal -- and to private citizens as well. The benefits will vary with the degree of sophistication of the research, but even a simple inventory of public and private plans for the area could be worthwhile. There is value in having someone keep score. An inventory would enable governments to spot conflicts and inconsistencies. For example, one local government may have zoned for residential development an area adjacent to one zoned by another government for a garbage dump or intensive industrial development.

Population and economic analyses could be very valuable to the metropolitan area. Local governments need to know about future population patterns in order to plan for schools, utilities, streets and the like. They need to be alerted to possible dangers from congestion and overloading of facilities. Also, private entrepreneurs might be interested in population and other projections in order to plan industrial estates or shopping centers.

Presentation of alternative plans for the area's development would permit the people of the area to exercise a measure of choice in the area's future course instead of merely adjusting to what comes naturally. Perhaps, the people would prefer to control development in an orderly manner outward from the core city, instead of having decentralized and scattered development which is so costly for governments which must supply utilities and streets, among other services.

Benefits from regional land-use plans. A metropolitan area or regional land-use plan is a means of guiding the future development of the area. Many benefits of such a plan have been described by the Research and Planning Council of San Antonio, a privately supported research group that recently engaged in a three-year study of Bexar County, the culmination of which was the publication of "Bold Plan for Bexar County" in 1963. The permanent loss of prime

Slurbs --
Anyone?

farm land to urban development, which has occurred in California, could be avoided by a land-use plan, says the Council. Better flood control and drainage could also be planned by this means. Unplanned urban development results in acute drainage problems because land covered with houses, commercial buildings, paved streets and parking lots throws much more water into drainage outlets than does raw undeveloped land. Furthermore, the preservation of open spaces and the reservation of land for public recreation require a regional land-use plan in times of rapid growth. In Harris County, valuable park sites have been lost in the metropolitan fringe area around Houston by divided responsibility between Harris County and Houston.* Planning might not have prevented this, but at least it would have pinpointed the problem.

Benefits from regional circulation and community facilities plans. Experts claim that regional circulation facilities, such as connecting roads, can be handled only on a regional basis and by regional planning. To some extent this is underway in Texas, insofar as transportation is concerned, by the CTPP's resulting from the Federal-Aid Highway Act of 1962.

Regional planning of community facilities is also of benefit, according to many experts. A dollar's worth of planning can save many dollars' worth of construction. And this is important. It has been estimated that every new household in a metropolitan area costs \$18,500 in community facilities -- in streets, utilities, schools, parks, etc.**

In Texas, the advantages of regional planning of community facilities (and circulation) would seem to be well illustrated by the Fort Worth and Dallas airport controversy. It is quite possible that this costly duplication of airports would not have occurred had there been regional planning in the first place.

Love -- that
Greater
Southwest

*Harris County Home Rule Commission, *Metropolitan Harris County* (1957), p. 42.

**Emmette Redford, et al., *Politics and Government in the United States* (New York: Harcourt, Brace and World, 1965), p. 890.

Planning of local facilities with guidance from a regional plan would also seem to offer savings. For example, it is very expensive to tear up streets to expand water mains or sewer lines to take care of unanticipated demand. Regional planning could provide guidance in the size and location of these lines. Money could also be saved by reserving necessary land for regional or local parks by acquiring the land in advance of its use when prices are lower.

And regional planning of some facilities would seem to be inescapable. Air or water pollution is practically impossible to control by a single government in a metropolitan area or region because even the best efforts apply to only part of the area, and inaction or improper action by neighboring governments can negate these efforts. In Texas, the pollution of Clear Lake Basin is quite clearly a problem requiring regional planning and action, it has been said. The diversified sources of pollution, the size of the area, the cutting-across of county lines (Galveston and Harris Counties) and other reasons require area-wide direction.

Benefits from regional planning organization. If there is to be regional planning, there must be an organization for it. Such an organization, if based on an intergovernmental agreement, could provide a place for confrontation of governments in the metropolitan area on a regular basis. This might not lead to the millennium, but at least, it would provide a means of cooperation in the interests of the whole region. Also, the local governments would have a voice in the development of the region, rather than reacting to developments they cannot individually control.

Alternatives and objections to official metropolitan planning. In deciding whether to support comprehensive metropolitan planning in Texas, the citizen should be aware of alternatives and objections. It is possible to undertake research and to prepare plans on a metropolitan area or regional basis by private action without relying upon an official governmental planning program. Of several private planning groups around the country, among them the most outstanding is the New York Regional Plan Association. This group's Regional Plan for New York and Environs, published in 1929, has been accepted in large part by the governments in the New York metropolitan area. Recently, nine volumes of research prepared by Harvard University for the Association have been published and are the basis for more planning efforts on the part of this private group. In Texas several private groups, notably in San Antonio, Houston and Dallas, have engaged in considerable metropolitan research of value in metropolitan planning. Perhaps, metropolitan planning, aside from its implementation, could be handled by private groups in Texas.

Also, the citizen should consider whether the case for metropolitan planning has been overstated. Without effective metropolitan planning in the United States, the results have been far from disastrous.* Essential services have been provided and the country has continued to prosper. In Texas, there may be less need for metropolitan planning than in other parts of the country. Texas has fewer old cities with problems of congestion and decay. Texas has more open space into which to expand. Texas has less fragmentation -- that is, fewer governments in the metropolitan areas than in the country as a whole.**

Furthermore, the citizen may ask whether the case for metropolitan planning has been based more on semantics than facts. How does one measure objectively the existence of a metropolitan region? How does one decide that there are com-

*See U.S. Senate, Committee on Government Operations, *The Effectiveness of Metropolitan Planning*, prepared by The Joint Center for Urban Studies (Washington: U.S. Government Printing Office, 1964), p. 18.

**See Robert H. Connery and Richard H. Leach, "Southern Metropolis: Challenge to Government," *Journal of Politics* Vol. XXVI (Feb. 1964), pp. 68-69. Urban areas in the South are generally less fragmented than urban areas in other regions.

mon problems? How can the efficiency or economy of regional planning be objectively measured?

Then, too, the citizen may wonder whether much can be expected from metropolitan planning when there are many governments which must cooperate in order to carry out any plans or recommendations. Can they agree? "Concerted action is difficult to achieve even when the plan promises clear advantages to all and no disadvantages to any of the affected localities. But any plan normally places burdens on some for the sake of the larger whole. As long as there exists no mechanism through which the whole can coerce the parts, concerted action will be the exception rather than the rule."*

And, finally, the citizen may prefer that decisions about the growth of the metropolitan area be made by the marketplace and by governments acting alone. He may object to new governmental organization, even if for cooperation, which may supersede private and local governmental decisions.

What Principles Should Govern the Organization and Functioning of Metropolitan Planning Bodies?

Metropolitan government. Organization for metropolitan area planning depends a great deal upon the constitutional (basic governmental) structure of the metropolitan area. If there is an area-wide government, elected by and serving the people of the area, planning can be integrated into the governmental structure, and metropolitan planning organization can be comparable to city or state planning organization. For example, in Dade County, Florida (Miami), the metropolitan county government has broad planning powers over the entire area, although to date these have not been implemented. But, basic reorganization of the metropolitan area in the manner of Miami has been rare in this country, proposals for metropolitan government regularly going down to defeat at the polls. Metropolitan area planning has had to be handled by other methods.

*Edward C. Banfield and Morton Grodzins, *Government and Housing in Metropolitan Areas* (New York: McGraw-Hill, 1958), p. 67.

Granting area-wide planning powers to a county government, without basic reorganization of the entire area, is one of the methods. For example, in Marion County, Indiana (until recently, coterminous with Metropolitan Indianapolis), planning and zoning powers were transferred from the municipalities to the county government in 1955. A more common arrangement is for a city and a county to set up a joint city-county planning unit. For example, the Tulsa Metropolitan Area Planning Commission was formed in 1953 to take over the planning functions of the City of Tulsa and Tulsa County.*

Two other methods of handling metropolitan planning may be mentioned. One is to impose comprehensive planning duties upon a special metropolitan district or authority, a proposal of both the United States Advisory Commission on Intergovernmental Relations and the Council of State Governments. These districts or authorities have authority over a single governmental service, such as water supply, sewage disposal, housing or transportation; but they have area-wide jurisdiction. Another method is to entrust planning duties to metropolitan councils, which are voluntary associations of local governments in the area.** For example, the Association of Bay Area Governments (ABAG) has taken upon itself the responsibility for encouraging regional planning in the San Francisco area and has applied for federal funds for planning.***

The general practice in regard to metropolitan planning organization is to rely upon a planning commission created on a multi-jurisdictional basis by joint agreement of local governments under state enabling legislation, and most of the discussion of metropolitan planning organization concerns this type of organization.****

*See John C. Bollins and Henry J. Schmandt, *The Metropolis Its People, Politics and Economic Life* (New York: Harper and Row, 1965), pp. 296-303, for a discussion of various types of planning agencies.

**Ibid., pp. 392-395. The authors believe that the metropolitan council offers great promise for future metropolitan government.

***The Corpus Christi metropolitan area organized a Metropolitan Council in March, 1963. See League of Women Voters of Texas, *State-Local Relations: Alternate Approaches "New Faces"* (August, 1963).

****Bollins and Schmandt, op.cit., p. 297. "The term metropolitan or regional planning commission is generally applied to planning agencies which are set up on a multi-jurisdictional basis . . . Most are established by joint action of local units under state enabling acts."

State or local control. One basic issue in regard to the organization and functioning of metropolitan planning commissions concerns the measure of control and direction that ought to be exercised by the state government -- either by requirements imposed in state enabling legislation or by a state planning agency.

State enabling legislation generally leaves many basic decisions to the local governments. These include whether to create a planning commission in the first place; what specific area should be included in the planning agreement; and whether metropolitan plans should be carried out. Present practice and proposals in regard to these and other matters of organization are summarized briefly in Appendix B.

The new Texas legislation (HB 319) authorizing regional planning commissions follows present practice and leaves many decisions to local governments, including whether to establish a regional planning commission. (The law places some restrictions, however, as for example, preventing the local governments from giving the commission power to tax.)

Leaving decisions to local governments stresses the voluntary nature of metropolitan planning and the need for cooperation among local governments in the metropolitan area. It is a reflection of present governmental arrangements.

Giving to the state a key role in metropolitan planning is a recognition of the state's superior vantage point and power. The Joint Center for Urban Studies (MIT and Harvard) is among those who prefer to have the state play a much stronger role.* The Center, which is very critical of present state enabling legislation pertaining to metropolitan planning, suggests that it is about time the states start requiring planning rather than simply permitting it.

Creation of agency. Should the state require the creation of metropolitan planning commissions or agencies? If metropolitan regional planning is urgently needed to solve the pressing problems of rapid metropolitan growth, perhaps the state

*U.S. Senate, Committee on Government Operations, *The Effectiveness of Metropolitan Planning*, prepared by the Joint Center for Urban Studies (Washington: U.S. Government Printing Office, 1964), p. 78.

has a responsibility to require planning. But will planning succeed in the metropolitan area if the local governments there do not want it?

Area for planning. Should the state specify the area to be included in the planning agreement? This is an important point. A purpose of regional planning is to plan for the region because local governments individually cannot control the area. But, if the area covered by the planning agreement is not coterminous with the region, one of the reasons for having regional planning has been discarded. The model regional planning law of the National Municipal League (NML) requires the State Planning Director to study and to recommend what area would be appropriate, with the SMSA as the starting point, and leaves the final decision with the State Planning Council * The area subject to planning under present Texas legislation depends upon what local governments choose to band together in a planning agreement, since the planning area is the area under their jurisdiction.

Powers and duties of the agency. Should the state require the metropolitan planning commission to prepare a comprehensive metropolitan plan among its other powers and duties? Most metropolitan planning agencies are given the responsibility for preparing comprehensive plans, although the Texas law does not expressly mention a comprehensive or master plan. A comprehensive or master plan would seem to offer advantages over lesser plans if the goal is to coordinate and to guide development as a whole.

Implementation of metropolitan plans. Should the state require local governments to conform to metropolitan plans or the metropolitan comprehensive plan? Present practice is to rely upon voluntary acceptance of metropolitan plans by local governments. In fact, in many areas there is no mechanism by which metropolitan planning agencies may review or comment upon local plans to test their conformity with metropolitan plans. Present Texas law also fails to provide such a mechanism.

*National Municipal League, *Model State and Regional Planning Law* (New York, 1954), pp. 39-41.

There are many alternative proposals for dealing with this problem, the most complete enumeration being given by the Joint Center for Urban Studies.* The United States Advisory Commission on Intergovernmental Relations (ACIR) proposes that following a public hearing, metropolitan area plans "may be officially adopted by any local government" and "when so adopted shall supersede previous local plans."** The NML provides for distribution of metropolitan plans to local governments. Both the NML and the ACIR propose that local governments give the metropolitan agency an opportunity to study and comment upon proposed local plans.

Requiring that local governments conform to metropolitan plans is a means of assuring that metropolitan planning is actually implemented. But, is it desirable to give a metropolitan agency, which is not directly elected by the people and not directly responsible to them, this much power?

Citizen participation. What measures should be taken to provide for citizen participation in metropolitan planning? Texas legislation is silent on this point. Most metropolitan planning commissions are composed mainly of lay citizens. Most have public relations programs of some kind. The ACIR proposes that public hearings be held on metropolitan plans before their certification to local governments in the area, as already mentioned.

Citizen participation would seem essential if a purpose of metropolitan planning is to enable the citizens of the area to guide the growth of the area. On the other hand, if there are elected governmental officials representing governments on the planning commission, the citizens would have a measure of representation in planning.

*U.S. Senate, Committee on Government Operations, *The Effectiveness of Metropolitan Planning*, prepared by the Joint Center for Urban Studies (Washington: U.S. Government Printing Office, 1964), pp. 94-95. Nine alternatives are listed: (1) The local governments may adopt the metropolitan master plan if they wish; (2) They may adopt the metropolitan plan, but if they do not, the metropolitan planning agency will be permitted to review proposals of metropolitan significance; (3) They must consider the metropolitan plan in the preparation or amendment of local plans; (4) They must consider the metropolitan plan and hold hearings on it, insofar as it pertains to the locality; (5) The local governments must give written reasons if they depart from pertinent portions of the metropolitan plan; (6) They can depart from the metropolitan plan only by extraordinary vote; (7) The local plans must conform to the metropolitan plan; (8) The local governments must adopt recommendations of the metropolitan agency; (9) The metropolitan master plan supersedes local plans when the two conflict, giving the metropolitan plan the legal effect of a comprehensive plan for the local government. The Joint Center prefers number six.

**U.S. Advisory Commission on Intergovernmental Relations, *1965 State Legislative Program* (Washington: U.S. Government Printing Office, 1964), p. 199.

STATE PLANNING IN TEXAS

Should Comprehensive State Planning Be Supported in Texas?

Arguments for. Some of the arguments in support of comprehensive metropolitan planning apply equally well to comprehensive state planning in Texas. Texas, a rapidly growing state, faces many changes and challenges which state planning, by guiding the development of the state in an orderly manner, might solve. For one thing, research on a state-wide basis, including population and economic analyses, could be beneficial to state development. But there are certain aspects of state government that require special consideration.

The state government occupies a unique position in our federal system. It is an established regional government, elected by and responsible to the people with area-wide authority, resources and responsibilities. It is closer to the people geographically and, in a certain sense, politically, than the national government, and it is in a better position to handle problems peculiar to the state. In addition, it has special authority over and responsibilities to the local governments of the state. It is their creator and has superior legal authority over them. And unlike the metropolitan areas or regions, it has a single general government.

This unique position provides the state with unique opportunities and responsibilities in planning, not only in relation to distinctively state governmental problems but in relation to metropolitan and local governmental problems as well.

For example, the state has responsibility for the development of certain basic resources, such as water. State water development requires planning, including not least the coordination of many efforts at all levels of government. A glimpse

of the tremendous coordination problem can be caught by a simple inventory of agencies responsible for some phase of water resources development in Texas. Not including the federal agencies, such as the Bureau of Reclamation, the U. S. Army Corps of Engineers and the Soil Conservation Service of the Agriculture Department, there are some thirty-six river authorities, countless water districts of various kinds and counties and cities with authority at the local level. At the state level the agencies include the General Land Office, the Texas Water Rights Commission, the Texas Water Development Board, the Texas Soil Conservation Board, the State Department of Health, the Parks and Wildlife Department, the Railroad Commission, and the State Water Pollution Control Board.

In addition to the problem of coordinating efforts for water resource development, there are problems of state coordination with respect to water-related activity. For example, multi-purpose dams promote the wide use of water for recreational purposes; hence, water plans must be related to the state's recreational plans. People must be able to get to the recreational areas; hence, water and recreational plans must be related to state highway plans. And people in local areas must be able to get to the state highways and water playgrounds; so local plans must be coordinated with state highway and recreational plans. As these examples suggest, state-wide coordination of state plans would seem essential; and a state land-use plan would seem equally essential in order to place various other plans in proper perspective.

It is argued that the state has special responsibilities and authority in relation to urban planning -- local or metropolitan. For one thing, it is impossible to separate the well-being of the state as a whole from the well-being of the urban areas. The majority of the people in the state live in the urban areas and most wealth is there. For example, if the seventeen metropolitan areas in Texas now facing future water shortages are not helped by state water planning, the whole state's prosperity will be affected. In addition, local or metropolitan

planning, it is argued, is inadequate without the larger framework of state planning.* The state can provide needed state-wide perspective, state-wide coordination, state-wide aid and even compel local and metropolitan planning, if it chooses.

"Without the states exercising aggressive leadership in the fields of economic, social and physical development, it is doubtful that these problems will ever be effectively resolved." So says a subcommittee on State Planning at the 1962 Governor's Conference.** If the state chooses to exercise its responsibilities, it can become a more vigorous political unit, it may be added.

Arguments against. But is there really a need for comprehensive state planning by the state of Texas? Cannot private groups undertake the necessary research and presentation of plans? Perhaps, a state university could perform the necessary tasks without the addition of new state bureaucracy. And anyway, has the case for state planning been proved or are we dealing, as with metropolitan planning, with semantics rather than facts? For example, what is meant by a state "framework" without which local and regional plans cannot be effective? To what extent is the state a region? Would it not be equally necessary to have interstate or national planning to take care of interrelated problems of modern times? Where would this lead us-- to a supergovernment for regions? And finally, is coordination of all state programs really needed? Surely, not everything the state does needs to be related to everything else it does by a planning bureaucracy.

What Principles Should Govern the Organization and Functioning of a State Planning Agency?

Organization. The main issue to be settled in the matter of state planning organization is whether to set up a single-

*Council of State Governments, *State Responsibility in Urban Regional Development: A Report to the Governor's Conference* (Chicago, 1962), p. 50. "The best of planning at the local level, even if well coordinated at a regional or metropolitan level, is not in itself adequate without effective planning by the state as a whole. State government, because of its inherent responsibility to urban areas and by virtue of the effect of its public works programs on urban regional development, must play a central role in joint planning of our urban areas."

**Council of State Governments, *State Planning: A Policy Statement by the Subcommittee on State Planning of the Governor's Conference* (Chicago, 1962), p. 5.

headed agency (headed by a planning director) under the Governor's control and integrated into the state's administrative structure or whether to rely on a planning commission, which is likely to be independent. The National Municipal League and the American Institute of Planners, among other groups, favor the former. The new Texas legislation has created a state planning commission or council, but the Governor's Office will assume council leadership and direction so that it will not be an independent agency, strictly speaking. The new agency is not, however, a single-headed planning office or department.

A single-headed planning agency under the Governor's control would tend to be a "stronger" planning agency than a commission. It also would be in a position to assist the Governor in his role as chief administrator of the state. Planning (a "staff" aid), since it is concerned with the overall development of the state, among other things, would be of relevance to the Governor's overall supervision and direction of the state administration. The planning agency would also be expected to advise and assist other state agencies where appropriate.

In Texas, the administrative structure is not unified under or subject to much control by the Governor, who is, administratively speaking, a "weak" office. State planning in Texas might not be possible in any other way than by placing planning in the hands of a council composed of heads of agencies engaged in planning, as provided now. On the other hand, creating a single-headed planning agency under the Governor's control is not out of the question provided a vigorous state planning program is really desired.

Another organizational issue is whether to provide for an advisory council composed in part at least of citizens. The National Municipal League advocates this; the American Institute of Planners is permissive about it.

There are several reasons for bringing citizens into the planning picture. It permits a representation of interests from around the state. It provides a measure of citizen guidance of the state's planning activities. On the other hand, it may not be necessary. The Governor is the elected representative

of all the people and many of the planning operations are of a professional nature.

Duties. Preparation of a comprehensive state development plan and coordination of state plans are duties assigned to the Council (PACT) by the new Texas legislation. Additional duties are commonly entrusted to state planning agencies in other states and have been proposed by the NML and other groups.

Among these duties is assistance to local planning agencies, which is of special relevance to Texas. Most of the smaller cities (under 50,000) are without professionally-trained planners or even a planning agency. Assistance from the federal government has been for a two-year planning program. But planning is a continuous process and in need of professional competence in many instances, as for example, when a new zoning ordinance needs to be prepared. A state planning agency could provide the assistance to these local governments -- loan of staff, money, or preparation of master plans, zoning ordinances and the like.

A state agency is also in a position to aid regional planning commissions.

Other duties to be considered include participation in state capital programming and with preparation of the capital budget. The National Municipal League in its model state planning law proposes that the state agency prepare, with the assistance of fiscal agencies, the capital program and assist with the annual capital budget. In this way, the planning agency could participate in carrying out its plans for community facilities or public works.

In general, what additional duties should be assigned to the state planning agency depends upon the degree of importance attached to state planning. If a truly effective state planning program is desired, the agency will be given powers and duties commensurate with this goal. If a vigorous state role in local and regional planning is envisaged, the same will be true. Therefore, much depends upon the first issue raised at the beginning of this section: Should state planning be supported in Texas?

APPENDIX A
APPENDIX B
BIBLIOGRAPHY

APPENDIX A

SUMMARY OF NINE FEDERAL PROGRAMS RELATING TO STATE AND LOCAL PLANNING

FEDERAL PROGRAM

Urban Planning Assistance Program
U.S. Housing Act of 1954, as amended, Sec. 701.
Administrator: URA of HHFA

Urban Renewal
U.S. Housing Act of 1949, as amended.
Administrator: URA of HHFA

Community Renewal Program (CRP)
U.S. Housing Act of 1949, as amended. Sec 103(d) of Title I.
Administrator: URA of HHFA.

Open Space Land and Urban Beautification and Improvement
U.S. Housing Act of 1961, Sec. VII (Open Space) U.S. Housing and Urban Development Act of 1965, Title IX (Open Space and Urban Beautification and Improvement)
Administrator: HHFA

Community Facilities Program
U.S. Housing Amendments of 1955. U.S. Housing and Urban Development Act of 1955, Title VII.
Administrator: HHFA

Area Redevelopment Program and Regional Planning
Public Works and Economic Development Act of 1965. Area Redevelopment Act of 1961 re-enacted and broadened by 1965 Act.
Administrators: Secretary of Commerce, Assistant Secretary of Commerce and Administrator for Economic Development

Comprehensive Transportation Planning Programs
Federal-Aid Highway Act of 1962.
Administrator: U.S. Bureau of Public Roads in Department of Commerce

Urban Mass Transportation
Urban Mass Transportation Act of 1964.
Administrator: OA of HHFA

Federal State Training Programs
U.S. Housing Act of 1964, Title VIII.
Administrator: OA of HHFA

GENERAL PURPOSE

To assist financing of sound planning for the orderly growth and development of urban areas and to encourage comprehensive planning for entire areas having common or related development problems.

To assist communities to correct blighted conditions in particular sections of the community and to organize a total effort for sound community management and planning practices to achieve the kind of community people want and need.

To assess in broad terms the community's over-all needs for urban renewal, taking into account the whole city and relevant metropolitan and regional factors, pinpointing future urban renewal projects and relating needs to resources.

To assist communities to acquire and develop land for park, recreation, conservation, historic or scenic purposes, including the beautification of such land.

To assist communities to meet fully the needs of their citizens and to promote economic growth by constructing adequate basic water and sewer facilities, and neighborhood facilities; and to acquire land for future public facilities.

To maintain the national economy at a high level by promoting economic growth in depressed areas and regions.

To encourage "a continuing and comprehensive planning process carried on cooperatively by States and local communities" in urban areas over 50,000.

To encourage the planning and establishment of area-wide urban mass transportation systems needed for economical and desirable urban development, with the cooperation of mass transportation companies, both public and private.

To establish a new system of federal-state training programs needed for economic and efficient community development and to provide new and improved methods of dealing with community development programs.

FEDERAL ASSISTANCE

*Grants up to 2/3 planning costs; up to 3/4 under certain conditions, such as (1) federally designated disaster area; (2) federally designated redevelopment area; (3) federally affected area, such as unemployment from loss of federal facility.
*Grants for comprehensive transportation planning available.

*Grants up to 2/3 of net project costs; up to 3/4 in cities of 50,000 or less and in redevelopment areas. Same for concentrated code enforcement in deteriorating areas. Grants can include cost of relocating historic structures.
*Advances for planning; temporary loans for working capital; capital grants; 100% loans to reimburse for relocation payments to displaced residents and businesses.
*Advances of funds available for General Neighborhood Renewal Plan (GNRP) for larger areas requiring up to eight years to implement urban renewal.

*Grants to 2/3 of costs.

*Grants to 1/2 of total costs of acquisition and development; grants up to 90% under certain conditions for beautification and improvement.

*Grants to 1/2 of water and sewer facilities development costs; 90% to small communities under 10,000 in some instances, e.g. if rate of unemployment is 100% above national average.
*Grants to 2/3 cost for neighborhood facilities; 3/4 in redeveloped areas.
*Grants for advance acquisition of land shall not exceed interest charges.

*Redevelopment area grants to 1/2 of costs for public projects; combined direct and supplemental grants not to exceed 80% of total costs.
*Redevelopment area loans for public projects.
*Technical assistance, research and information; 3/4 administrative costs of some research organizations.
*Commerce Secretary designates "economic development regions".
*States included in region encouraged to establish Regional Action Planning Commissions to advise and assist the Secretary and to initiate and coordinate long-range economic development programs.
*Grants pay all administrative costs of commissions for first two years; 1/2 thereafter.

*Reimbursement to state for 70% of initial planning program costs.

*Grants to 2/3 of costs, beginning in 1967; 1/2 on interim emergency basis.
*Loans for entire cost of capital improvements where financing not available privately on reasonable terms; 4% interest, 40 year loans.

*Matching grants to states to support state and local research on housing, efficient land use, etc.
*Matching grants to states to develop special training programs for technical and professional people in or likely to be in governmental community development programs.

GENERAL REQUIREMENTS

*Grants to small cities (under 50,000) must go through a state agency; others go to official metropolitan or regional planning agency; or to state for regional, state or interstate planning; or to metropolitan councils (voluntary associations in metropolitan area.)

*Requirement is community's adoption and submission for annual certification of Workable Program for Community Improvement, which contains seven elements, including a comprehensive plan and codes.

*Community must be eligible for urban renewal grants, including the comprehensive planning requirements of Workable Program for Community Improvement.

*Grants for open space program given only if "needed for carrying out a unified or officially coordinated program ... as part of the comprehensively planned development of the urban area."
*Grants made for acquisition of developed land in built-up areas only if undeveloped land unavailable.

*Water and sewer facilities grants must be "consistent with a program ... for a unified or officially coordinated areawide water or sewer facilities system as part of the comprehensively planned development of the area" and "necessary to orderly community development."
*Neighborhood facilities grants must be "consistent with comprehensive planning for the development of the community."
*Grants for advance acquisition of land must contribute to "comprehensively planned development of the area."

*Both grants and loans in redeveloped areas require approved over-all economic development program (ORDP).

*Planning programs must be completed by July 1, 1965, or soon thereafter or federal funds for highways in area will be cut off.
*Planning must be consistent with urban plans for area.

*Mass transportation must be part of comprehensive development of urban area.

*Prerequisite is state plan to meet manpower needs in community development and to develop new or improved methods of dealing with community development problems.

APPENDIX B

ORGANIZATION AND FUNCTIONING OF METROPOLITAN PLANNING AGENCIES: PRESENT PRACTICE AND PROPOSALS

	TEXAS LAW (HB 319) (1965)	HHFA SURVEYS (1963, 1964) (PRESENT PRACTICE)	NATIONAL MUNICIPAL LEAGUE (MODEL LAW 1954)	US ADVISORY COMMISSION ON INTERGOVERNMENTAL RELATIONS and THE COUN- CIL OF STATE GOVERN- MENTS (1964)
CREATION OF PLANNING AGENCY	Joint agreement by two or more local governments.	"Average" commission by joint agreement of local governments. Creation dependent upon type of agency: county planning unit; city-county planning unit; multi-jurisdictional unit.	State Planning Director recommends method, subject to final decision by State Planning Council. Methods include recognition of county planning agency; joint agreement of local governments; state-created agency.	Agreement by two or more adjacent local governments, provided the largest unit and 60% of units in the area are included. Municipalities may transfer planning powers to regional commission or county.
PLANNING AREA	Area under jurisdiction of parties to agreement; may be less but not more than the jurisdiction of these governments.	Most are determined by participating governments subject to state enabling legislation. State legislature or state code department determines in some instances.	State Planning Director on his own initiative or upon request of local governments studies and recommends area, subject to final decision of State Planning Council. SMSA is recommended if appropriate.	"Metropolitan area" is SMSA, but specific geographic area of planning unit shall be stipulated in planning agreement.
MEMBERSHIP ON COMMISSION	Determined by agreement.	Members chosen by governments parties to agreement. County government selects county planning agency members; city and county select city-county planning agency members. Lay citizens predominate as commission members.	Dependent upon kind of planning commission. County planning agency composed of county personnel already serving if desired; local governments select if agency subject to joint agreement; Governor selects from candidates nominated either by local governments or State Planning officials if agency is state-created.	Members are elected officials who are representatives of participating governments. They may appoint additional members from public. Governor may send a representative to meetings.
DIRECTOR AND STAFF	Determined by agreement.	Not mentioned how selected. Median size in 1964 was 15.5 persons.	Director appointed by regional planning commission to serve at its pleasure; he in turn appoints and removes staff, subject to civil service regulations. Director is chief administrator; shall be trained in field.	Same as preceding column, except no reference to civil service regulations.
FINANCING	Method of apportionment of costs and expenses determined by joint agreement	The composite picture shows federal and county governments contributing about 32% each; state and city governments about 12% each; direct taxes, 2%; unspecified sources, the remainder.	Commission may request money from any government; counties and municipalities are authorized to appropriate funds for the Commission; State Planning Director may be requested by local governments to recommend amount of contributions from each government.	Commission budget submitted to participating governments who contribute according to formula in agreement.
POWERS AND DUTIES	Commission "may make plans and recommendations" for area's development, including recommendations on "major thoroughfares, streets, traffic and transportation studies, bridges, airports, parks, recreation sites, public utilities, land use, water supply, sanitation facilities, drainage, public buildings, population density, open spaces, and other items."	Commission prepares a comprehensive plan; performs a wide variety of services for local governments; most are engaging in comprehensive transportation planning programs; most have public relations programs.	Commission shall prepare and revise metropolitan plan; make studies and inventories of natural resources and public works; cooperate with all governments; advise and supply information to public.	Commission shall prepare and revise plan or plans for development of metropolitan area; prepare recommended zoning and subdivision ordinances to implement metropolitan plans; study resources; collect statistics; participate with governments to coordinate research; cooperate with all governments; provide information to the public; review local plans and ordinances; review local government applications for capital financial assistance from state and federal governments.
IMPLEMENTATION OF METROPOLITAN PLANS	Plans and recommendations may be adopted in whole or in part by participating governments. Commission may assist participating governments in carrying out its plans or recommendations; it may assist in preparing or effectuating local planning consistent with the Act.	Commission reviews in about 1/2 of states local plans for conformance with metropolitan plans; in 1/4 of states, local plans must be submitted to commission for review.	Commission files metropolitan plan with state planning office and distributes it to local governments. Local governments file plans and other documents with commission for study and advice.	All comprehensive metropolitan plans, zoning and similar regulations shall be adopted after public hearing and certified to all local governments. Local governments may adopt metropolitan plans; if they do, they supersede local plans.
CITIZEN PARTICIPATION	Not mentioned.	Lay citizens dominate in terms of numbers on commissions; most commissions have public relations programs.	Civic groups and individuals to receive information and to give advice to the commission; public hearings required in establishing a new planning commission; metropolitan plans must be available to public; public hearings and forums to be held as needed.	Citizens may be appointed to commission; public hearings must be held on metropolitan plans before adoption; information available to public.

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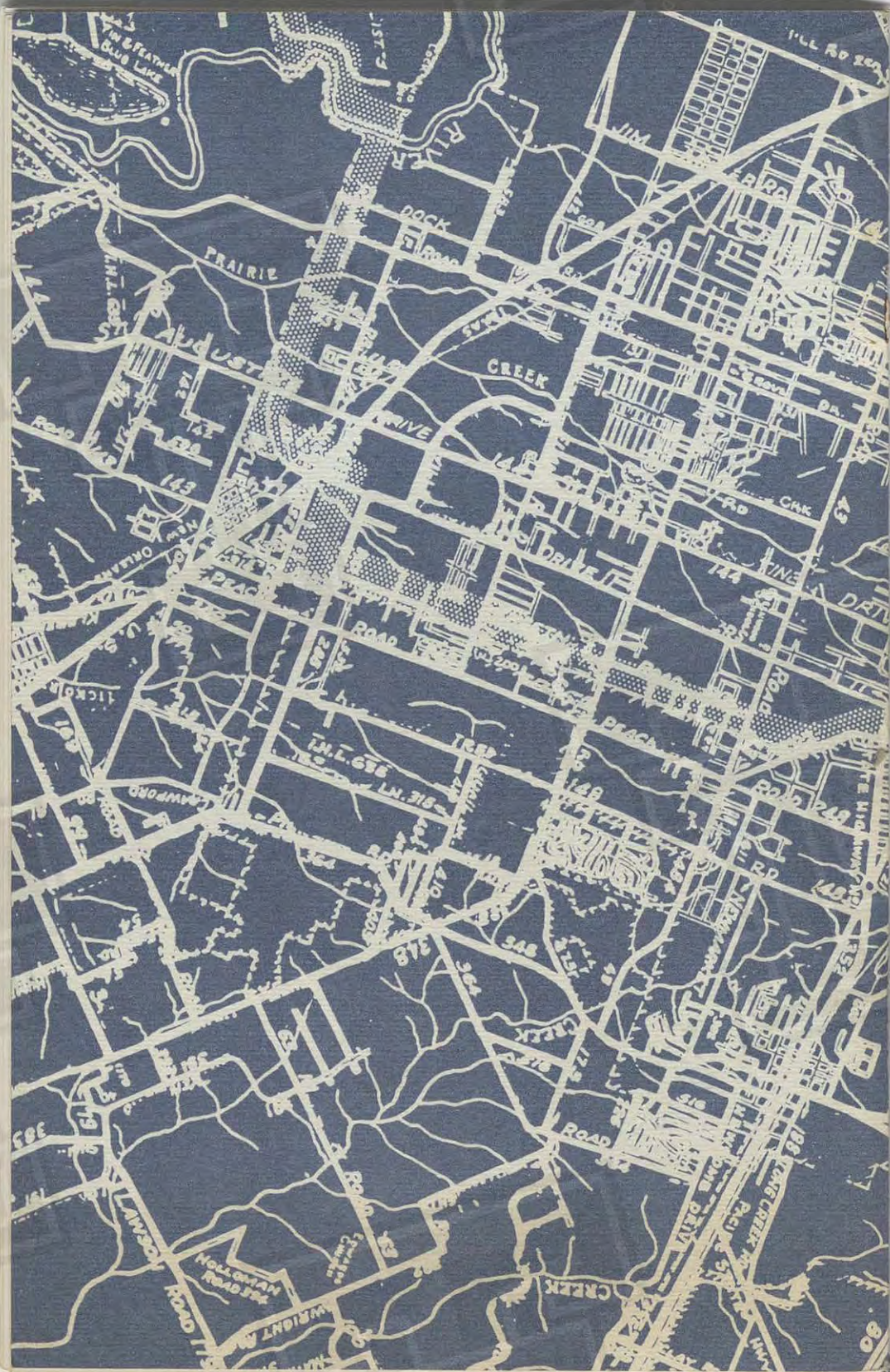
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Housing and Urban Development Act of 1965. 79 Stat. 451. 89th Cong. 1st Sess. (1965). Public Works and Economic Development Act of 1965. ____ Stat. ____ 89th Cong. 1st Sess. (1965).





THE TEXAS Voter

League of Women Voters of Texas

612 North 18th St., Waco, Texas 76707

MRS. MAURICE H. BROWN
LEAGUE OF WOMEN VOTERS OF TEXAS
612 NORTH 18TH ST.
WACO TEXAS

VOL. 1

FEBRUARY, 1966

NO. 2

From the PRESIDENT'S DESK...

It is with more than a little feeling of nostalgia that I write this last message to you as state president. All in all, it's been a wonderful four years and you can never really know how much your confidence and support has meant to me.

Since 1962, Denton, Richardson and San Marcos have welcomed new local Leagues, and El Paso and the Bay Area are in the provisional period now.

The revised edition of our best-selling publication, Texas Constitutional Review, will be in the hands of League members and the public soon, through the financial assistance of the Sears Foundation. A brand-new Voters Service tool will be unveiled at Convention and the 1966 Primary Voter's Guide will contain a fabulous first time feature which should greatly increase public demand for the guide.

It is factually impossible to report that everything this past four years has been perfect. We have lost too many members and statistics show that almost half the membership drop has been due to loss of interest. I find this fact quite unsettling because there has seemed to be something available in the League for every kind of member - new study items for those who like to delve; opportunities for action at home and in Austin on issues of long-time League concern; elections of unusual interest requiring non-partisan Voters Service information; public recognition of the League in city, state and nation.

The future can be as bright for the League in Texas as we choose to make it. Our biggest unsolved problem is finding the means for keeping our members interested, active and concerned.

I look forward to seeing many of you at Convention in Ft. Worth in March.

Marcy Brown

CONVENTION HIGHLIGHTS!

"New Visions" Theme of 10th Biennial
WHAT you will be doing in Ft. Worth, and WHEN

Monday Evening, March 21, 1966

Register and get acquainted with State Board members and one another over coffee.

Tuesday, March 22

Register
Brunch

CONVENTION session: Bylaws, Budget, Program

Little Meetings on Bylaws

Dinner, followed by a panel discussion by four eminent Ft. Worth members of the "Committee of 375,000"



Panel members are (l. to r.), Jack Butler, Editor of the Ft. Worth Star-Telegram; Lee Goodman, Jr., Executive Director of the Downtown Ft. Worth Association; Willard Barr, Mayor of Ft. Worth; and Bayard H. Friedman, former Mayor and senior Vice President of the Ft. Worth National Bank.

Caucusing

Wednesday, March 23

CONVENTION session

Decisions on Bylaws

Discussion and debate on proposed program

Little Meetings, this time learning about the mechanics of Inter-League Cooperation and Area Leagues.

Dinner. Special entertainment. Speaker for the evening; Dr. Richard Kline, lecturer in Political Science and American History at the University of Alabama at Huntsville, and Chief of Management Information Office at the Marshall Space Flight Center. Get together of all delegates to National Convention.

Thursday morning, March 24

Final CONVENTION session

Adoption of Budget and Program

Election Results

Special Reports.

This is shaping up to be an exciting Convention, with new ideas to discuss and "new visions" to pursue. Local League delegates will be having all the fun. Will you be there? All sessions take place at the Hotel Texas, Ft. Worth.



PROPOSED STATE PROGRAM

PREAMBLE

The League of Women Voters of Texas works to promote political responsibility through informed and active participation of citizens in government. The League studies and takes action on selected state governmental issues which are in the public interest. The League does not support or oppose any political party or candidate.

PROGRAM

- I. THE TEXAS LEGISLATURE: Evaluation of the organization and functioning of the Texas Legislature.
- II. TEXAS CONSTITUTIONAL REVISION: Support of measures to promote revision of the Texas Constitution.
- III. STATE-LOCAL RELATIONS: Study of the problems involved in coordinated planning for development, financing and administration of governmental services in Texas.
- IV. VOTER REGISTRATION AND ELECTION LAWS: Support of improved procedures for registration of voters and the conduct of elections in Texas.

Single List Program Proposed

The Single List Program is distinguished from the Program we now have in our present structure by the elimination of the categories of Current Agenda and Continuing Responsibilities and by putting the Program on one list.

The Single List would simplify rather than eliminate the separate parts of the Program. Each item on the list would not necessarily need to be treated the same (and as you read the Proposed Program Items in this VOTER you will see it is suggested they be treated differently.)

The Single List Program could contain three kinds of items. **First**, the new item(s) for study and action. **Second**, an item(s) that embodies some continued supports and built-in positions, but an item that still requires further development and further discussion. **Third**, those old items with positions that would be acted upon only if the occasion arose. However, new positions could be reached if events warranted.

State Board is proposing State Program for 1966-68 on the Single List for several good reasons: It would do away with the complications which

hamper our effectiveness and our ability to concentrate on substance rather than procedure when choosing and working with Program. It would help make understanding of League Program much simpler for new members, present members and the public. There was measurably strong direction from local Leagues for the Single List. In this **first time** that it had been considered at the State level, nine local Leagues recommended the Single List structure on the First Round forms. Since Continuing Responsibilities are a heritage from the past, there has been little chance for new Leagues or new members to affect them very much. Therefore, they are apt to not necessarily feel much responsibility for them when the time comes to act on them. The Single List would guarantee more member satisfaction, more flexibility and more freedom of action.

With this structure, the burden of responsibility would fall upon the delegates assembled in convention to decide and direct the classification of each item. Following this direction, it would then become the responsibility of the Board to reflect the wishes of the delegates expressed in Convention.

Not Recommended Items

EDUCATION: Fifteen local Leagues recommended this item, but after intensive scrutiny of the Report Forms and careful evaluation it was apparent that the focus and scope were not clearly defined. Wordings were similar, but the emphasis indicated was widely divided. There was no clear direction in the actual total of 15 recommendations, and this weakened the support.

Time and woman-power require that only one new **main** item be recommended and this is not the one where the LWV can be most effective.

MENTAL HEALTH: Three local Leagues wish to study this item. Lack of widespread support precludes recommending item as a major new study. This is a good example of a different type of League study, however.

EXECUTIVE: Two Leagues suggested this study under the Texas Constitutional Revision item. Lack of sufficient member interest compared to Legislature.

POLLUTION-WATER AND AIR: Lack of member interest precludes recommending this as a new item. Two Leagues recommended it, and the two Provisional Leagues (Bay Area and El Paso) indicated interest.

WATER: Recommended by only one League, although it is an important and timely item.

JURY SERVICE: Suggested by one local League. Insufficient interest.

JUDICIAL SELECTION AND TENURE: Suggested by one League. Since study has been completed on this item, it no longer needs separate listing for action attention.

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Proposed Bylaws Changes

Three amendments are being proposed for consideration by the Convention - two by the state Board, one by a local League. Article X. Program. Section 2. So that a single list program structure for state program is in conformity with the bylaws, it is proposed that this section shall read, "The Program of the League of Women Voters of Texas shall consist of such governmental issues as the Convention shall choose for study and action."

Sec. 3. In order that the State Program Committee shall have adequate time to properly evaluate local League program recommendations the deadline for recommendations shall be changed from **4 months prior** to Convention to **November 1st**.

Recommended by a local League but not recommended by the state Board: Article VIII. Convention. A bylaw change to allow the state Convention to be held in the odd-numbered years.

1966-68 PROPOSED PROGRAM

THE TEXAS LEGISLATURE

I. THE TEXAS LEGISLATURE: Evaluation of the organization and functioning of the Texas Legislature.

Reasons for selection: There is substantial local League support for this item.

It is **timely**. The apportionment revolution has focused attention on state legislatures and provided the impetus for a nation-wide campaign to improve and strengthen them. Major philanthropic organizations, citizen groups, political scientists and state legislators have joined in the effort. The League should be included.

The item is very **significant**. The state legislature is the "people's branch" and in many ways the dominant branch of state government. Yet there is grave doubt that it is performing its functions in the manner required by modern-day challenges. Strengthening state legislatures is necessary to strengthening the states in our federal system.

The item is **appropriate** for League study. The League is widely known for its basic studies of governmental institutions and processes; our members want and expect these studies. The League is one of a very few civic organizations likely to take on or capable of taking on such a study.

This item is in many ways an expansion of TCR. It will permit new positions to be reached on constitutional changes pertaining to the Texas Legislature.

The item will also help us to understand **how to get League program adopted** in the Texas Legislature, an important point since legislative approval is necessary to much of League program.

Outlook for work: During the projected two years of study, attention will be given to general topics, including the role of the Texas Legislature in Texas government and constitutional provisions on its organization, powers and limitations.

Attention will also be directed to the Legislature in operation. Topics likely to be studied are leadership; committee system; research, technical and physical facilities; staffing; public relations; lobbying.

Possible consensus areas include unicameralism, annual sessions, selection

of the Speaker, committee alignment, and use of computers.

Legislative and community action: No legislative action is likely in the 60th Legislature, but is expected later on the basis of any consensus. The item lends itself well to community action of an educational nature. The public should be better informed about the Legislature.

Resources: Many materials are available, including basic texts, and a new National Municipal League periodical, **State Legislatures Progress Reporter**.

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TEXAS CONSTITUTIONAL REVISION

II. TEXAS CONSTITUTIONAL REVISION: Support of measures to promote revision of the Texas Constitution.

Program recommendations indicate your overwhelming desire to continue work on TCR, with the understanding that the League's criteria remain the basis of community and legislative action. You also specified that past and present positions on Judicial Selection and Tenure be placed under the TCR item. This item will require continued and increased efforts to build citizen understanding and support.

Public relations aimed at educating the citizen to the costly amendment process as well as involvement of other organizations and all types of news media in the push for revision will provide many opportunities for action. Continued efforts to achieve adequate legislation and research will be required.

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STATE-LOCAL RELATIONS

III. STATE-LOCAL RELATIONS: Study of the problems involved in coordinated planning for development, financing, and administration of governmental services in Texas.

This item, which was recommended by ten local Leagues as a Current Agenda item and eleven Leagues as a Continuing Responsibility, will permit us to retain present League positions on special districts, on flexibility for local government, and, if consensus is reached in March, on regional and state

planning. It will also permit us to keep abreast of the fastmoving developments in regional and state planning; and, if some unforeseen development emerges in State-Local Relations, to reach new consensus. However, **the outlook for work on this item is, expected to be limited to keeping informed of developments and taking action on positions already reached.**

The League's study of planning this past year was exceptionally well-timed; regional and state planning is just now coming to Texas. **Blueprint for Planning** has broken League sales records and is being read by key government officials and others working on planning. The League can continue to be in the lead on planning by adopting the State-Local Relations item.

A new wording for this item will be proposed at the State Convention, provided consensus on planning is reached in March.

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VOTER REGISTRATION AND ELECTION LAWS

IV. VOTER REGISTRATION AND ELECTION LAWS: Support of improved procedures for the registration of voters and the conducting of elections in Texas.

This item encompasses criteria for a good voter registration system and our positions on Election Law procedures.

This action item has been the basis of League activity for several years. **No additional study is projected.**

The 59th Legislature acted to put Poll Tax Repeal (HJR 13) and Liberalized Residence Requirements (HJR 24) on the ballot in November, 1966. If passed, each will require enabling legislation.

These issues of interest and importance to the voters of Texas will provide an excellent opportunity for public education and member action.

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Time for Action On Finance

Volunteer for your local League Finance Corps today. All volunteers promised exciting assignments.

Voters Guide

to Officers and Directors, LWV of Texas, 1966 - 1968.

President: Mrs. William E. Joor, 11, (Ruth), Houston. An LWV member since 1944, Ruth has served on local Boards 8 years and on the State Board 4 years as National Program Chairman. She is past President of the Houston LWV. Ruth earned her B.A. at Ohio Wesleyan and M.A. at Columbia University, was formerly assistant editor of Good Housekeeping Magazine. She and Bill, Director of Research at Wyatt Industries, Inc., have two children.

1st Vice-President: Mrs. T.A. Pollard, (Lucia), Houston. Lucia has served as Secretary and Field Service Area Chairman on the State Board, has been active in local Leagues in Dallas and Houston for 20 years. Husband Terry is a petroleum consultant. She admits her hobbies (weaving, silk-screening, handcrafting, gardening) have been overshadowed by LWV lately.

2nd Vice-President: Mrs. Robert E. Casper son (Beulah), Lubbock. League member 14 years. She is past President of the Lubbock LWV, has served on the State Board since 1963. Beulah and Bob, who is with Western Standard Life Insurance Co. of Amarillo, have four children. Beulah is "an interested observer of many things and a delegate to LWV involvement!"

3rd Vice-President: Mrs. Herbert C. Martin (Ruth), Amarillo. Joined the League in 1951, has served as President of Lubbock LWV and on the State Board from 1958 to 1964. Ruth's interests include flying (as pilot) & gardening. Husband is an attorney.

Secretary: Mrs. E.R. Brownscombe (Elizabeth), Dallas. Elizabeth was born in Oregon, educated in California, married (and joined the LWV) in New York, and was President of the LWV of Texas in 1944-45. She has been active in the Dallas League since 1942. The Brownscombes (son Tom is a junior at MIT) are camping addicts at vacation time.

Treasurer: Mrs. Otha C. Jones (Laura), Dickinson. Joined the LWV in Dickinson in 1954. Laura has served her local League in various capacities including President. She is a member of the Galveston County Library Study Committee, enjoys music and the theatre, cooks and sews to the extent that they are her hobbies. Her husband is a chemical engineer with Monsanto.

NOMINEES FOR DIRECTOR

Mrs. D.A. Ballard (Mary Fran), Lake Jackson

Mrs. Robert Hausman (Helen), San Antonio

Mrs. James G. Lancaster (Rose), Austin

Mrs. Francis B. May (Janice), Austin

Mrs. Abe Rosenzweig (Dot), Baytown

Mrs. Darvin M. Winick (Veta), Dickinson

Revised Proposed State Budget 1966-67

EXPENDITURES

GENERAL ADMINISTRATION

Board of Directors	\$3,100.00	
President	150.00	
Committees		
Budget	175.00	
Nominating	25.00	
Program		
Research and Development	550.00	
Attendance at non-League meetings	325.00	
State and National Legislative Action	350.00	
Voters Service	100.00	
Public Relations	100.00	
Delegates to National Convention	550.00	
Operating Costs		
Maintenance	1,900.00	
Supplies	735.00	
Transfer of State Office	500.00	
Salaries and Social Security		
Executive Secretary	\$4,000.00	
Full-time Clerk	2,500.00	
Withholding	275.00	6,775.00
Council		2,000.00
Audit		100.00
		<u>\$17,435.00</u>

CAPITAL EXPENDITURES

PUBLICATIONS		
National	275.00	
State	4,000.00	
Texas VOTER	1,150.00	5,425.00

FIELD SERVICE

Local Leagues	1,400.00	
New Leagues	300.00	
Staff		
Salary	1,125.00	
Expenses	675.00	1,800.00
		<u>3,500.00</u>

NATIONAL SERVICES

TOTAL EXPENDITURES \$38,385.00

INCOME

Local and Provisional League Support	\$31,185.00
State Members-at-Large	75.00
Election Night Reporting	900.00
Publications	4,000.00
Council	2,000.00
Interest on Reserve Fund	225.00
	<u>\$38,385.00</u>

1966-1968

Nominating Committee

Mrs. Irving Pettis (Betty), Waco, Chairman
Mrs. O. Paul Clark, Jr. (Dorie), San Antonio
Mrs. F.A. Curtis, Jr. (Connie), Ft. Worth

Report submitted by:

Mrs. Gerald Ashford, San Antonio, Chm.
Mrs. George C. Boller, Galveston
Mrs. Eugene H. Hughes, Houston
Mrs. Charles M. Linehan and Mrs. Irving Pettis, State Board.

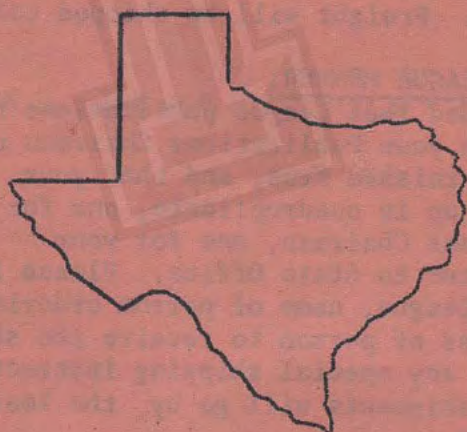
THE TEXAS VOTER

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Mrs. Maurice H. Brown, President
Mrs. D.A. Ballard, Editor

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PUBLICATIONS CATALOG



LEAGUE OF WOMEN VOTERS

September 1965

OF TEXAS

September 1965

HOW TO ORDER PUBLICATIONS
FROM
THE LEAGUE OF WOMEN VOTERS OF TEXAS
612 North 18th Street, Waco, Texas, 76707

IF YOU ARE NOT A LEAGUE MEMBER:

Orders must be prepaid unless credit has been established. Enclose your check or money order for the correct amount. Give quantity, description and name and address of person or organization to receive the shipment. Major postage costs will be billed. Freight will be shipped collect.

IF YOU ARE A LEAGUE MEMBER:

It is recommended that League publications be ordered through your Publications Chairman on order blanks furnished free, and that your orders be made up in quadruplicate, one for your Publications Chairman, one for your Treasurer and two to State Office. Please include name of League, name of person ordering, name and address of person to receive the shipment, and give any special shipping instructions. Otherwise all shipments will go by the least expensive means.

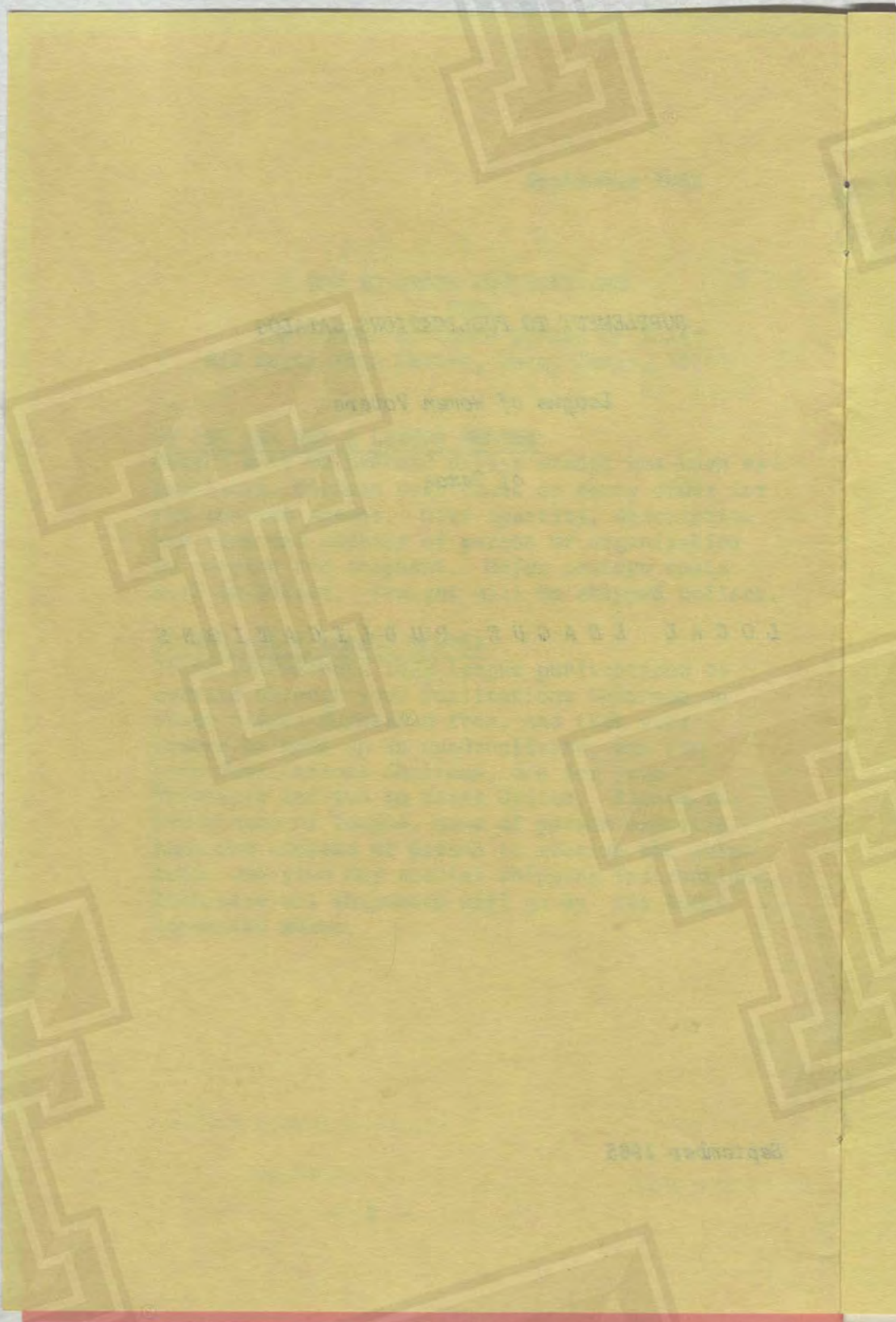
SUPPLEMENT TO PUBLICATIONS CATALOG

League of Women Voters

of Texas

LOCAL LEAGUE PUBLICATIONS

September 1965



LOCAL LEAGUE PUBLICATIONS

Orders for the following publications should be sent directly to the local League which has prepared the publication. The prices quoted include postage.

Please do not send orders to the State Office

Beaumont

Know Your Jefferson County Government
Sept. 1965 Printed 50¢

Brownsville

Know Your Brownsville Schools
1964 Printed 23 pp. 25¢

Who Me? Serve on a Jury!!
(limited supply) 5¢

Dallas

The Junior College--A Community Effort
1964 Mimeographed 54 pp. 50¢

Progress Report--Schools Study
1964 Mimeographed 18 pp. 25¢
Updating of the 1962 report on Dallas
Schools.

You and Your School in Dallas
1962 Printed 34 pp. 50¢

Dallas (cont'd)

Schools--Comparative Figures

1961 Mimeographed 10 pp. 25¢
Dallas, Atlanta, New Orleans,
Philadelphia, St. Louis and
Washington, D. C. schools com-
pared in enrollment, personnel,
income and expenditures, sub-
jects taught, etc.

Study of Land Use Planning and Zoning in Dallas County

1961 Mimeographed 10 pp. 25¢

Fort Worth

Evaluation of City-County Library Services, Part I and Part II

1965 Mimeographed 41 pp. 35¢

Fort Worth School System Report

1964 Mimeographed 41 pp. 35¢

Guide to Your Government

1964 Printed 1 p. 5¢

Flyer with names of office holders
and their phone numbers.

Spotlight on Local Government

1960 Printed 40 pp. 25¢

Lake Jackson

Know Your County: A Survey of Brazoria County Government

1964 Printed 15 pp. 25¢

Lubbock

A Guide for the Study of Planning
and Zoning in Lubbock, Texas.
1964 Mimeographed 17 pp. 10¢

Today's Schools - Tomorrow's Future
.....Every Citizen's Responsibility
1962 Printed 34 pp. 40¢

Midland

Tomorrow's Future Goes to School
Today
1965 Printed 40 pp. 30¢

Richardson

Three-Year Study of Richardson
Public Schools
1965 Mimeographed 50 pp. 1.10

San Antonio

Planning and Zoning in San Antonio
and Suburban Areas
1965 Mimeographed 18 pp. 30¢

Group Discussion Training Kit
1965 Mimeographed 15 pp. 25¢

Briefcase for County Home Rule
1965 Mimeographed flyer 10¢

County Home Rule Notebook
1965 Mimeographed 30 pp. 40¢

Development of Human Resources)	
and)	\$1.00
Human Resources II)	
The above two 1965 publications	
are sold as a set.	

Human Resources II	1965	25¢
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Planning and Zoning II	1965	25¢
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Citizens' Handbook and Directory of Bexar County		
1964 Printed	71 pp.	1.10

Key to the City (San Antonio)		
1961 Printed	58 pp.	60¢

Victoria

Victoria--A New Look		
1964 Printed	28 pp.	30¢
A survey of the city of Victoria		

ON ALL ORDERS:

No material may be returned for credit unless an error has been made in filling your order. Shortages in shipments must be reported immediately--otherwise no adjustments can be made.

DUPLICATE PRESIDENTS' MAILING:

Copies of all mailings sent to the local League president, unless otherwise specified on her copy, will be sent to the vice-presidents and publications chairmen automatically. Since the price will vary with the amount of material included, consult the local treasurer regarding cost.

STANDING ORDERS:

Sent to local Boards approximately four (4) times a year. Check with your local League Treasurer for costs. Number sent changes only when a local Board notifies State Office of such change. Every local Board member should receive a Standing Order. These are sent in a package to one local Board person, usually the Publications Chairman, to be distributed as soon as possible by mail or in person to the other Board members.

NOTE: For National program and other National materials order from the League of Women Voters of U.S., 1200 - 17th Street, N.W., Washington, D. C. 20036. Catalogs and order forms will be sent to you free, on request from National.

STATE PROGRAM

STATE PROGRAM 1964-66 Printed, 6 pp. 5¢
100 copies \$4.50

Flip chart of general information on the
four state program items and on choosing
and working on state League program.

State Program 1964-66 (as revised at 2¢
1965 Presidents' Council)

State Program 1964-66 (as adopted at 2¢
1964 Convention)

How We Get Current Agenda and Continuing 2¢
Responsibilities 1960

STATE-LOCAL RELATIONS--CURRENT AGENDA

BLUEPRINT FOR PLANNING 1965
Printed, Single copy 35¢
100 copies \$32.50

A layman's survey of city, metropolitan,
state, regional and federal planning;
discussion of some key planning issues
and of what is being done in Texas. In-
dispensable for this year's work on
state-local relations.

History of Urban Planning in Texas, 22¢
by Hugo and Martha Leipziger-Pearce
1965 11 pp.

An unpublished article reproduced by
permission of the authors; excellent
for resource committees.

SHAPING THE CITIES

Reprint from the Wall Street Journal 5¢
February 17, 1965

5¢
.50
THE COUNTY THAT IS 1964 Printed, 4 pp.
Single copy 10¢
50 copies \$4.50
100 copies \$7.50

2¢
Discussion of the uniform structure and varied functions of county government in Texas. Basic for understanding present county government.

2¢
THE COUNTY THAT IS--OR IS NO MORE 1964
Printed, 2 pp. Single copy 5¢
100 copies \$3.50

2¢
This leaflet questions the adequacy of present county government in Texas and suggests changes in the relationship of state and local governments.

35¢
.50
THE COUNTY THAT COULD BE 1964
Printed, 4 pp. Single copy 10¢
50 copies \$4.50
100 copies \$7.50

General information on the Model County charter of the National Municipal League, local government provisions of the Alaska constitution and county reorganization in Texas. This leaflet supplements the 1963 publication, NEW FACES.

22¢
NEW FACES 1963 Printed, 4 pp. 10¢

Brief explanation of new patterns of local government in various states and trends in Texas affecting local government. Together, this leaflet and THE COUNTY THAT COULD BE present a comprehensive review of significant developments in local government.

5¢
MAKING SENSE 1963 Printed, 4 pp. 10¢

A survey of local government financing in Texas, the general property tax, the assessment program and possibilities for increasing revenue to local governments.

League Member's View of Alternate Forms
of Local Government 1964 4 pp. 8¢

First-hand information about Miami,
Nashville, Los Angeles, Boston and
three other cities from League dele-
gates to the 1964 National Convention.

State-Local Relations: Leader's Guide
1963 9 pp. 15¢

Although this guide is specifically
suggested for study, discussion and
decision on NEW FACES and MAKING SENSE,
it contains information useful in work
on all phases of state-local relations.

Report of the 70th Conference on Government
of the National Municipal League, San
Francisco. 1964 38 pp. 50¢

The conference dealt with regional
planning in all its ramifications, as
a part of the theme "The Urban Future -
Challenge and Opportunity". Especially
useful in this year's study of state-
local relations.

Report of the 69th Conference on Government
of the National Municipal League, Detroit
1963 37 pp. 50¢

Exploration of ways in which the confer-
ence theme, "Towards Stronger States,"
can be accomplished; topics include
state and local revenue, home rule,
judicial reform, constitutional revi-
sion, and state and regional planning.

Report of the 68th Conference on Government
of the National Municipal League,
Washington, D.C. 1962 16 pp. 25¢

A report of the 3rd and final confer-
ence on the "Web of Government" -
Exploration of State-Local Governmental
relations.

TEXAS CONSTITUTIONAL REVISION
CONTINUING RESPONSIBILITY #1

WHAT YOU SHOULD KNOW ABOUT THE FACTS
OF LIFE IN TEXAS 1965 Printed

Single copy 3¢
100 copies \$2.50

Triple-fold flyer on why revise the
Texas constitution, what the consti-
tution should contain, and how to
accomplish revision.

Constitutional Principles 1964 1 pp 2¢
The ten principles adopted at the
1958 State Convention and 1959
Presidents' Council.

Statement to the Democratic State Platform
Committee, September 1964 5¢
and

Statement to the Republican State Platform
Committee, September 1964 5¢

The two statements are identical, and
each is a clear and eloquent advocacy
of constitutional revision and improved
election procedures including a sound
voter registration system.

TCR Digest 1964 3 pp. Single copy 5¢
50 copies \$2.25
100 copies \$4.00

Supplements TCR Digest 1962; for 1962-64,
reports on the League and revision,
revision in the 1963 legislature,
what other states are doing and amend-
ments added to the Texas constitution.

TCR Digest 1962 10 pp. 15¢
Condensation of all resource material
the LWV of Texas has on the need for
general revision of the Texas constitu-
tion and the ways to work for it.

TCR CURRENT REVIEW 1962 4 pp. 10¢

Brief resume of the TCR item, past work of the League and future expectations; bibliography. The Review and the two Digests are basic to understanding constitutional revision and the League's work on it.

How to Revise the Texas Constitution
1961 19 pp. 25¢

Discussion of the methods of revision and the roles of the legislature and the citizen; bibliography.

Tips on TCR Talks 1962 6 pp. 5¢

TCR Opinion Survey Report 1961 36 pp. 35¢

Survey Tables (data) 30 pp. 20¢

Quotes From the Survey 2 pp. 2¢

Summary - Observations and Conclusions 1¢

Tech Professor Leading Fight for Revision
of Texas Constitution 1963 Single copy 5¢

50 copies \$2.00

100 copies \$1.50

Reprint of article on views of Dr. J. William Davis about the fight for revision and the surprising recommendations of the Texas Legislative Council.

Summary of Final Report of Citizens' Advisory
Committee for Constitutional Revision
1961 2 pp. 2¢

Summary and Report of LWV of U.S. Conference
on Constitutional Revision, Chicago 10¢
1961 11 pp.

Report of two speeches, "State Constitutions and State Functions" and "Action Programs to Achieve Constitutional Revision"; reports from the 19 state Leagues, including Texas, represented at the conference.

Report of the 66th Conference on Government
of the National Municipal League, Phoenix,
Arizona. 1960 15 pp. 15¢

Development of theme "The Citizen's
Dilemma in the Web of Governments",
through discussions of home rule,
intergovernmental relations, the
modern county, constitutional revision
and the citizen as lobbyist,
party politician and office holder.

TCR Leaflets. Printed, illustrated. Free
Set of five eye-catching leaflets
which dramatize five arguments for
constitutional revision; designed
for quick reading and mass distribution.

Comparative Chart of State Court Systems 10¢
1959 Printed

Compares New Jersey, Alaska and the
Model State Constitution with the pre-
sent Texas system and two proposals for
its reform.

Supplement - Judicial Structure 14¢
1960 7 pp.

Additional information on the Texas
court system and reform proposals; pre-
sents League positions on judicial struc-
ture as part of constitutional revision.

Modernizing the Courts of Texas,
by Chas. T. McCormick, Professor of Law,
University of Texas 1957 4 pp. 5¢

Includes thoughtful, still timely
comments on the present court system
as well as a plan for improvement.

- ELECTION LAWS - CONTINUING RESPONSIBILITY 2
 1965 4 pp. 8¢
- Listing of all LWV of Texas positions on Election Laws and Voter Registration; especially useful for resource committees and new members.
- Election Laws Digest 1964 5 pp. 10¢
 Single copy \$4.25
 50 copies \$7.00
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- Summary of League work during 1963 on election laws revisions, including voter registration and poll tax repeal; bibliography.
- Statement to the Democratic State Platform Committee, September 1964 5¢
 and
 Statement to the Republican State Platform Committee, September 1964 5¢
 See explanation in the TCR section of this catalog.
- Sketches of Texas Election Laws (revised 1960) (supply very limited) 37pp. 35¢
 Resource material on the election laws positions adopted at the 1954 State Convention and revised in 1960; valuable background for more recent publications.
- Why Change to.....1962 Printed
 Single copy 3¢
 1000 copies \$22.00
- Triple-fold, illustrated leaflet advocating a change to permanent uniform registration in Texas.
- Texas VOTER, September 1962 Free

SELECTION AND TENURE OF APPELLATE JUDGES
IN TEXAS--CONTINUING RESPONSIBILITY #3

Annotated Bibliography 1964 4 pp. 8¢

Synopsis 1964 3 pp. 6¢

Summary of the problems of court
structure and administration and
the League study of these in 1959;
introduction to study of selection
and tenure.

Excerpts from Judicial Selection in Texas -
An Exploratory Study by the University of
Houston Public Affairs Research Center 12¢
1964 6 pp.

Interesting report on what judges and
lawyers think of judicial selection in Texas.

Chart Comparing Present System of Judicial
Selection and Tenure with a Proposed Plan
for Texas and the Model State Constitution 10¢
1964 5 pp.

Texas VOTER -- July, September 1964 Free

Reprints of Six Articles from Legal Periodi-
cals (Courtesy of State Bar of Texas) Free

Calvert: "Selection of Appellate Judges"

Garwood: "Judicial Selection and Tenure"

Garwood: "Judicial 'Planned Parenthood'"

Loose: "Revision Will Create Difficulties"

Morrison: "Anointed Judges"

Stovall: "Judicial Babies & Constitutional Storks"

The first three articles advocate and the last three
oppose changes in the present system of judicial
selection and tenure.

Consensus Statements and Principal
Addresses from the Texas Conference
on Judicial Selection, Tenure and
Administration, April 16-18, 1964
Austin, Texas. (Courtesy of State
Bar of Texas) Printed 79 pp.

Free

OTHER STATE ISSUES

Family Courts - Summary Review 1960 5 pp. 5¢
Brief resume of the item, past work of
the League and future prospects.

STATE MATERIAL ON NATIONAL PROGRAM

TEXAS PROSPECTS FOR EDUCATION AND
EMPLOYMENT 1965 Printed 16 pp.

Single copy 25¢
50 copies \$12.50
100 copies \$22.50

Excellent presented, comprehensive
information on how federal legislation
on employment, education, poverty and
civil rights is being implemented in
Texas. This is a companion piece to
the National League's publication,
Prospects for Education and Employment.

Report on the United Nations
1965 Tape (on loan)
Speech by Mrs. George A. Little,
observer for the LWV of U.S. at
the UN.

Postage
only

Economic Policy for a Free World
Tape (on loan)
An address by Barbara Ward to
the National LWV Convention, 1964.

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Texas and World Trade 1961 4 pp. 8¢
Summary of Texas' stake in world
trade, especially in oil, chemicals
and agricultural produces.

The Texas Water Pollution Control Board
1964 Printed 4 pp. Single copy 12¢

1964 Printed 4 pp. Single copy 12¢

10 copies \$1.00

50 copies \$4.50

100 copies	\$7.50
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A study of the board which was created in 1961 to provide coordination and guidance of all the state agencies, the county health units, the river authorities and the water districts concerned with control of pollution of the state's waters.

Texas Water Pollution Control Board

Addendum 1964 6 pp. 6¢

Policy of the Board as to responsibilities among state agencies for surveillance of state waters and enforcement of the Water Pollution Control Act.

What Happened to Water in Texas in 1961

1962 15 pp. 10¢

Discussion of five most significant developments regarding water, including the State Water Pollution Control Board, the 20-year plan of the State Board of Water Engineers, the 50-year plan of the US Study Commission, the salt water conversion plant at Freeport and the Toledo Bend dam.

VOTERS SERVICE

Handbook for Texas Voters 1964

Printed, 53 pp.

Brief discussion of elections, voting qualifications, voting procedures, the organization and operation of political parties and the duties of public officials

elected by popular vote; current maps of legislative and congressional districts included. Order from Institute of Public Affairs, University of Texas, Austin, Texas. (Price: \$1.02, includes postage)

LEGISLATIVE TOOLS

The following publications, taken together, offer a comprehensive course in League legislative activity, for the Board, for the legislative committee and for the membership.

Tips on Interviewing 1962 2 pp. 4¢
Ten practical suggestions for interviewing legislators.

Effective Legislative Techniques
1961 3 pp. 6¢
How a local League president and the resource chairman answered two Times for Action.

Policies and Procedures -- League
Program Legislative Action 1959 4 pp. 4¢
An excellent explanation of the steps leading to successful legislative action on local, state and national government.

The Legislative Post 1958 8 pp. 8¢
A most useful handbook for the legislative chairman and her committee, replete with practical suggestions.

Lobby by Letter

A pocket folder, with do's and don'ts 15¢
in writing your legislators and congress-
men, space for entering the names of your
senators and representatives, and sugges-
tions on how to use this tool.

CITIZENSHIP TOOLS

The following publications continue to be appli-
cable and timely although prepared several years
ago.

A School for Jurors 1955 3 pp. 3¢

Suggestions for an all-day or several-
hours session of instruction in the
process of jury selection and the prob-
lems confronting a juror.

Jury Service in State Courts in Texas 3¢
1955 3 pp.

General and specific information help-
ful to those eligible for jury service.

A Guide for Jurors 1959 14 pp. 20¢

A sample booklet intended for the use
of local Leagues who wish to publish
their own guides for jurors.

The League's Look at the Texas Jury System 25¢
1958 36 pp.

Full answers to virtually all questions
of interest to possible jurors.

Do's and Don'ts of Jury Service 1955 9 pp. 10¢

A skit prepared by the Abilene LWV.

LEADERSHIP TOOLS

ALL BOARD MEMBERS

State Board Reports - as issued (price per sheet	2¢
State Officers and Directors 1965-66	4¢
State Bylaws, Amended 1962 - Printed	10¢
State Budget, Adopted 1965	2¢
State Program, Revised 1965	2¢
Local League Presidents 1965-66	2¢
Proposed Current Agenda, 1964-66	4¢
Speech by Mrs. Irving Pettis, on state-local relations, at the 1964 State Convention.	
League Lingo 1963	8¢
Suggested League Work Calendar for 1965-66 (Program Making Year)	8¢
Checklist for Important Dates With Your Postman	4¢
Suggested Policy Sheet for Local Leagues	2¢
Handbook for Field Service Consultants 1965 25 pp.	30¢
Let's Have a Discussion 1964 6 pp.	12¢
Reprint of an out-of-print LWV of the US publication which is a classic in this field.	

Stimulating Discussion 1965 6 pp. 12¢

Bright gems of ideas from Leagues all over the country, gathered from National League office files, on all aspects of discussion--subject matter, leader, resource person, recorder, participants and non-participants (and how to change the latter into the former!)

Antidotes for the Anti's 1964 9 pp. 18¢

The inspiring, challenging speech by Mrs. W. S. Morgan, National Board member, at the 1964 Convention.

Antidotes for the Anti's Revisited 1964 2 pp. 4¢

Emphasizes careful pre-planning to counteract disruptive tactics which may be used at candidates meetings and at unit group or general membership meetings.

PRESIDENT

Who Me? A Local League President? 1963 3 pp. 6¢

Workable, tried-and-true suggestions on how to be a good president--what the president does is set forth in the Local League Handbook, but how she does it is equally important.

SECRETARY

Some Suggestions for Local League Secretaries 1964 4¢

VOTER (Bulletin) Editor

Tips to Local League Bulletin Editors 1965 2¢

FINANCE

- Prospecting for GOLD in Texas 1964 \$1.50
59 pp.
How to plan and conduct a finance
drive.
Recording: Speaking on Finance, Postage
George H. Watkins, 1958, National only
Convention. (On loan)

MEMBERSHIP

- Membership Swap Shop 1963 6 pp. 10¢
A lively report of dozens of ideas
and techniques for getting and keep-
ing members--the result of member-
ship workshops attended by local
Leagues all over the state.
Report on Membership Growth in the
San Antonio League 1954-65
1965 3 pp. 6¢
How this League increased its
membership for a net gain of
about 20% in 1964-65

PUBLIC RELATIONS

- Speak for the League....And How
1962 10 pp. 10¢
Tips on Reaching Texas 1965 12 pp. 45¢
"Peanuts"-type cartoons head the
chapters and decorate the cover of
this very readable publication which
is designed to stimulate interest in
and use of Tips on Reaching the Public,
National's complete guide to all facets
of League-community relations.

PUBLICATIONS

Publications Catalog Free

Publications Handbook 1964 Free

A guide in "flip-chart" format which brings together, from various sources, summarized information on the job of the publications chairman, publications services, types of orders, billing, etc.

Memo: The Innocent Bystander 1957 1¢

Practical Suggestions for that very important Board member---the Publications Chairman.

The Lifeblood of the League - 1958 1¢

Points out the importance of the Publications Chairman in promoting the growth of her League through wide and proper distribution of our Publications. Included is a graphic illustration of distribution.

LEAGUE OF WOMEN VOTERS OF TEXAS
612 North 18th Street,
Waco, Texas, 76707



League of Women Voters of Texas

612 NORTH 18TH STREET • WACO, TEXAS 76707

April 4, 1966

Dear Elizabeth:

I don't know whether it is a consolation or not to tell you that you seem to be in as confused state as I am. I thought I had a note clipped to the folders of minutes explaining that the '60 minutes were missing that W. Schwind knew nothing about them either. I do remember talking to you about it...I even remember the time, spot, etc.

As to the '64 minutes, I did not write a note about them because I didn't decide until I got to Ft. Worth I needed to keep them, and I was passed the note writing stage. I did tell you, which I'm sure you forgot, that I was keeping them during convention and most probably to take home to help reconstruct this convention....which I did. I have them folder and all.

Hope this clarifies the mystery.

Lucia

*The carload that came back from
Ft. Worth have all had the old-fashion
high fever, week long problem - flu!!!*

1420 El Campo Drive,
Dallas, Texas 75218
April 1, 1966

Dear Lucia:

I'm dismayed to discover that neither 1964 nor 1960 state board minutes are among those I brought home from Fort Worth! I have 1958, '59, '61, '62, '63 and '65 each in its separate folder, but no 1960 or '64. Do you remember whether they were in the bunch you gave me?

I can piece together 1964 minutes from what Florence can supply and I inherited from Betty Anderson, but 1960 is beyond me. Jan Abbott became secretary at convention in 1960, succeeding Carol Ashford.

Puzzledly yours,

League of Women Voters of Texas

612 NORTH 18TH STREET WACO, TEXAS

"NEW VISIONS"

A Speech by
Mrs. Maurice H. Brown, President
to the
Tenth Biennial Convention
March 22-24, 1966
Fort Worth, Texas

This Tenth Biennial Convention of the League of Women Voters of Texas has as its theme, New Visions, suggested originally by our hostess League. I'd like to spend the next few minutes developing that theme and a companion one which was the theme of the National Municipal League Conference on Government in St. Louis last November. The NML's theme was Time of Change - Time of Opportunity which is another way of expressing the new visions idea. Both themes apply equally to the LWV of Texas for the League is in a period of change with unlimited, perhaps unthought of, opportunities to use some new vision and stretch our sights.

At this point I should probably be making a farewell address to you but I don't really like farewells and I don't want to say goodbye without in some measure giving you something new to think about. There are actually unlimited possibilities available for new thinking but perhaps, in building a speech as in building a house, it is best to start with the foundation.

The firm foundation on which the League is built is the member so let's start there and work up to those actions which would not be possible without the member. I have to begin by saying that I think we have been guilty of giving the wrong impression to the prospective member of what it means to belong to the League. It has become something of a fetish for everyone to explain to his neighbor about how busy he is today -- we talk about our over-organized society -- we complain about the organizational rat race and the lack of any spare time -- and in the League we some times make it sound twice that bad. Of course, the League is a highly disciplined organization -- we have rules, regulations and procedures and I want to come back to some of them later - but I think we have been guilty of spreading some false impressions and giving some bad advice. League life, if there is such a thing, is NOT all that badI cannot begin to enumerate the very real pleasures and personal satisfactions that my years on the state Board and in the League have given me and I've had a lot of fun getting them.

But we cannot expect volunteers to make the League a life-time career. Housewives and mothers, teachers and businesswomen are all welcome in the League but we must recognize that there are other demands on their time and energies. We are competing for their time

and interest with the PTA, the church groups, the bridge clubs, the golf course, the just plain fun activities that require no large commitment of dedication and responsibility. There are certain requirements that Leagues must meet but how each League chooses to meet them depends in large measure and in the final analysis on the local community. If the community is over-organized and "over-meetinged", then the League must consider ways to offer more while requiring less of the individual member and Board member. Sounds like a tall order, doesn't it? But it can be done, is being done, and members and Boards alike enjoy it.

To be specific - the meetings we do hold must be good -- in fact, they must be better than those of other organizations. We can't compete with the PTA, for instance, because we can't offer songs by the apples-of-their-eyes to rooms full of proud mamas. If we instead offer a dry long-winded speech on a governmental issue, women won't try to find time to attend League meetings and PTA meetings. We lose in that competition. People, however, like the sound of their own voices almost as well as those of Johnny and Susie reciting and singing. So -- we offer a skillful discussion leader who spends more time listening than she does talking and lets the audience not only participate but lead the way. Or we offer a lively panel discussion or a humorous skit to get a message across. Or we do none of these things and have a meeting once in a while that seems purely social but with a few people primed to start conversations around the room on League subjects chosen in advance. For goodness sake, we don't have to follow cut and dried and deadly serious patterns for everything we do every time we do them. We should even consider improvising at times.

It all goes back to a definition. How do you define meetings -- as what they have become, or as a gathering of people with similar interests who came in the first place because they felt a need to do something -- but who didn't necessarily feel a real crying need for a lecture or an exercise in trying to stay alert through a deadly dull presentation of the FACTS. This is absolutely the first place where we must apply new vision - we may need to make use of gimmicks but please don't sell the gimmick short, for it sells an awful lot of tooth paste at the drug store --- and makes an awful lot of money for the television and movie producers.

A related and really quite vital part of this fuller understanding of how to make the member part of the League and help her enjoy her part in it can also depend in very large measure on a crystal clear understanding of what the League means by nonpartisanship. Can we bring some new vision to bear on this question which often times seems to drive away prospective members? By and large no other question is so misunderstood by the general public and in many cases the League member herself as this one. This policy may seem troublesome, binding, rigid and unrealistic to us at times but it is the keystone of all that we are or do. It is the reason for our acceptance in over 1200 communities throughout the nation and the safety valve which permits us to work with the political parties on issues. Where we have failed to clarify the distinctions is where we must turn our attention.

The safest guideline, of course, is -- where there is doubt, don't! But part of our new vision should include not driving members away by not making our policies clear -- because there is a place in the League for even the most dedicated party worker - not on the Board, of course, but each Board is charged with the responsibility for maintaining the League's nonpartisanship and at the same time with not closing the League door to any woman of voting age.

The League, as an organization and represented in the public eye by its Board members, never supports, endorses or participates in the selection of candidates for any public offices. Nor does the League support political parties or political movements - even those labeled "good government" or whatever. On the other hand, League members as individuals are encouraged, urged and strongly expected to participate in the activities of the political party of their choice and to work actively for their favorite candidates. I believe that there has to be flexibility on nonpartisanship, just as in everything else the League does, but the flexibility must be grounded in the same understanding of what the whole concept of nonpartisanship means. Where we really find ourselves in the most difficulty is on the matter of issues and this is where the most clarification is needed and the most public education but I think we can turn new vision to this problem and come up with ways to handle the question to the satisfaction of the League member and the public. I know that we must.

As the League continues to grow in effectiveness, new opportunities and new problems increase. Service by League members on official commissions and boards some times means becoming identified with highly partisan and highly controversial issues. Each opportunity needs careful evaluation for its effect on the League's non-partisan image. We have the guidelines; each Board must make them fit their situations.

Just a few short weeks ago the League again had occasion to offer members something more for their membership - action on a Program item. The special session of the Legislature opened new doors of legislative activity for the member -- and from 35 to 50 members responded to participate in an afternoon's lobbying for a better voter registration system. This opportunity is present during each regular session and while we haven't always been able to tell you exactly when your presence would be most helpful, you are always welcome at the public hearings of the various legislative committees. I am quite well aware of the fact that there was an extra measure of drama and excitement present in a special session on a League Program item -- but there is always that same feeling of involvement and excitement when a bill in which the League has a stake is being heard. I can't help but wonder what we can do to light the same spark of enthusiasm for our efforts on constitutional revision. This item has admittedly been with us a very long time and probably will continue to be with us for a very long time. How can we turn the eyes of the members and the public toward revision with new vision? When the Fort Worth League suggested the new visions theme for Convention, they also suggested that it be part-

tied

icularly/to revision. Their suggestion for a slogan was something along the lines of the spirit of '76 with a goal of a new state constitution by 1976. The state Board didn't quite buy that suggestion for a couple of reasons -- we don't want to wait another ten years; we don't want to go on record as being willing to wait another ten years; and, finally, there's too much spirit of 1876 already evident in the thinking on state government -- too many who would gladly turn back the clock, that we didn't want to give them any ideas! 1976 will be the 100th anniversary year of our present constitution but I would much prefer to see us do something about it in its 90th anniversary year. I think the time has come for our new vision on revision to perhaps include the appointment of an ad hoc committee made up of our brightest state Board and local League minds, and perhaps some non-League revision friends, charged with the responsibility of brainstorming revision to make it the same kind of exciting, this-minute topic of concern that voter registration and regional planning are. The time has come for us to begin to work with high school and college groups for mock constitutional conventions -- these are the age groups who will be called on very shortly, we hope to help write and adopt a new constitution. Financing for such projects is available from foundation sources and it's past time we did something more than send a copy of a League publication to such groups of students.

If we really want to put some new vision in revision then we absolutely must instill a sense of excitement for revision in our own members. We may well find that a reapportioned legislature is more receptive to the idea of revision - are we ready for that eventuality? Can we reapportion our League thinking toward a more active approach to revision?

Metropolitan areas are already bumping their heads on the ceilings imposed by a rurally-oriented constitution -- can we take advantage of that fact? and how?

Second only to the wars in Asia, the problems of American cities make the headlines in today's press, the crisis of elbow room. Popular magazines of nationwide circulation have highlighted the problems of the city and the state in very recent months. All concerned with city and state governments are faced with questions which only a few years ago would have been unnecessary to pose. The problems are fundamental ones - frustrating, hard to live with and far-ranging. Solutions are not easy nor are they quick but fortunately civic concern is being expressed. That expression may range from the negative, "Can state government be saved - and is it worth saving?" to the much healthier, more positive, "State government does have a future and the city government depends on its strength, therefore, we are working to improve our state governments."

Success in meeting these problems depends upon the energies with which the state attacks the problems. There is too much tendency to blame the federal government for the shortcomings of the states and the courts for the states' lack of responsibility,

when, in fact, had the state governments not neglected their duties to their citizens, the voting rights bill and the apportionment decisions would never have been necessary, for just two very specific instances. The fact too is that those who have cried loudest for states' rights have done more to undermine these rights than anyone else. States' rights have too long been used as the shield against responsible action.

So today we find ourselves faced with such problems as unchecked urban sprawl, decayed and decaying center cities, traffic-clogged streets, polluted streams and air, unassimilated minorities, below-standard educational opportunities and poor or non-existent recreation facilities in the areas that need them most. And we cry "usurpation of states' rights" when the federal government moves in to protect its citizens!

The companion problems of the need to strengthen our cities and to put the states back in the business for which state government was originally designed are ones to which the League can and must give new vision. The apportionment revolution has focused our attention on the states with the strongest, clearest light that has been put on them since the founding of our system of government. The question has now come down to the basic one -- can state government be a truly effective administrative apparatus that will meet the needs of every citizen whether he lives in a rural or urban setting? Changes and improvements will come only from and through an enlightened political leadership and a groundswell of effective citizen action demanding the opportunity to effect change.

The Legislature study proposed and the judicial and state-local relations studies just finished are the examples of local League foresight in spotlighting state governmental structure problems. If state government itself were strong, equipped with a revised constitution and challenged by its citizens, then it would far better carry out its responsibilities in the fields of welfare, mental health programs, water, education. No other group is quite so well equipped or organized to tackle the very basis of state government itself as the League of Women Voters. We must make the effort to see that the structure of our state government is viable and responsive to the needs of the problems that face that government.

One of the very real problems on which we in the League bump our heads and for which we are long overdue some new vision is in our lack of leadership training. I daresay there is scarcely a League in the state that is making any real effort toward training its future leadership. When circumstances force a president or a vice president or a Board member to resign in mid-term, or when the Nominating Committee begins its work, are there trained leaders ready to step in and carry on the League's work or is each new term a beginning-again and a period when the League drifts because no one really knows where its leadership is heading? A parallel problem is the distressing fact that too frequently there is simply no one who is willing and trained to take the job of being president. A reluctant (at best) or an unwilling (at worst) president does not provide a healthy leadership for any organization. The LWV is one

organization where the presidency or membership on the Board is not so much an honor as it is a trust. What are the possibilities for fulfilling that trust? How can we train our future leaders? Only one possibility might be through some really good discussion leadership training courses....this will not only improve the quality of our discussion meetings but holds real promise for other kinds of leadership training.

The vision that the state Board has shown in deciding to establish a LWV of Texas Education Fund which is reported to you in Workbook-Part II and which we will discuss before we leave this Convention can open doors that the LWV could never before even knock upon. Think with me for a minute of a not-for-profit tax-exempt organization that can receive contributions from foundations and other sources and the services it can contribute in providing professional training sessions for delegates from local Leagues whose expenses are paid by a grant; in providing factual information in those wide-open white spaces in Texas where there are no Leagues; in assisting local groups in the publication of factual booklets on government; in helping the public not now reached by the League find answers to questions and problems on civic and governmental subjects. A real opportunity for new vision is offered every League member in Texas by the establishment of our own Education Fund.

To carry on the work of the League, there are likewise problems of organization to which we must also bring new vision. I have watched the program-making process leading to five state conventions and have seen several methods employed. We probably have refined it in the past two periods to the best possible method in our volunteer organization but the critical factor is TIME -- time to give your recommendations the kind of thoughtful consideration they deserve -- time to accomplish the evaluation and research essential to a truly accurate assessment of your desires and intentions -- time to permit this kind of work and still permit state Board members to enjoy the Thanksgiving and Christmas holiday seasons with their families. I doubt that anyone who has never served on the state Board can possibly realize what an additional two to three weeks could mean to our improved service to you. Your Program recommendations are topflight and show evidence of really thoughtful preparation on your part..... you deserve the same sort of topflight consideration of those recommendations. This is not to even imply that you haven't been getting this kind of consideration from the state Board --- you have, but at too great expense in time and effort on the part of the volunteers who serve on the state Board. It requires at least a month of concentrated study by the Program vice president and her committee to prepare your recommendations for committee consideration -- this year there was less than two weeks between the receipt of the last properly postmarked suggestion and the date of the committee meeting. The post office's delay in delivering improperly addressed but properly postmarked envelopes actually put the last one into the state office on November 29 -- by the time it went on to Lubbock it was December 1.....the committee met on December 8 and 9. I don't think this is the kind of consideration you want or should expect from your work -- we do not have staff facilities to do the tabulation and

separation into categories for research and development of your ideas. Volunteers carry out every step of this process and they surely deserve some thoughtful consideration of ways to make this volunteer job livable. I think we're asking too much -- I think we need some new vision turned on this aspect of our organization to get the job we are trying to do done.

There is another aspect of the League that demands - even commands - new vision, new action, new determination. Financing the League has reached the critical stage...had it not been for a contribution by a League husband and the granting of our second class mailing permit which we did not know about in October, the League in Texas would be faced with some very difficult choices at this Convention. We would have reached the point of cutting very vital services because our proposed income falls far short of our proposed expenditures. The full story isn't in yet, of course, because we haven't yet come to the budget session this afternoon but advance reports show us to be about \$1200 short of meeting a budget from which the dreams have long since been removed.

Statistics are beginning to show far better finance efforts by local Leagues but our sights are still too low -- our budgets still reflect a half-a-loaf acceptance that doesn't match our full measure of activity. Budgets that show only infinitesimal or no growth at all reflect not at all the growing strength of the League in Texas and the United States. Until we accept the very real need to finance the kind of League we know we can have, then we shall never have the kind of League we want. I refuse to accept the theory that we are doing great things despite pitifully low budgets so therefore we're something special. I'd rather subscribe to the theory that what the League does is good, therefore it deserves full financial support and wider horizons. Low vision or no vision at all has no place in our thinking about financing the League. Our budgets should truly be blueprints for growth -- too often they become fetters which prevent us from doing what should be done.

A survey, made by Dean O. B. Conaway of the Graduate School of Public Affairs at the State University of New York in Albany, in eight medium to large metropolitan areas of the effectiveness of the citizens' organizations in the metropolitan areas showed some startling results and pointed some accusing fingers. The survey, conducted through the use of a quite lengthy and frank questionnaire, was admittedly neither scientific nor comprehensive, nor was it a study in depth -- it studied the organizations and their leadership but not the problems of the organizations in Denver, Seattle, Hartford, Norfolk, Richmond, Rochester and Durham. I think you'll be amazed at some of the findings: the impetus for change and getting the job done in the metropolitan area comes mostly from the civic organizations in the metropolitan area. In only one or two of the 8 cities was the LWV NOT the predominant factor -- in the others it played the leading role. But the survey also found that if any civic organization is to be effective it must have facilities for research and analysis. What kind of budget

Mrs. Brown - p. 8

is required for this is not clear, but in the metropolitan area, the civic organization probably should have a budget of \$75 to \$100,000 if it is to be effective. Before you split your sides laughing at such a prospect, I would hasten to add that the volunteer League member's time is a powerful intangible asset -- her time actually constitutes a substantial contribution that the League could never otherwise afford and I'm not sure that the League would have the strength attributed to it by Dean Conaway's survey if much of our research was done by other than volunteers.

The dingy office (or the dining room table) from which most local Leagues operate is but an outward symbol -- the inner strength of the League is far from dingy because of the member who contributes time, energy and knowledge that it would be utterly impossible to buy in the open market. League leadership must set its own goals, be its own hard taskmaster, exercise its own self-discipline. But what I am trying to say is this -- I think the League will continue to be effective despite or maybe because of its low budgets but there is a point below which a League cannot go and remain that effective force -- nor should we expect Board members to pay for the privilege of serving the League. As long as our budgets do not really pay the extraordinary expenses that a Board member becomes liable for, then our budgets are too low. We should never put ourselves in the position of choosing our leadership because of a person's ability to pay for her attendance at state and national conventions and councils and the other non-League meetings that make our jobs so much easier and provide contacts and knowledge impossible to obtain elsewhere.

League all over the country are finding new money through the simple expedient of raising dues. Texas lags behind the majority of other states in this respect and yet at the same time is showing less membership growth than other states. Higher dues seem to be no deterrent to potential members. Most Texas Leagues will have to find new sources of money to replace that which has been received from collecting poll taxes. It is still quite unclear how any future registration system will be set up and it is unlikely that Leagues will realize any money for assisting in registration. Obviously then, new vision in budgeting and finance is an absolute essential for the LWV of Texas.

And finally we should recognize that patterns of organization in the League are changing and we should take advantage of ways to lighten the workload and make the job easier for everyone concerned. You will spend one little meeting period at this Convention discussing the various patterns of organization that are available for the League today. The growth of the metropolitan area -- even of the medium sized city and its suburban areas beyond the original limits of the basis for organization of the League in past years -- has necessitated new thinking and creative coping with change. Our cities are changing -- the opportunities for service to the citizen by the League are changing -- how can we best meet the challenge of change in the League? Please don't misunderstand me -- no one would advocate change simply for the sake of change -- nor organization simply for the sake of organization. Every organization, every

change must have a purpose. The purpose in proposing that the Leagues in Texas consider new methods of organization is simply to provide for our members the best possible experience the League can offer. If after investigation of the possibilities, we find that no change is required, then we make no change. On the other hand, if we find that there are advantages in changing our present patterns of organization, then we should not hesitate to change. Many of our Leagues even in the standard metropolitan area definition could well find that present patterns of organization are sufficient to their needs - to them I would say, why change? But don't assume that change is not for you until you have truly considered the advantages and disadvantages. Workbook-Part I contained a full explanation of various differences in our familiar organization pattern -- I hope you have thought about them, discussed them with your Leagues and are here prepared to discuss them further and ask and answer questions that are necessary to a full understanding of the possibilities available today.

And now to sum up - I believe that the League of Women Voters of Texas is a healthy, viable organization rendering service to the citizens of this state far beyond measure by any standard yardsticks; I am sure that there is much room for change and for improvement in the quality of the service we offer to both our members and the public and I think we can be equally sure that we will find the way to change and improve. There is much to be proud of although I think that some times we are trying to be too many things to too many people too much of the time -- that perhaps the time has come to reassess where we are going and why and how we plan to get there -- to decide that it really is not possible for the League to take on every dragon that remains to be slain -- that we need to recognize that other groups are also working on some of the same things we are and that no other group seems to care too greatly about constitutional revision or better election processes for every Texan or even a better, more workable, more responsive state government. So, I would say to you in farewell -- let's turn our new vision to membership - both getting and keeping, to leadership training, to constitutional revision, to reviving state government, to better financing and to revitalizing organizational patterns. In a time of change, seize the opportunity to reassess the means for strengthening the role of the citizen in his government wherever that government may touch him.

9/64

PUBLICATIONS CATALOG



*League of Women Voters
of Texas*

September 1964

HOW TO ORDER PUBLICATIONS
FROM
THE LEAGUE OF WOMEN VOTERS OF TEXAS
612 North 18th Street, Waco, Texas, 76707

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Orders must be prepaid unless credit has been established. Enclose your check or money order for the correct amount. Give quantity, description and name and address of person or organization to receive the shipment. Major postage costs will be billed. Freight will be shipped collect.

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It is recommended that League publications be ordered through your Publications Chairman on order blanks furnished free, and that your orders be made up in triplicate, one for your Publications Chairman, one for your Treasurer and one to State Office. Please include name of League, name of person ordering, name and address of person to receive the shipment, and give any special shipping instructions. Otherwise all shipments will go by the least expensive means.

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No material may be returned for credit unless an error has been made in filling your order. Shortages in shipments must be reported immediately--otherwise no adjustments can be made.

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STATE PROGRAM 1964-66 (Flip Chart) .05
100 copies \$4.50

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How we get Current Agenda and
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#3 - THE COUNTY THAT IS--OR IS NO MORE?
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League Member's View of Alternate
Forms of Government .04

Report of the 69th Conference On Govern-
ment of the National Municipal League
Detroit 1963 .50

Report of the 68th Conference on Govern-
ment of the National Municipal League
Washington 1962 .25

SELECTION AND TENURE OF APPELLATE JUDGES IN TEXAS
CURRENT AGENDA #2

ANNOTATED BIBLIOGRAPHY, June 1964	.04
SYNOPSIS of League's Judiciary Study, June 1964	.03
Excerpts from <u>JUDICIAL SELECTION IN TEXAS - AN</u> <u>EXPLORATORY STUDY</u> by the University Public Affairs Research Center, August 1964 <i>W. Houston</i>	.06
Chart Comparing Texas System of Judicial Selection and Tenure with a Proposed Texas Plan and the Model State Constitution, August 1964	.05
Texas VOTER -- May, July, September, 1964	Free

The following are in limited supply:

Reprints from Four Items in Texas Observer, August 1964	.15
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Reprints from Six Articles from Legal Periodicals (Courtesy of State Bar of Texas)	
Calvert, "Selection of Appellate Judges"	
Garwood, "Judicial Selection and Tenure"	
Garwood, "Judicial 'Planned Parenthood'"	
Loose, "Revision Will Create Difficulties"	
Morrison, "Anointed Judges"	
Stovall, "Judicial Babies & Constitutional Storks"	

Copies of "Consensus Statements and Principal Addresses
from the Texas Conference on Judicial Selection, Tenure
and Administration. April 16-18, 1964, Austin, Texas"
(Courtesy of State Bar of Texas)

<u>CONSTITUTIONAL REVISION -- CONTINUING RESPONSIBILITY #1</u>		
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TCR Opinion Survey Report	.35
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Summary - Observations & Conclusions	.01
Comparative Chart of State Court Systems, 1959	.05
Court Structure Supplement, 1960	.07
Modernizing Courts of Texas (excerpt) Charles T. McCormick	.05
Report on National Municipal League Conference, Phoenix, Arizona, 1960	.15
Report of LWV of U. S. Conference, Chicago, Illinois, 1961	.10
Summary, Citizens Advisory Committee, Final Report, 1961	.02
Platform Statements to Democratic and Repub- lican Platform Committees, September, 1964	.05
TCR CONDENSATION for talks with candidates, May, 1962	.02
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OTHER STATE ISSUES

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The Resource Committee Chairman

The Resource Committee

Research -- Organization of Material

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Ten Steps to a Successful Local Current Agenda, 1961	.01
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Texas and World Trade, 1961	.05
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Voting Record, 1st Session, 87th Congress November 1951	.06
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Water Pollution Control Addendum	.06

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Tips on Interviewing, 1962	.02
Legislative Roundup #4, 1961	.15
Effective Legislative Techniques, 1961	.03
Policies and Procedures--League Program Legislative Action, 1959	.04
Legislative Post, 1958	.08
Lobby by Letter--A pocket folder, with do's and don'ts in writing your Legislators and Congressmen, space for entering the names of your Senators and Representatives, and suggestions on how to use this tool.	.15

CITIZENSHIP TOOLS

A School for Jurors, 1955	.03
Jury Service in State Courts in Texas, 1955	.03
A Guide for Jurors, a sample booklet, 1959	.20
The League's Look at the Texas Jury System, 1958	.25
Do's and Don'ts of Jury Service (Skit, Abilene LWV) 1955	.10
Who Me? Go To a Precinct Meeting? single	.02
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LEADERSHIP TOOLS - ALL BOARD MEMBERS

State Board Reports-as issued (price per sheet)	.01
Nonpartisanship--policy letter	.03
State Officers and Directors 1964-66	.01
State Bylaws, Amended 1962	.10
State Program, Adopted 1964	.01
State Budget, Adopted 1964	.02
Local League Presidents	.01
League Lingo, 1963	.04
Suggested Work Calendar	.02
Check List for Important Dates with Your Postman.	.01
Suggested Policy Sheet for Local Leagues	.01
Let's Have A Discussion	.06
Antidotes for the Antis-Mrs. Morgan's Conven- tion Speech	.09
Antidotes for the Antis Revisited	.02

PRESIDENT

Who Me? A Local League President? 1963 .03

SECRETARY

Some Suggestions for LL Secretaries, 1964 .02

VOTER (Bulletin) Editor -- Tips To

Local League Bulletin Editors, 1963 .01

FINANCE

Prospecting for GOLD in Texas

(How to conduct a finance drive) 1964 \$1.50

Recording: Speaking on Finance, George H.

Watkins, 1958 Nat'l. Conv. (On loan)

Postage only

MEMBERSHIP

Membership Swap Shop .10

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Speak for the League..... and How .10

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Publications Catalog Free

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Memo: The Innocent Bystander, 1957 .01

The Publications Party, 1957 .01

The Lifeblood of the League, 1958 .01

LEAGUE OF WOMEN VOTERS OF TEXAS

612 North 18th Street, Waco, Texas, 76707

211
June 3, 1965

To: Freedman, Baden, Ballard, Brock (Publications Committee),
Brown, Linehan, Casperson
From: Brownscombe, Publications chairman
Re: Publications tabulations, 1964-65

Enclosed is a set of six pages tabulating the publications sales to local Leagues during the year 4/1/64-3/31/65. These are listed under the categories used in the Publications Catalog: State Program--in general, State-Local Relations, Judicial Selection and Tenure, Texas Constitutional Revision, Texas Election Laws, National Program--state material on Human Resources and on Water Resources, Citizenship Tools, Legislative Tools, and Leadership Tools.

As with the monthly tabulations for February, March and April, 1965, the 1964-65 year's tabulations do not include orders from individuals and Leagues outside the state (there were virtually none of these). Nor do they include the periodic mailings that go to all LL's (president's mailings, legislative mailings, post-Board mailings, standing orders). They are, however, a complete record of the publications ordered by the LL's from 4/1/64 through 3/31/65.

The tabulations tell us a good deal about the various Leagues. For example:

Which Leagues order program material in a reasonable proportion to their membership? Which fall appreciably, greatly, or completely below that proportion? (La Marque ordered no program material, on any item, in the 13 month period of 4/1/64 through 4/30/65. Odessa ordered no program materials except copies of one publication on one item (water). Texas City ordered only program flip charts, TEXAS PROSPECTS and two of the Municipal League Conference reports. San Angelo ordered only program flip charts and copies of one publication on one item (water). Harlingen ordered nothing on program but flip charts, IF.... and TEXAS PROSPECTS).

Which Leagues show particular interest, and which Leagues little interest, in which program items? Seven Leagues (Abilene, Galveston, Harlingen, La Marque, Odessa, San Angelo and Texas City) ordered no copies of last year's State-Local Relations fact sheets on the county--the publications on that current agenda item.... Fourteen Leagues (Abilene, Baytown, Brownsville, Denton, Freeport, Harlingen, La Marque, Longview, Odessa, San Angelo, San Marcos, South Jefferson County, Texas City, Tyler) ordered no material on Judicial Selection and Tenure (CA 2). Presumably they relied for program use on the JS&T articles in the Texas VOTER.

We have only thirteen consecutive months of data to work with, so only a few conclusions can be drawn, but, in addition, trends can be noted. I do hope each committee member will study these tabulations, jot down any conclusions or trends you see and bring them for discussion to the Publications Committee meeting.

And will you please consider, also, what, if anything, the Publications Committee might do to increase "publications acceptance" among, especially, the Leagues that are quite sub-standard in this respect.

League of Women Voters of Texas

612 NORTH 18TH STREET • WACO, TEXAS

November 3, 1965

TO: Local League Presidents Only
FROM: STATE OFFICE
RE: Blueprint for Planning Distribution

Complimentary copies of our newest publication, Blueprint for Planning, have been sent to the attached list of state officials, state opinion-makers and those who, in some manner, helped in the preparation of the booklet. Also included were the political science departments of the junior colleges in non-League areas. A press release and sample copies are being sent to the Austin headquarters of the major metropolitan daily newspapers and Associated Press and United Press International.

This list is being sent to you for two purposes: 1) for your information and 2) as a stimulus to your plans for local distribution. We have not included on our list any city or county officials in League cities, nor any city planning agencies etc. We hope you will undertake a wide distribution of Blueprint in your cities and counties.

We think you will be interested in two letters which have come in as a result of this mailing and in an order for 35 copies from the Texas Society of Professional Engineers and 5 copies for the University of Texas Library.

"To the League of Women Voters of Texas:

Congratulations on your publication Bluepring for Planning and my sincere thanks for sending me a copy."

/s/ W. E. Benton
Professor of Government
Texas A & M University

"Dear Mrs. Brown:

I surely appreciate your letter and the copy of your booklet 'Blueprint for Planning'. Both state and regional planning are receiving some of our attention at the present time, and I anticipate that you will be hearing more about both of them from us in the future. Thank you again for letting me know of the League's interest in this important field.

Kindest regards.

Sincerely
/s/ John Connally
Governor of Texas."

Complimentary copies of BLUEPRINT FOR PLANNING were sent to the following:

1. Mr. Alvin Burger
Texas Research League
[REDACTED]
2. Mr. Steve Mathews
Texas Municipal League
Vaughn Building
Austin, Texas
3. Professor S.A. MacCorkle
Institute of Public Affairs
The University of Texas
[REDACTED]
4. Mr. Bill Cobb
Budget Officer, Governor's Office
Sam Houston Building
Austin, Texas
5. Mr. Walter F. Frey
Highway Building
Austin, Texas
6. Mr. David M. Cochran
Texas State Health Dept.
[REDACTED]
7. Mr. Bill Wright, Editor of Newsletter
Gulf-Southwest Chapter of
American Institute of Planners
[REDACTED]
Houston, Texas. (Pres. is Robert
H. Green. He may not live in Texas.)
8. Senator Walter Richter
[REDACTED]
9. Representative Tommy Shannon
Capitol Station
Austin, Texas
10. Professor Hugo Leipziger-Pearce
[REDACTED]
11. Dr. John R. Stockton
Bureau of Business Research
The University of Texas
[REDACTED]
12. Dr. Doren Winfrey
Texas State Library
Library Building
Austin, Texas
13. Mr. Leonard E. Church
Regional Director, URA
Housing and Home Finance Agency
[REDACTED]
14. Executive Director
Research and Planning Council
[REDACTED]
15. Mr. Robert E. Johnson
Executive Director
Texas Legislative Council
Capitol Station
Austin, Texas
16. Lt. Gov. Preston Smith, Chm.
Texas Legislative Council
Capitol Station
Austin, Texas
17. Speaker Ben Barnes, Vice Chm.
Texas Legislative Council
Capitol Station
Austin, Texas
18. Mr. Stuart Long
Long News Service
State Capitol Building
Austin, Texas
19. Mr. John G. Flowers, Jr.
Executive Director
Texas Society of Architects
[REDACTED]
20. Mr. Jim Stewart, Executive Secretary
Texas Society of Professional Engineers
[REDACTED]
21. Mr. Ed C. Burris, Secretary
Texas Manufacturer's Association
[REDACTED]

- | | |
|--|--|
| 22. Mr. Tom Sealy, President
Texas Research League
Midland, Texas | 34. Mr. Herbert S. Hilburn
801 West 11th
Plainview, Texas |
| 23. Mr. Ervin W. Luedtke, Exec. V.P.
[REDACTED] | 35. Mr. John J. Vandertulip
[REDACTED] |
| 24. Mr. Steve Matthews, Secretary
City Planners' Assn. of Texas
[REDACTED] | 36. Mr. E. Jack Turner
[REDACTED] |
| 25. Mr. Walter Hall, Sr.,
Drawer A
Citizens State Bank
[REDACTED] | 37. Mr. Jack Kultgen
[REDACTED] |
| 26. Mr. Walter Hall, Jr.,
Drawer A
Citizens State Bank
[REDACTED] | 38. Mr. Arthur M. Alpert
[REDACTED] |
| 27. Mr. Clifford A. Johnson, Secretary
Dallas County League of Municipalities
City Hall,
Grand Prairie, Texas | 39. Dr. J. Wm. Davis, Government Dept.
Texas Technological College
[REDACTED] |
| 28. Mr. W. L. Sterrett, County Judge
Records Building
[REDACTED] | 40. Dr. William Oden, Government Dept.
Texas Technological College
[REDACTED] |
| 29. Mr. Marvin Springer,
[REDACTED] | 41. Mr. John Ben Shepherd
American Bank of Commerce Bldg.,
[REDACTED] |
| 30. Dr. Willis Tate, President
Southern Methodist University
[REDACTED] | 42. Mr. Conrad Dunagan
[REDACTED] |
| 31. Dr. J. M. Claunch,
Southern Methodist University
[REDACTED] | 43. Mr. Charles Perry
First State Bank
[REDACTED] |
| 32. Prof. W. E. Benton,
Texas A & M College,
[REDACTED] | 44. Mr. Bill Noel
American Bank of Commerce Bldg.,
[REDACTED] |
| 33. Mr. Charles Duckworth, City Manager
City Hall,
[REDACTED] | 45. Honorable Alton C. Arnold
Brazoria County Court House
[REDACTED] |
| | 46. Honorable Dixie Brown
Brazoria County Court House
[REDACTED] |
| | 47. Mr. Alfred Willoughby, Exec. Director
National Municipal League
[REDACTED] |

- | | |
|--|--|
| 48. Mr. John P. Keith, Exec. Vice Pres.
Regional Plan Association
[REDACTED] | 63. Laredo Junior College
Laredo, Texas |
| 49. Mrs. L. K. Richards
[REDACTED] | 64. Lon Morris College
Jacksonville, Texas |
| 50. Mrs. L. G. Hawkins
LWVUS Education Fund
[REDACTED] | 65. Panola County Junior College
Carthage, Texas |
| 51. Mrs. Harold E. Murphree Jr.
[REDACTED] | 66. Paris Junior College
Paris, Texas |
| Sent to Political Science Department of
Junior Colleges in Non-League Areas: | 67. Ranger Junior College
Ranger, Texas |
| 52. Blinn College,
Brenham, Texas | 68. Southwest Texas Junior College
Uvalde, Texas |
| 53. Cisco Junior College
Cisco, Texas | 69. Temple Junior College
Temple, Texas |
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Clarendon, Texas | 70. Weatherford Junior College
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Gainesville, Texas | 71. Paul Quinn College
[REDACTED] |
| 56. Decatur Baptist College
Decatur, Texas | * * * * * |
| 57. Frank Phillips College
Borger, Texas | 72. Mr. Terrell Blodgett, Director
Office of Economic Opportunity
State Capitol
Austin, Texas |
| 58. Henderson County Junior College
Athens, Texas | |
| 59. Hill Junior College
Hillsboro, Texas | |
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| 62. Kilgore Junior College
Kilgore, Texas | |



League of Women Voters

**STATE-LOCAL RELATIONS
SELECTION AND TENURE
CONSTITUTIONAL REVISION
ELECTION LAWS
HOW AND WHY OF PROGRAM**

STATE-LOCAL RELATIONS

Current Agenda #1

After two years of study in this field, League members were able to reach agreement on only one facet of the complex problem of meeting local governmental needs—that involving Special Districts. The League position is opposed to continuing to meet the needs for local government services by the formation of single purpose special districts. Therefore it will support measures to provide (1) Cities and/or counties with adequate and realistic powers to perform services without overlapping costs and taxation, and (2) for the accountability and regulation of single purpose special districts.

League members are presently concerned with how local government functions can be performed more effectively. A clearer understanding of the powers (and lack of powers) granted to Texas counties is essential in order to determine whether more flexibility would allow counties to better fulfill their role in our modern urbanized State. The Texas county is described as a “many splendored thing” without central administrative controls. If the county is here to stay, and there is the wish to keep as much decision making as possible at the

local level, the Texas county will need far different power than it now has.

Ten of Texas' 21 metropolitan areas now involve 2 or more counties and 1 encompasses counties in 2 states. It is possible that Texas' counties as presently structured, may not be able to serve the needs of the multi-county, interstate, and international metropolitan areas. There appears to be a developing need for states to delegate liberal authority to counties and all local government to meet the variety of changing needs. Providing for expanded services with limited financial resources continues to be a major problem of local government in Texas. Any changes in local tax structures require constitutional or statutory legislation. League members are also considering problems involved in coordinated planning. At the present time Texas' 21 metropolitan areas do not have planning agencies in either the metropolitan area or the county. Planning has been defined as seeking the development of a unified plan for land use, density and design; providing for public facilities, services and utilities; preserving open spaces and providing for wise use of natural resources. The concern of League members is whether coordinated planning is necessary and/or desirable in Texas.

STATE-LOCAL RELATIONS

SELECTION AND TENURE

CONSTITUTIONAL REVISION

ELECTION LAWS

HOW AND WHY OF PROGRAM

SELECTION AND TENURE

Current Agenda #2

"New but related" describes Current Agenda Item #2: The Selection and Tenure of Appellate Judges in Texas. In 1959, the League studied the structure and administration of Texas courts as part of its work toward general revision of the Texas Constitution (see CR#1), but it excluded from consideration the method of selecting Texas judges and their tenure. In 1965, the League in effect voted to complete the earlier judicial study when it adopted Current Agenda Item #2.

The new study of the judiciary will be concerned with the different systems of selecting judges (election and appointment are the basic alternatives) and many related problems, including term of office, salaries, discipline and removal and retirement. The study will be limited to the selection and tenure of judges on the appellate courts — the Texas Supreme Court, the Court of Criminal Appeals, and the Courts of Civil Appeals.

The new study is very timely. It looks like Texas may join other states in an ever accelerating modern movement toward judicial reform. Of particular concern to League members will be the present Texas system. Texas is one of 35 states having popular election of judges. The

Governor fills the judicial vacancies by appointment. League members will examine carefully the arguments for and against the present system before deciding whether to support retention or a change of the existing method.

Also of particular concern to league members will be alternatives to the elective system, the most important of which is the so-called Missouri Plan. The Plan, which has been adopted in some form in ten states, originated in 1913, and has won the endorsement of the American Bar Association. It involves three steps: (1) *nomination* of judicial candidates by a permanent nominating commission composed of lawyers and non-lawyers; (2) *appointment* by the Governor from a list of names submitted by the commission, the appointee thereupon serving a short initial term; and (3) a *non-competitive election* in which the voters vote "yes" or "no" on the question of retaining the appointee in office for a full term, the ballot containing no party label or name of other judicial candidates.

League members, upon completing the study of judicial selection and tenure and combining the results with the 1959 study, will be able to work toward the most effective judicial system for Texas.

SELECTION AND TENURE

CONSTITUTIONAL REVISION

ELECTION LAWS

HOW AND WHY OF PROGRAM

CONSTITUTIONAL REVISION

Continuing Responsibility #1

The League of Women Voters of Texas has worked for general revision of the Texas Constitution since completing a survey of state government in 1955.

The 1876 Texas Constitution is more than 50,000 words long, detailed, ambiguous, contradictory and obsolete in places. The legislature proposes frequent amendments in an attempt to cope with such urgent problems as education, water resources, public health, welfare.

The Texas Constitution limits and restricts state government operations and services. The dramatic growth of Texas from a rural agrarian economy has left our state government unable to cope adequately with the complex problems of an urban industrial economy.

League members believe the Texas Constitution should reflect the following PRINCIPLES of good government:

1. Framework of basic law.
2. Clear separation of powers with responsibility definitely assigned.
3. Provisions for justice with a minimum of delay.
4. Qualifications for voter eligibility and guarantees of fair elections.
5. Coordinated finance structure capable of flexibility.
6. Maximum home rule for municipal and county government with coordination of overlapping functions.
7. Provisions for support of public education.
8. Provisions for support of public health and welfare services.
9. Provisions for amendment and revision.
10. Basic policies regarding state employee selection, retention and promotion.

Specifically, the League supports an effective judicial structure for Texas. This would require: 1) A single system of centrally administered state-wide courts with a uniform fiscal policy; 2) A uniform code of civil and criminal procedure formulated by the Supreme Court, with legislative approval; 3) Assignment of judges according to special training and docket needs; 4) A full-time judiciary whose members qualify to practice law in Texas; 5) Integration of Justice of the Peace Court functions into courts of record.

League members believe that a Constitutional Convention (CON-CON) is the best method for revision. The League will support legislation for a Constitutional Commission to complete and evaluate the research basic to the success of a CON-CON, as well as legislation which calls for research on particular areas of state government.

The League is using every public relations technique to alert the people of Texas to the influence of state government in their daily lives. Constitutional Revision can be achieved only when the people and their elected representatives understand how important it is *to them*.

CONSTITUTIONAL REVISION

ELECTION LAWS

HOW AND WHY OF PROGRAM

ELECTION LAWS

Continuing Responsibility #2

Two former Continuing Responsibilities in the election law field have been combined. The first step in the election procedure is registration, the manner in which citizens qualify to vote. Our other election law positions, adopted in 1954 are also procedural changes, e.g., marking the ballot, absentee balloting safeguards. Also, many of the bills considered by the legislature relative to election law changes almost always involve the manner of registration—the poll lists, etc. Since our work on both election laws and voter registration is certainly unfinished, it is necessary that the League of Women Voters of Texas continue its efforts to achieve an election procedure that is fair, safe from fraud and reasonably free of barriers to full citizen participation in the election process.

The generalized wording used here implies the necessity for appropriate member, community, and legislative action. The specific statements of position and the criteria on which they are based are part of the League's historical record and will be used in evaluating the kind of action needed.

We experienced the "firing line" during our work in the 58th Legislature and in the community in the 1962-64 biennium, particularly on the voter registration aspect of the item. To do a winning job will take time, woman power, and adequate finances.

Our experience these last two years indicates that we fell a little short in all three areas since the poll tax repeal election came sooner than we had anticipated. Member and citizen interest in this subject is at its height and should remain so through the first half of the coming biennium. We should remain alert for any opportunity to push for our goals and be in a position to capitalize on it immediately.

The following evaluative criteria will be the basis for legislative support re: ELECTION LAWS in the 59th Legislative session:

1. Personal registration and issuance of a registration card with signature identification at the polls.
2. Uniform registration where all citizens qualify to vote in all elections.
3. Year round registration.
4. No fee to be charged for registration.
5. Residence requirement shortened.
6. Correct and up-to-date registration lists.
7. Clearly defined administrative responsibilities and adequate record facilities.
8. No declaration of party affiliation at time of registration.
9. Economical administration and provisions for adequate safeguards against fraud.
10. No required registration for active members of the Armed Forces.
11. A more positive method of marking the ballot, e.g., an X or √.
12. Only properly designated election officials should have the responsibility of aiding a voter needing assistance in casting his ballot.
13. Amendment of provisions pertaining to the primary election system to make it possible for members of all political parties to participate in primary elections.
14. Strengthen and clarify procedures for absentee balloting.

ELECTION LAWS

HOW AND WHY OF PROGRAM

THE HOW AND WHY OF CHOOSING AND WORKING ON LEAGUE PROGRAM

The League of Women Voters of Texas works on state governmental issues chosen by the membership.

Four months prior to the biennial State Convention, members in 36 local Leagues throughout Texas begin a discussion of state issues. They send their recommendations for a two-year Program to the state Board which considers each suggestion and then formulates a Proposed Program based on several criteria, e.g., member interest, available womanpower and money, timeliness, effectiveness of League study and contribution to a solution. This Proposed Program is sent to local Leagues for a second round of member discussion two months before Convention. It is finally accepted, rejected or modified by a majority vote of delegates in Convention.

Limitations of womanpower, time and money prohibit the League covering *all* governmental issues: rather it must be selective, choosing a few important issues on which members can study in depth and reach substantive agreement. Community education and legislative action are undertaken *only* on those subjects on which League members have studied and reached agreement.

League Program is divided into Current Agenda — subjects for concentrated study and concerted action; and Continuing Responsibilities — issues to which the League has given sustained attention and on which it has reached consensus.

Full facts, both pro and con, are studied before the League takes a position. Members participate in discussion and have opportunities to express opinion in both small units and large meetings. After a position is reached through consensus of its membership, the League and the members as individuals work to implement these positions legislatively. The State Board is elected to carry out the decisions made by members. This action includes testifying at public hearings, use of public forums, panel discussions, mass news media, League publications, letters to state officials.

Members of the League of Women Voters of Texas learn how to be active participants in government at the state level through the adoption, study, consensus, community education and legislative action of its Program procedure.

- Purpose of the League of Women Voters -

To encourage political responsibility through informed and active participation of citizens in government.

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Order The League of Women Voters of Texas
from: 612 North 18th Street
Waco, Texas

Price: 5c each

November, 1962⁴

League of Women Voters of Texas

612 NORTH 18TH STREET • WACO, TEXAS

March 1, 1966

TO: Local League Presidents
FROM: Dorothy Brown
RE: Presidents Potpourri

What a month this has been! Who would have believed that the shortest month of the year could possibly have encompassed the most activity we have seen in four years in this state office? I don't think I have to tell you what has been going on since many of you shared in it and all of you were aware of it. But a special session of the Legislature a month before our state convention was at least thoughtless on the part of someone.

Among all the other things that have been happening is the good news that TCReview has now gone to the printer and at least a few advance copies will be available to you at Convention. The TCR Library Project mailing will leave the office tomorrow on its way to you and 100 libraries in non-League areas around the state. The other bit of TCR news concerns the precinct resolutions packet which will be ready for you at Convention. One copy will be in the president's registration packet and the Duplicate President's Mailing will be sent to local vice-presidents and publications chairmen from the state office during Convention week.

I want to use my last letter to you as state president sharing a grave problem with you. I am terribly concerned about the proposed state budget for 1966-67. As the local League pledges have come across my desk in the local VOTERS, it is apparent that the proposed income is failing to balance the proposed expenditures by a wide margin. Since the proposed budget has already been pared to substandard, we face some extremely hard choices. The overwhelming majority of items on the expenditure side cannot be cut at all because they already represent the lowest figure possible to maintain the LWV of Texas.

For example: 1) The move of the office to Houston where the salary scale is higher than it is in Waco, where rents are higher, and where the "cost of living" for state Board meetings is higher, dictates that there can be no cuts in those items. It is unfair to state Board members to expect them not only to give full time service to the LWV but to ask them to pay for the privilege.

2) The research and development of state Program is an expense that only the state budget can maintain, of course; yet if this item or the attendance at non-League meetings item is cut, this will have to mean one of two things -- either we must not adopt any new Program item at Convention or we must ask the state Board members to underwrite the cost of developing any new item. We are already asking the impossible of many of them yet they face criticism when their volunteer time makes publications later than anticipated -- can we also ask them to pay for serving on the state Board?

3) Experience over the past several years has shown that \$100 in each the Voters Service and Public Relations items is far from enough if we are to service the non-League areas of the state at all.

4) The cost of the national subscription service, without which state Board members and the off-Board Field Service consultants would lose touch with national, has gone up from \$7.50 to \$10.00. We must have, at the very least, 20 subscriptions. In addition, the State Board Supplement which provides copies for the vice-presidents and the national program chairman of everything sent to the state president from the national office, and not on Duplicate President's Mailing, costs \$2.50 per year.

5) State Board policy, affirmed by each state Board since 1962, provides that the state budget must meet the suggested national pledge and we have no desire to deviate from that policy for any reason.

Therefore, any failure to balance income and expenditures seems to indicate that we must reduce drastically the direct service to the local Leagues. The cut that must be made if there is an imbalance would seem to have to be made in Field Service to local Leagues. We sincerely hope this will not be necessary because we hope you will present these state financial problems to your members at your annual meetings and that they will decide that local pledges for state and national services should meet the suggestions made by the state budget committee and approved by the state Board. The unanticipated income from the election night reporting project has already been allocated to those items which we had had to cut to balance the budget in October and represents no additional frills or items that can be pared back now. The proposed budget is in serious trouble and with it the entire League of Women Voters of Texas. We ask your help.

See you all in Fort Worth in a couple of weeks. But do let me take just one more line to thank each and every one of you for a job well done this past year.

Sincerely

Norothy Brown

February 11, 1966

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

What a week this has been! The VOTER came in Tuesday - in very sad shape. Clare began addressing them and kept finding damaged copies (poorly folded, torn, smeared with ink, not enough ink) and by the time she had discarded over 150 copies, we did not have enough for the mailing list. The more we looked at the whole run, the less we liked it. We were simply horrified at the thought of something so shoddy going out over the name of the League. So we have boxed them up and sent them back to the printer with a letter explaining why we are rejecting them and are having it reprinted here in Waco by Mr. Nystrom. He thinks he can get it to us by the end of next week. We have asked the original printer to credit us for this printing but whether he does or not, it was the feeling of Ruth and Lucia who spent two days in the office this week, of Kathryn, Peggy and me that we simply could do nothing else. I wish there had been time to send each of you a copy and ask your opinion but time is running out on us. We will not meet the Bylaws deadline on the report of the Nominating Committee to the members but that has been handled by the enclosed memo. Hard decision to make but it honestly looked as if it had been printed for us by a kindergarten class.

Then just after that decision was made yesterday afternoon came the stunning news announcement of the calling of the special session to write a voter registration bill. I have talked twice to Peggy and she called Jo, and I've also talked to Beulah and Ruth and LLPs have been calling me after their legislators started calling them. The enclosed TIME FOR ACTION is the first step (it went out Special Delivery). Peggy will attend the opening session Monday and will let me know the next steps after that. We will appear before the committee to which the bill is assigned, of course. We didn't really need a legislative session right now, did we?

While Ruth and Lucia were here, we talked at some length about the mechanics of the changeover of the office. One of the real problems that we created at the January Board meeting has to do with that TCR Resolution Packet. There is no possible way that the new office can get that mailing off to the LLs in time for their planning. We had specified that the wording of the Resolution be left to the new Board. This is where the problem arises. The solution would be to put one copy of the Resolution Packet in the LLP's Convention folder and mail the DPM from this office during Convention. The TCR presentation then could all attention to its presence in the folder and explain what else we are doing. But it takes official action from you to rescind the Board's action in January before we can proceed with this. Attached to this CB is the wording of the Resolution which was proposed by the TCR committee for your approval. Please check your preference at the bottom of this page and return to SO immediately.

The mail this week has been routine - more Water Seminar mail, a letter from the Education Fund about the financing of reprinting TCReview and the usual.



League of Women Voters of Texas

612 NORTH 18th STREET

WACO, TEXAS

January 5, 1966

Dear Elizabeth:

I have heard nothing more from Lucia but if, as seems likely, she is unable to attend the Board meeting, would you consent to serving as secretary for the sessions? We simply cannot get along without a secretary, of course -- and Ivy usually has too many things to do during the meeting to be able to serve full time as the Board secretary.

I hope I can count on you to substitute for Lucia -- I think you can do the job better than any other of the Board!

See you Tuesday....

Love,

Dorothy

1/6/66

Dear Dorothy:

Just a note to say that I'll be glad to help out by substituting for Lucia if needed --

Yours
Elizabeth

League of Women Voters of Texas

612 NORTH 18TH STREET • WACO, TEXAS

ON DUPLICATE
PRESIDENTS' MAILING

February 11, 1966

TO: Local League Presidents
FROM: State Nominating Committee

When the February Texas VOTER came from the printer this week, we refused to accept it because of the shoddiness of the printer's work. Therefore, in order to meet the Bylaws deadline that requires that the report of the Nominating Committee shall reach the members by February 21 (30 days before the opening of the Convention), we are taking this means of meeting the deadline and giving you the report. The VOTER is being reprinted and will reach you about March 1 - or a little before. Will you please pass this information on to your members?

FOR OFFICERS AND DIRECTORS - 1966-1968

PRESIDENT -- Mrs. William E. Joor II
1306 Ben Hur Drive, Houston, 77024

FIRST VICE-PRESIDENT -- Mrs. T. A. Pollard

SECOND VICE-PRESIDENT -- Mrs. Robert E. Casperson

THIRD VICE-PRESIDENT -- Mrs. Herbert C. Martin

SECRETARY -- Mrs. E. R. Brownscombe

TREASURER -- Mrs. Otha C. Jones

SIX DIRECTORS:

Mrs. D. A. Ballard,
Mrs. Robert Hausman,
Mrs. James G. Lancaster,
Mrs. Francis B. May,
Mrs. Abe Rosenzweig,
Mrs. Darwin M. Winick,

1966-68 NOMINATING COMMITTEE:

Mrs. Irving Pettis,
Mrs. O. P. Clark Jr.,
Mrs. Frank A. Curtis Jr.,

Report submitted by:

Mrs. Gerald Ashford, San Antonio
Mrs. George C. Boller, Galveston
Mrs. Eugene Hughes, Houston
Mrs. Irving Pettis, State Board
Mrs. Charles M. Linehan, State Board

League of Women Voters of Texas

MRS. MAURICE H. BROWN, President



Mrs. E. R. Brownscombe
[REDACTED]

Dear Elizabeth,

We are pleased that you will continue as a director, on the state board of the League. I hope that you will continue to find it a thoroughly enjoyable experience.

We will need some biographical information about you for the February Voter.

The May 1965 Voter had a little story which you may want to change in some way or other.

Mary Fran Ballard says she would like to have enough information about each candidate to write "at least 10 scintillating lines". She said they decided not to use pictures this time.

If you would like to do a new version of biographical notes about you, or offer additions, corrections, or changes in the one that was used before, please write to Mrs. D. A. Ballard, [REDACTED] so she gets your letter before she leaves for the state board meeting.

I would like to have a copy of your letter for the nominating committee file on candidates. Thanks.

Affectionately,

Mrs. Gerald Ashford, Chairman
State Nominating Committee

February 22, 1966

Dear Beverly:

Virginia Macdonald (Mrs. Colin) and Mimi Freedman both want to be included in the gift for Dorothy and the informal luncheon on March 21st.

Florence is in the throes of getting ready for her trip to New York on Monday, so she asked me to tell you, from her, that she'd be very glad to contribute for a gift for Ivy.

Yours,



League of Women Voters of Texas

2114 SEALY AVENUE

• GALVESTON, TEXAS

February 19, 1966

TO: Brock and Nolle
FROM: Brownscombe
RE: Dorothy's farewell festivities

The "collection basket" charm is wonderfully appropriate, and I'm in favor of going ahead with it.

Peggy, I don't feel that we're setting a precedent with the amount of money we spend, for any Board getting a gift for the President will be wanting to get something that is particularly appropriate for the individual president, and the cost can be expected to vary depending upon what gift is appropriate.

I'd be in favor of a gift for Ivy also, for she's given us very good service, I think, but I've no idea of what would be an appropriate gift for her. Perhaps Betty would know or could find out.

I like the idea of the informal luncheon Monday, March 21st. And if we are to give Ivy a gift shouldn't she as well as Dorothy be a guest of honor?

February 16, 1966

TO: State Board - FROM: Breck

RE: Dorothy's Farewell Festivities

As promised, Katie and I have gotten together to submit an idea to you for a gift from all of us to Dorothy. Katie has talked with her jeweler in Midland about making a charm replica of an in and out mail basket depicting Dorothy's brain child "Collection Basket." It would be inscribed "To: Brown, From: State Board," with the date. He would make it in solid gold for just about cost, between \$50 and \$75, which would run us no more than \$5 each. She wears her charm bracelet so much, we thought she would enjoy it. Does anyone have a better idea? Would you like for us to arrange for an informal luau on Monday, March 21st? I am, of course, including Lois in this correspondence. Can you think of anyone else who needs to be in on this? Please let me hear from you by return mail!

February 18, 1966

to: Brook et al
from: Nolle
re: Dorothy's farewell festivities

Although the idea is real cute, the amount is way out of line with what we have done in the past and I feel it is an unwise precedent. My feeling is that \$2.50 to \$3 would be much more in line. Moreover, in the past we have given a small present to the Executive Secretary. Could we get a prefab charm for less? If not, I would feel much more comfortable and League-like with a less expensive gift.

The lunch idea is fine. And, of course, I will pay whatever the rest of you agree to.

League of Women Voters of Texas

MRS. MAURICE H. BROWN, President



February 19, 1966

Mrs. E. R. Brownscombe

Dear Elizabeth:

I wish to personally thank you for agreeing to accept nomination as Secretary to the state Board for the 1966-68 biennium. I am not sure that this is your first preference, but it is certainly a portfolio that needs you very much.

The duties of a Secretary are not so heavy that they will occupy your talents sufficiently, I should think. We would like to assign another portfolio but not a heavy one. Is there any one that you prefer? We have not assigned portfolios but will do so as soon as appointed Directors have been selected. So if you have a preference, let me know soon.

I should like to congratulate you on your editorial corrections for TCR. You have done a thorough and excellent job. It will be most helpful to the final editing.

The Post-Convention Board Meeting Agenda will be sent later.

Sincerely,

Ruth Joor

Mrs. William E. Joor

Thank you for your letter

*I do feel a public job of it. I am sure
now I can do it - (I - I) & if so I'd
be glad to continue it*

W. Joor

[REDACTED]

Mrs. William E. Joor,
[REDACTED]

Dear Ruth:

Thank you for your nice letter.

I've never thought of myself as a secretary, so I was surprised when Carol wrote that the nominating committee wanted me for that. It will be interesting work, I'm sure, but it is rather stylized, so for my other job I'd prefer one that offers more opportunity for originality and imagination.

In fact, I'd like very much to continue with Local Program as my second assignment. This would not be a heavy job, I believe, but there are some things I'd like to do which I didn't get done this year.

I do feel that the Publications tabulations should be continued and it occurs to me that the new Publications chairman may not be interested in doing this, and if so I'd be glad to continue it -

Yours,

Mrs. E. R. Brownscombe

Feb. 28, 1966

Dear Elizabeth,

Congratulations on some
well-deserved recognition. I
was delighted to see such
good public relations for
the League at Atlantic.

Sincerely,

Pauline Neff.



League of Women Voters of Texas

612 NORTH 18TH STREET • WACO, TEXAS 76707

March 4, 1966

TO: Frashner, Winick, Ballard, Brownscombe
FROM: Linehan
RE: Little Meeting F/S assignments

I have assigned each of you to help the F/S core committee in handling the Little Meetings on Inter League Cooperation and Area Leagues as follows:

Pettis - Winick
Pollard - Brock
Egler - Ballard
Braunagel - Frashner
Linehan - Brownscombe

Beverly knows so she is not included in this memo.

We'll get some information to you. Everyone has the same material in their files. Lois's two reports that are included in the Workbook I, the Organizing Leagues Handbook, the memo on little Leagues from National. So we all start from the same place. The first ones named are the leaders, the others the 'helpers' - and I hope you will participate in the discussion part - and in recording. O.K.?

I have suggested that we start with questions to the delegates as to what are their most vital problems? Then, discuss to see if they think some sort of cooperation might possibly serve as a partial solution, at least, to some of them. I suggested this to Lois. This way they might talk themselves into something. What do you think?

*Read the article about you
& the LWV - in the Atlantic
Co. publication. Nice -*

Feb. 28, 1966

Dear Elizabeth:

I had planned to write the new Sec'y and offer help. ~~and~~ after finding out who the new Sec'y is and after seeing those beautiful minutes all I can say is Gee! How wonderful.

I have minutes here back to 1958; do want all of them or how far back do you want me to bring to you in Ft. Worth? I have sometimes looked back 2 years just to see what happened at last Council or something. I tried going back 4 and found it was of no value.

Ruth and I have been out several times hunting for a place for the new State office; we are both ready to resign and let them put it someplace else!

This is my rest period....or coffee break....got to get back to filing and sorting LWV stuff. I wish someone would get a short course on an easy way to keep LWV material under control.

Lucia

3/17/66

Dear Lucia:

Thank you for nice letter. and any hints you can give me about minutes I'll sure be glad to have - I feel like the rankiest amateur.

I'd like to have the minutes back to 1958 if it's convenient for you to bring them to Ft. Worth. I could have used 1960 minutes a couple of times when I was struggling over the January Bd ones.

Now it's back to the reading of record

How to Write your Elected Officials

The public officials who represent you depend a great deal upon hearing from their constituents. The quantity and quality of their mail has been known to reverse many votes, and it is always an important factor in their voting.

THERE IS AN ART TO WRITING THESE LETTERS

HERE ARE THE FUNDAMENTAL DO'S

- DO** make your letter legible. Type if possible.
- DO** be concise and brief. Write about only one issue.
- DO** use your own words. Don't let anyone else write your letter.
- DO** sign your name legibly and give your address.
- DO** address him correctly, using the accepted forms.
- DO** be courteous and reasonable.
- DO** write to give him your appreciation when he does something of which you approve.
- DO** write early in the discussion of a subject.
- DO** feel free to write committee chairmen or a member of a committee not from your District.

The correct salutation for letters to officials is:

President of the U. S. The President
The White House
Washington, D. C. 20500

My dear Mr. President:

Vice President The Vice President
United States Senate
Washington, D. C. 20510

My dear Mr. Vice President:

Senator The Honorable (full name)
United States Senate
Washington, D. C. 20510

My dear Senator (last name):

Representative The Honorable (full name)
House of Representatives
Washington, D. C. 20515

My dear Mr. (last name):

Member of the Cabinet The Honorable (full name)
The Secretary of State
Washington, D. C.

My dear Mr. Secretary:

THERE ARE A NUMBER OF THINGS YOU SHOULD NOT DO

- DON'T** begin "As a citizen and a taxpayer."
- DON'T** apologize for taking his time.
- DON'T** say "I hope this gets by your secretary."
- DON'T** be rude or threatening.
- DON'T** send a carbon copy to your second Senator or Representative. Write each individually.
- DON'T** write to the members of the House when the bill is still being considered in the Senate, and vice versa.
- DON'T** ignore your legislator and write to one from another District.

LEAGUE OF WOMEN VOTERS OF TEXAS
8413 HUNTER'S CREEK DRIVE
HOUSTON, TEXAS 77024

5c each, \$3.75 per hundred

1966

Governor

The Honorable (full name)
State Capitol
Austin, Texas 78711

My dear Governor:

State Senator

The Honorable (full name)
The Senate
Austin, Texas 78711

My dear Senator (last name):

**State
Representatives**

House of Representatives
Austin, Texas 78711
The Honorable (full name)

My dear Mr. (last name):

Mayor

The Honorable (full name)
City Hall

My dear Mayor (last name):

Councilmen

Councilman (full name)
City Hall

My dear Mr. (last name):

**County
Commissioners**

Mr. (full name)
County Commissioner
Precinct No.
County Court House

My dear Mr. (last name):

The closing for all letters except to the President is: Sincerely yours. For letters to the President the closing is: Very respectfully yours.

The purpose of the League of Women Voters is to encourage political responsibility through informed and active participation of citizens in government.

57A
Return
\$9.370

HOW to WRITE Your



ELECTED OFFICIALS



1420 El Campo Drive,
Dallas, Texas 75218
March 3, 1966

Dear Dorothy:

I discovered last night, to my horror, that our beautiful "How to Write Your Elected Officials" has an error in it--a transposed line on the last page in the address for State Representatives. It should have been:

The Honorable (full name)
House of Representatives
Austin, Texas 78711

I saw Mr. Wofford (with whom I've been dealing at the Melton Printing Company) first thing this morning. We amicably examined the situation and found that the original copy I gave them was correct and free from error but that on the first proof this error had been present and neither I nor Mr. Wofford had caught it. (It was, of course, my business to catch it). He could not find the second proof, and I couldn't remember whether I had corrected this error on that or not.

Mr. Wofford talked with Mr. Melton, and the decision, which I think is very fair, is to re-run the 5000 copies after the correction has been made and to charge an amount, less than \$100, which I expect will not quite reimburse them for labor and materials. While I was there Mr. Wofford made the correction on the copy they will photograph. Mr. Wofford says that you will receive the new shipment this coming week, before Saturday, the 12th, and that he'll personally see to it that these are bundled into approximate 100's.

Mr. Wofford will send the bill to me, and I will pay it. It is only fair that I should do this, Dorothy, for I should have been a better proofreader that first time, and after that second proof, which had some errors on it, I should have insisted on checking a third proof, or as many more as would have been necessary to come to one that had no errors on it. I did suggest a third proof to Mrs. McLeod (with whom I dealt the day I did the second proofreading) but she was sure it wouldn't be necessary and I let her persuade me.

Well, I've learned two valuable lessons: (1) keep on checking proof until you get one that has no errors, and (2) deal with a reputable, gentlemanly firm, as is Melton's. And I suspect there's a third lesson, too--have two people read proof independently, as Janice and I did at Nystrom's on BLUEPRINT.

I should think that Kay would not need to show this second transaction on the books at all--but only the original shipment for which the League pays Melton's.

Yours,

VIA AIR MAIL - SPECIAL DELIVERY

27B

1420 El Campo Drive,
Dallas, Texas 75218
January 8, 1966

Mrs. D. A. Ballard,
402 Wisteria,
Lake Jackson, Texas 77566

Dear Mary Fran:

I've had a letter from Carol Ashford re furnishing further biographical details for the February TEXAS VOTER, and I'm mentioning several items so that you'll have a variety from which to choose what you want to use. At her request I'm sending her a carbon of this letter for the nominating committee file on candidates.

I'm a native of Oregon and was educated in the public schools of Salem, the state capital. My first remembered contact with state government was the visit the high school civics class made to the legislature when it was in session and the shock we all had at seeing legislators loquacious with their feet propped on their desks, eating peanuts and scattering the shells, carrying on conversations, and nobody apparently paying attention to the man who was speaking! Legislative decorum has improved a lot since then!

At the end of my Freshman year at Willamette University in Salem the family became Californians. I graduated from Pomona College, in Claremont. My major in college was English, but I was equally interested in history, political science and public speaking. My extra-curricular activities included membership on the debate team, edition editor of the college newspaper, and membership in Allah Sand Stalk, an organization for perpetuating the memory of Alice in Wonderland and Stalky and Company.

I knew I didn't want to teach, library work didn't appeal to me because I'd observed that librarians had little time to read --so I went to business college in Los Angeles and found that my college education (including summer courses in typing, shorthand and accounting) was a real help. My job experience after finishing business college included secretarial work for a building and loan association, for the Los Angeles County assessor and for the Pomona, California, field office of the Bureau of Plant Industry of the U. S. Department of Agriculture.

Gene and I were married at Cold Spring Harbor, Long Island, N.Y., and it was there I first became acquainted with the League of Women Voters. I later held various positions with the Delaware County LWV, Penna. (a suburban county to Philadelphia) and when the Atlantic Refining Company transferred Gene to Dallas in 1942 I became a member of the Dallas League. Of that I've been first vice-president, program vice-president and chairman of various resource committees. In 1944-45 I was president of the League of Women Voters of Texas.

Ballard - 2

January 8, 1966

Our son Tom, just turned 20 and happy that now he can no longer be called a teenager, is a Junior at M. I. T., majoring in organic chemistry. Gene is research scientist in the Production Research & Development Dept. of the Atlantic Refining Company, so Tom's interest in science seems natural.

Gene and I are members of the First Unitarian church of Dallas, and I've been active in the Alliance (the women's society) usually in preparing programs for the monthly meetings. One year I was chairman of the Resolutions Committee of the national organization of the Alliance. A noteworthy accomplishment of our committee was to streamline the time-honored form of resolutions by eliminating the "whereas" clauses since they were stated in the body of the resolutions anyway.

Both my and my husband's family were campers from way back and devotees of the magnificent scenery of the West, and Gene and I have carried on this interest, spending our vacations since Tom was three years old in national parks, national monuments and national forests and, until the last few years, camping out.

Gardening has always interested me,--vegetable gardening, though, rather than flowers--but after many years of Texas summers I've pretty much given up that interest.

I enjoy reading, both for serious and non-serious purposes. For recreation I'm presently reading The American Heritage History of the Great West and, in a lighter vein, I've just finished Going Around in Academic Circles, the latest by Richard Armour.

Yours,

Mrs. E. R. Brownscombe

CC: Mrs. Gerald Ashford,
Chairman, State Nominating Committee

STATE PROGRAM

STATE PROGRAM 1964-1966 Printed, 6 pp. 5¢
100 copies \$4.50

Flip chart of general information
on the four state program items and
on choosing and working on state
League program.

State Program 1964-1966 (as revised 2¢
at 1965 Presidents' Council)

State Program 1964-1966 (as adopted 2¢
at 1964 convention)

How We Get Current Agenda and 2¢
Continuing Responsibilities 1960

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Single copy \$
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A layman's survey of city, metro-
politan, state, regional and federal
planning; discussion of some key
planning issues and of what is being
done in Texas. Indispensable for
this year's work on state-local
relations.

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Single copy \$4.50
50 copies \$7.50
100 copies

Discussion of the uniform structure
and varied functions of county gov-
ernment in Texas. Basic for under-
standing present county government.

THE COUNTY THAT IS--OR IS NO MORE 1964
Printed, 4 pp. Single copy 10¢
100 copies \$3.50

This leaflet questions the adequacy of present county government in Texas and suggests changes in the relationship of state and local governments.

THE COUNTY THAT COULD BE
1964 Printed, 4 pp. Single copy 10¢
50 copies \$4.50
100 copies \$7.50

General information on the Model County Charter of the National Municipal League, local government provisions of the Alaska constitution and county reorganization in Texas. This leaflet supplements the 1963 publication, NEW FACES.

NEW FACES 1963 Printed, 4 pp. 10¢
Brief explanation of new patterns of local government in various states and trends in Texas affecting local government. Together, this leaflet and THE COUNTY THAT COULD BE present a comprehensive review of significant developments in local government.

MAKING SENSE 1963 Printed, 4 pp. 10¢
A survey of local government financing in Texas, the general property tax, the assessment program and possibilities for increasing revenue to local governments.

League Member's View of Alternate Forms of Local Government 1964, 4 pp. 8¢
First-hand information about Los Angeles, Nashville, Miami, Boston and three other cities from League delegates to the 1964 National Convention.

April 6, 1965

To: Brown, Freedman, Baden, Brock, Ballard
From: Brownscombe, Publications Chairman
Re: Publications deficit (Collection Basket 4/2/65)

In my Publications article for the April State Board report I did the best I could to plug sales of TEXAS PROSPECTS. And after that I did some figuring as to sales needed to make up the \$491.56 deficit. Approximately 1250 TEXAS PROSPECTS had been sold to local Leagues by the end of February. (This includes the mailings to local League presidents, vice-presidents and publications chairmen). Almost 2000 more (1968, to be exact) would need to be sold in order to make up the deficit of approximately \$500. The "cream" of the sales has been skimmed, I expect, and future sales will go much more slowly.

It seems to me to be virtually impossible to sell 1968 more TEXAS PROSPECTS before Lois would be going to Washington, so I began hunting for other possibilities and came up with the following "brain storm".

I wonder if instead of going to Washington Lois, Dorothy, Miss Urban (and possibly another member of National's organization staff) could have a so-called "telephone conference". I know that industries do this sort of thing and that it saves a lot of money and time. There would have to be much advance preparation, of course, with Lois writing to Miss Urban exactly what questions she wanted answered and what matters she wanted discussed and with Miss Urban being furnished with all of the pertinent data and background information. And both Lois and Miss Urban would need to have before them when they were talking, detailed listings of what they wanted to say. I'm guessing as to cost, but if the conference could be held when the evening rates are on, I expect there could be a great deal of discussion and problem solving, by telephone, for \$100 or so. It might take two conferences, but it seems like both could be done for around \$100.

Maybe this will spark some other ideas -

File

July 7, 1965

✓
To: Brown and Ziegler ✓

From: Brownscombe

Re: Material from Hannah Daniel about finance and publications
sales

When Virginia Macdonald told me of the Minneapolis League's success with selling publications and offered to send me the material about it before sending it to Dallas President Fran Faris, I jumped at the chance. I had two copies made and am enclosing one for each of you. It seemed to me there might be possibilities in the Minneapolis plan which we can utilize either as a state League or as something to tell local Leagues about.

1420 El Campo Drive,
Dallas, Texas 75218
August 3, 1965

Dear Dorothy:

I'm very, very sorry Mimi has resigned. We lose one of our hardest working, most capable and most creative people. It's been so helpful to be able to pick up the phone and talk to her about various phases of publishing (a field in which I've had almost no experience). Also, I've thoroughly enjoyed getting reacquainted with her these months on the state Board.

I think it wise to handle the vacancies as you've suggested: i. e., not appointing a vice-president for the rest of the year and appointing someone to fill the PR portfolio only.

I'm afraid I'm no help in rating the five people you suggested for PR chairman, for I don't know any of them. I've corresponded with Mrs. Duckworth re the Victoria local program item, but I know nothing of her PR capabilities. With both Mrs. Merritt and Mrs. White moving to Louisiana, I expect that Mrs. Rotthoff will be essential to the Brownsville League and their need would be greater than ours. Mimi doesn't know Mrs. Rosenzweig or Mrs. Duckworth, but she says that any of the three--Rotthoff, Martin or Miller--should be a good PR person. However, she'd been hoping to get Cris Miller to be the Fort Worth chairman of the convention.

How about Mary Glade or Connie Curtis, of Fort Worth, or Winifred Schwind as convention chairman? Perhaps one of them would be available to do a spot job such as this. Then the way would be cleared to ask Cris Miller for PR. From my point of view as publications chairman, it would be real helpful to have the PR chairman quite close to Dallas.

I wish this was of more help -

Yours,

Elizabeth

[REDACTED]

Dear Beulah:

I'm so glad that you're not moving out of the state and thus off the State Board. And I'm delighted that the throes of moving won't keep you from the June Board meeting.

I've a dim recollection, from the post-Council Board meeting, of your mentioning sending me the local program part of the LQ's annual reports for 1964-65. If I didn't just dream this up, maybe you could bring these to the forthcoming Board meeting.

Be seeing you at Love Field Tuesday morning -

Yours,

Elizabeth

1420 El Campo Drive,
Dallas, Texas 75218
May 22, 1965

Dear Dorothy:

I'd like to come to Waco on Thursday, the 27th, if it's convenient to "you all" in the state office, to finish compiling the list of local League programs for several years back.

I'd arrive at the office about 10:30 Thursday morning and would stay at the Trade Winds Motel.

I know the office will be very busy, but I know my way around in the files that would concern me, so I think I can avoid being distracting to the rest of you -

Yours,

27B

TOWARD BETTER ANNUAL MEETINGS

It's the February Board meeting of the League of Women Voters of Our Town, Texas, and ^{the} discussion centers on how to have an Annual Meeting this year which will be the best we've ever had.

The things that must be done at an Annual Meeting are standard--various reports, budget, bylaws, local program, election of officers and directors--and they may be accomplished in a routine, no-frills, cut-and-dried fashion which gets the job done but brings out attendance of only the most interested, most faithful League members.

Ideally, all the League members in Our Town would be so enthusiastic about the League that they would come to the Annual Meeting no matter how prosaic it was. But, as any Board of Directors knows, League members are not, in that sense at any rate, ideal! And perhaps it is well that they are not, for in trying to improve annual meetings we will be keeping bright those qualities of inventiveness and resourcefulness which are so useful in all other League work, too.

The purposes of the Annual Meeting are serious and important. It is then that we take stock of what we have done in the past year and chart our course for the year to come. The decisions made at the Annual Meeting to a great extent will decide, for the coming year, how important the League will be to Our Town and how satisfying it will be to be a member of the League.

But there is room for imagination and humor in the way information is presented at the Annual Meeting. Consider, for example,

the budget--

"Presenting the budget to the member is really a salesmanship job. It deserves careful planning in advance, for if done imaginatively and in lively fashion it sells the membership on more than the adoption of the budget; it often sells them on working actively on the League Program and in the League finance drive as well."

The above quotation, from page 16 of National's recent THE ART OF SPENDING MONEY FOR THE LEAGUE OF WOMEN VOTERS, introduces a most enlightening and enlivening discussion on presenting and adopting the budget. Almost a page is devoted to suggestions for presenting the budget at the Annual Meeting.

Two essentials of good budget presentation are to have the budget on display where all can see it during the meeting and to present an explanation of any item whose meaning or scope is not self evident....Some Leagues have copies of the budget and explanations, originally published in the VOTER, to give members as they come in to the meeting....Other Leagues have the budget printed, large enough for all to see, on poster board or a blackboard. The printing on poster board becomes food for conversation when the budget is cut up in a few jigsaw-puzzle-type pieces only one or two of which are in place until time for budget consideration, when the other pieces are added....Or a budget printed on poster board may have ribbons leading from key items to several members --sitting in the front row, please--each of whom gives the explanation of and answers questions about the item whose ribbon she holds.

Let us, in whatever plans we make, keep in mind this sobering sentence from the National publication: "There is no limit to what a fertile imagination can dream up, but at no time should the pre-

sentation rather than the budget itself become the major attraction nor should the 'props' be allowed to obscure the basic ideas which the budget committee wishes to get across."

Presentation of proposed local program can often be made more vivid, too, through posters, flip charts, flannel boards, slides, graphs, enlarged reproductions of pertinent reports, etc.

...An item which is the latest in a series on one topic-- schools, for instance--can be represented on a poster as a step on a stairs leading upward to "Better Schools for Our Town", the lower steps being previous program items on schools.

...A skit can be very effective. At an Annual Meeting several years ago of the St. Louis LWV a skit was presented that was as clever and amusing as its subject, "the problems of St. Louis, was serious."

...The pros and cons of a problem in county government were dramatized as a domestic tragedy, with a "marriage counselor" suggesting as a solution the proposed local program item (formation of a citizens' group to study the problem and the several solutions possible under the state constitution).

...A League in California showed slides of unsanitary and unsightly conditions as part of the presentation of a proposed program item on municipal sanitation services.

...Appropriations for the public library, shown graphically as a few cents per capita, helped the presentation of a proposed program item on library support.

January, 1966

Very important to the success of the Annual Meeting is having a timed agenda, carefully worked out by the Board and faithfully adhered to at the meeting itself.

Leagues in general find that the most satisfactory agenda is one which allows a minimum of time for routine matters and a maximum for matters--such as the budget and the proposed local program--which take considerable explanation and evoke $\frac{1}{2}$ discussion. Bylaws changes and the treasurer's report may, on occasion, require more than the routine amount of time, but the Call to Order, appointment of a parliamentarian, a timekeeper and tellers (if these are to be used) and adoption of the order of business will usually take only a few minutes. The report of the nominating committee, nominations from the floor and the election itself customarily take but little time also.

Many Leagues no longer schedule a reading of the full minutes of the last Annual Meeting but use a summary instead. And in place of individual committee reports Leagues frequently have a comprehensive report by the President, covering all aspects of League work and achievement during the past year and utilizing visual aids, and maybe a "gimmick" or two, in the presentation.

Leagues which have a convention-type Annual Meeting with presentation of local program proposals (both recommended and non-recommended) in the morning and voting on them in the afternoon, often have the President's report as the high point of the luncheon between the two sessions.

The use of the block of time allotted on the agenda for proposed local program requires Board planning also. *Don't forget to* A few guidelines, presented to the Annual Meeting for their approval, are *use some of this time for non-recommended items! -- sometimes they get adopted....*

January, 1966

useful in achieving fruitful discussion of program proposals.

Rules commonly used are: alternating of pro and con speeches on an item; limitation on length of speeches; and no person to speak a second time before everyone else who wants to speak has spoken once....

To sum up, a successful Annual Meeting begins with careful planning by the Board and includes

- ...a realistically timed agenda faithfully adhered to
- ...minimum time for routine matters, maximum time for matters such as budget and local program
- ...imaginative handling of reports, budget and local program, but not to the extent that "the tail wags the dog"
- ...guidelines to promote fruitful discussion of program proposals.

And after you have had your best-ever Annual Meeting, 1966, do take time to jot down what seemed particularly successful and what could be improved on--for the guidance of the Board next February when it will be planning an even better Annual Meeting for 1967! *the following?*

THE LOBBYISTS

(A series of six articles by Allen Duckworth, Political Editor of the DALLAS NEWS, which appeared in that newspaper September 10 - 15, 1961. Reprinted by permission, by League of Women Voters of Texas, 1966.)

Pressure Applied by Trade Group

Texas lobbyists, in sworn statements, have reported the spending of more than \$77,000 for "direct communication" with the state's legislators this year.

This represents a mere bagatelle of the cost of lobbying, which is a multi-million dollar business these days.

This doesn't mean that millions are spent in an under-the-counter, sinister manner. Lobbying has grown with the growth of big state government. It is part of the democratic system. Citizens and business have a right to be heard in the consideration of new laws.

Lobbying today is no longer of the "beef and bourbon" variety. The successful lobby doesn't put the pressure directly; it usually comes from back home. Most of today's lobbying is through trade associations with permanent offices in Austin.

Expenses are tremendous. A top-flight lobbyist has to pay for office space, stenographic help, research, phone calls to the people he represents, often in other states. His bill for Texas Legislative Service, providing texts and status of bills, will run from \$1,000 to \$1,500.

* * *

GOV. PRICE DANIEL, during the legislative sessions of 1959 and this year, frequently denounced the "arrogant" lobbyists as those who were blocking his program.

The governor wants to tighten up the lobbying laws, says he will submit the topic at the next special session, either this fall or in January.

Texas first started "regulating" lobbyists in 1957, when a law was passed requiring all persons appearing before committees or making direct approaches to legislators in behalf of a bill's passage or defeat, to register with the chief clerk of the House of Representatives.

All persons spending more than \$50 for "direct communication" with members during sessions also are required to file expense statements.

Gov. Daniel doesn't believe the registrations reflect the true background of the lobby. For instance, a hundred businesses can contribute to a lobbyist's expense activities, but only the lobbyist's name appears on registration, along with the name of some association or company he represents.

* * *

MANY CITIZENS think of lobbyists as men with big cigars handing out hundred-dollar bills.

There have been abuses, some of them within the last few years. But they seldom involve the professional lobbyist. The scandals involved "amateurs."

Legitimate lobbyists avoid the "businessmen" of the legislature like a plague. ("Businessman" is a term used in Austin to refer to a legislator who would take an outright bribe.)

There is still a small stable of lobbyists who swarm onto the House and Senate floors at noon recess, rounding up members for a free lunch. They spend their money, but this isn't the way many votes are influenced nowadays.

There are still a few who will call members off the floor during sessions to discuss legislation. This is old hat.

A successful Austin lobbyist, who seldom goes near the capitol, put it this way:

"A lobbyist who has to call a member off the floor to find out what's going on has rigor mortis already setting in on him. The real lobbyists can count a vote in a committee, or on the House or Senate floor, before it is taken."

* * *

THE BIG PRESSURE comes through the trade associations before votes are contemplated. It sometimes dates back to election campaigns. Members don't forget who their friends were in past elections, where their support will come from if they run again.

Big business lobbyists, in the last decade, have taken tips from schoolteachers, who have one of the most powerful lobbies. The teachers are well organized. When their lobbyists in Austin pass the word, they know how to shower members with phone calls, telegrams and personal visits.

Votes still change overnight. But the changes are more likely to be the result of calls from back home, rather than direct communication with members by lobbyists.

The trade associations have grown tremendously in Austin in the last few years. Back in 1930, there were only 26 such groups. Today, there are 171.

Thirty-six associations own their headquarters buildings.

The "interests" range from teachers to truckers, chemicals to cemeteries, builders to brewers.

* * *

ABUSES REMAIN and probably always will to some extent. Lobbyists themselves, however, have at times contributed to reforms. The best example is the reorganization of the Insurance Department after a series of scandals. The insurance lobby deserves a large degree of credit for the reform laws.

Through well-informed lobbyists, the legislators receive valuable information. There also is something of a checks and balances angle: The truck lobbyists against the rails; the power companies against the rural co-ops, home builders against oil companies on city annexation laws.

There remain some doubtful "customs" involving lobbyist spending. Legislators themselves "use" the lobby to help buy presents for the House speaker each regular session; to help honor a Senator when he acts as "Governor-for-a-day."

There are members who will throw a party, call lobbyists and ask them to send over a couple of cases of liquor.

The opportunities for free-loading are limitless, if a member is so inclined. And he is never named in the expense statements. Lobbyists merely file the amount they say they spend, don't list the names of members they entertain. Furthermore, they don't have to include campaign contributions on these reports or money used to communicate with members while the legislature is not in session.

Influence Can't Be Gauged By Filed Expense Accounts

Expense accounts filed by lobbyists do not necessarily reflect their degree of influence.

Neither do they show the names of members of the legislature involved in expenditures.

All persons who appear before committees, or communicate with members in behalf of legislation or again it, during sessions, must register.

This year, 3,153 persons registered as lobbyists.

Those spending more than \$50 for direct communication with members are required by law to file expense statements. They merely list the total amounts spent. This statement doesn't include campaign contributions or any money spent on members while the Legislature isn't in session.

There were 235 lobbyists who filed expense accounts this year for a regular and two special sessions, and they reported a total of more than \$77,000 for direct communication. This is regarded largely as entertainment.

MORE THAN half of the direct communication expenses were listed by oil and gas, telephones, power utilities, railroads, motor industry and beer and liquor. Together, they spent \$47,740.61.

Each of the groups spent more than the three lobbyists for schoolteachers swore were their expenses, \$1,135.26.

The teachers came out well, however, with a special session being called to give them nice salary increases. Teacher, through their association, have employed a technique being copied by industry and big business: The most effective lobbying isn't over a beefsteak and beer in Austin; it is through pressure from back home. Looking toward next election day, legislators can't well ignore the hundreds of teachers in their districts, supported by sympathetic parents.

Oil and gas was the biggest spending group in sworn reports, a total of \$16,234.54.

Biggest spender in sworn reports was E. H. Foster of Austin, representing Phillips Petroleum, Phillips Chemical and Phillips Pipe Line Co. He listed \$1,137.29 for each of the three clients, or a total of \$3,411.87.

"Judge Foster," as he is known, has elaborate buffets in his hotel suite. They are open two days a week for senators, two other days for House members. A House member reports that senators receive more expensive cigars.

SECOND LARGEST reported spender for this year was Bailey Jones of Austin, representing Lone Star Gas Co. of Dallas---\$3,407.65.

Jones is one of the most popular lobbyists in Austin, has probably bought more breakfasts than any other Texan in history. For years, he has presided each morning at a large table in the Stephen F. Austin Hotel coffee shop. He buys from 20 to 30 breakfasts each legislative morning. Some members wait to be invited, others just pull up a chair, order their meal and allow it to be added to Bailey's long check.

There are only 31 senators, as against 150 House members, so the breakfast check picked up by Preston P. Mangum of Dallas is much smaller. He represents Lone Star, also, and buys senator breakfasts, also at the Austin. Mangum swore his spending was \$826. Too, he has a rival in the morning entertainment of senators in the person of Weaver Moore, who filed an expense statement of \$1,351.81 as a representative of Texas Motor Transport.

Claude C. Wild of Austin, representing Humble Pipeline, filed a \$2,410.40 account. Harris M. Winfree, working for Gulf Oil, said he spent \$792.40.

William H. Abington, lobbyist for Texas Mid-Continent Oil and Gas Association of Dallas, had an \$850 account. B. M. Britain of Amarillo, Southwestern Public Service Co. of Amarillo and Natural Gas Pipeline Co. of Chicago, filed a \$734 statement. He is regarded as one of the most powerful of gas lobbyists. Fourteen other lobbyists for oil, gas and pipelines, filed lesser amounts.

SECOND BIGGEST spenders, as a group, represented brewers and the hard liquor industry, which spent \$14,928.87.

Homer Leonard of Texas Brewers is a former House speaker, with a great personality. He probably has had more personal contact with members than any other lobbyist. Leonard's speciality is catfish parties on his lake lodge near Austin. His expense statement was \$4,151.20. Other big spenders for breweries were Burt Sommers, \$3,508.04; D. H. Buchanan, \$2,879.81.

The motor industry (trucks, buses, etc.) had reports from 11 lobbyists for total spending of \$7,602.52. Biggest spenders were Jack C. Bryan, \$2,553.95; Jim T. Sparks, \$2,402.20, and Weaver Moore, \$1,351.81, all representing Texas Motor Transportation Association. Marvin Blakley, Jr. of Dallas, East Texas Motor Freight Lines, Inc. was at the bottom of the list with total expenses of only \$13.79.

Railroads, represented by 13 registered lobbyists, reported total spending of \$4,830.25. Biggest spender in the reports was Fort Worth & Denver, \$673.15.

The power companies' lobbyists reported total spending of \$1,974, and Texas Power & Light of Dallas accounted for \$985.55 of that. A lone lobbyist for West

Texas Utilities reported spending \$1,672.65 two years ago. This year, West Texas Utilities had 14 registered lobbyists for a spending total of only \$323.05.

ALTHOUGH REPORTS are required for spending totals of more than \$50, those who registered as representing Southwestern Bell Telephone Co. made detailed reports. Thirty-one registered as lobbyists for Bell for a total spending of \$2,170.13. Many of those who registered evidently were district managers from various parts of the state in Austin for brief visits.

Warren Hatfield of Dallas, top lobbyist for Southwestern Bell, said he spent \$1,257.55. Smallest spender for Bell was E. E. Scruggs of Houston, who filed 75¢.

Labor, which is growing in power in the Austin lobby, listed a total of only \$768.45 for five lobbyists for AFL-CIO.

Texas Association of Fire Fighters, who have made gains in wage-working condition legislation, spent \$1,118.42. Tom Pinckney, Austin fireman who donates off-duty time to lobbying said most of the money was spent for meals for members.

John Osorio, Austin lawyer who was on former Gov. Allan Shivers staff, was a big spender. He filed a total of \$1,824.74 as lobbyist for Sears Roebuck, Retail Furniture Association of Texas and Investment Bankers Association of America.

A conservative spender from Dallas, Austin F. Allen, representing Employers Casualty Co., filed \$3.60.

Many Ex-Legislators Get Lucrative Jobs in Austin

Old legislators, unlike Gen. MacArthur's legendary old soldiers, eventually die ---but before their dire day, many embark upon lucrative careers as lobbyists in the Texas state capitol.

Well-paid lobbying jobs are seldom passed out to stumble-bums as rewards for voting "right" while in office. The fellows who get the good lobbying jobs after retiring from the Legislature (voluntarily or because of election day mishaps) are those with the know-how of legislative processes, the ability to organize and present a case effectively in behalf of the people they represent. The modern lobbyist is expected to stay sober, keep his hands clean of scandal, have the respect of legislators.

The list of former legislators who have graduated into the lobbying business is long.

FOUR FORMER Speakers of the House are now lobbyists:

Homer Leonard is the No. 1 lobbyist for Texas brewers and is perhaps the most effective of his trade in Austin.

Claud Gilmer of Rocksprings is a telephone lobbyist (Southwestern Bell and his own local system. Gilmer also is a rancher and local bank president).

Reuben Senterfitt of San Saba, one of Texas' few 2-term House speakers, got the governor bug in 1956, placed fifth in a 6-man race and took up lobbying. He now represents Texas Power & Light Co., Dallas, and Texas Electric Service, Ft. Worth.

W. D. Reed of Dallas, another former speaker, has been an infrequent Austin visitor this year because he has been graduated largely to bigger time in Washington.

For years Reed was almost a permanent resident in Austin during legislative sessions, as lobbyist for Budweiser beer, theaters, Safeway Stores, Texas Association of General Contractors.

There are some who say another former speaker, Gov. Price Daniel, should come under lobbyist registration because he lobbies for his program.

FORMER STATE senators are successful in the lobby:

Ex-Sen. Johnnie B. Rogers of Austin has been doing right well since his defeat for re-election a few years ago. He is a spender for the Texas Brewers Institute, has other clients, such as morticians.

Searcy Bracewell of Houston, who tried for the U.S. Senate in 1959 and finished fourth in the special election won by Ralph Yarborough, is lobbyist for Gulf States Utilities and "Citizens for a Sales Tax."

Weaver Moore is an old-time senator from Houston, always eager to pick up a member's meal check and further the motor transport interests.

Former Sen. Jimmy Phillips of Angleton quit public life to become a lawyer for Dow Chemical, Freeport, but he shows up in Austin as a lobbyist for Dow, though he sometimes denies it and people laugh.

Gen. James E. Taylor is adjutant general of Texas, making him head man in the National Guard. He is an ex-senator and is "on leave" as lobbyist for the Motor Transport Association of Texas. His comrade-in-arms, Maj. Gen. Carl Phinney of Dallas, commanding general of the 36th Division, has been active in past years as lawyer-lobbyist for trucks and buses. He is a former chief clerk of the Texas House.

John S. Redditt, former senator from Lufkin, former member of the State Highway Commission, former member of the Committee on Higher Education, and presently a University of Texas regent, is one of the smoother operators in the blue ribbon section of the lobby, looking after Gulf Oil Corp. of Houston and Houston Natural Gas.

Former State Sen. G. C. Morris of Greenville, who gave Speaker Sam Rayburn a brief election night fright in the 1944 Democratic primary (18,736 votes to Mr. Sam's 24,507), also has been identified with the motor industry, representing Texas auto wholesalers.

Ottis E. Lock of Lufkin, often called "Honest Ottis" while in the Senate, sometimes shows up in Austin to look after the Kurth interests. When he was governor-for-a-day, as president pro tem of the Senate, Lock insisted that all the expenses of his party and his gifts be from his folks back home; demanded that no bite be put on the lobby, as sometimes is done for such events.

SOME FORMER House members now in the lobbying business:

William B. Abington, Fort Worth, pleads the causes of the Texas Midcontinent Oil & Gas Association of Dallas, is regarded as a top-flight lobbyist.

H. J. (Doc) Blanchard, Lubbock, a brilliant legislator who quit after last session, represents the Texas Water Well Drilling Association.

Callan Graham, an old rock of conservatism in the House, is representative of the Texas Good Roads Association.

Preston P. Mangum is a former floterial representative for Dalls, Rockwall and Kaufman Counties. He can call the legislative turns with amazing accuracy as a lobbyist for Lone Star Gas Co., Dallas. He buys breakfasts for senators in the Stephen F. Austin coffee shop each legislative morning. Between sessions, Mangum lives in Rising Star, Eastland County, where he is justice of the peace. It is not clear who dispenses justice in Rising Star while he is on duty in Austin for Lone Star.

Jack C. Bryan, former House member and feed dealer from Buffalo, Leon County, has made a quick mark as a lobbyist for Texas Motor Transportation Association during the last two sessions.

Sam Hanna, former Dallas member and assistant manager of Hotel Adolphus, lobbies for Pacific Finance.

Abe Mays of Atlanta is lobbyist for Southwestern Electric Power of Marshall.

Jim T. Sparks, who was a member from Sherman, is lobbyist for Texas Motor Freight Association.

Charles Tennyson of Austin is the top man in the powerful Texas State Teachers Association lobby.

Burt Sommers, a former East Texas legislator, is a free spender for beer. D. H. Buchanan of Longview is another ex-member working for Texas brewers.

Ray Kirkpatrick, who was a legislator from Trenton, Fannin County, represents the Texas Cemeteries Association and the Texas Pest Control Association.

Jack Welsh, youngster from Marlin, served briefly in the House and became lobbyist for the Texas Retail Association.

Obel McAllister, who served well his Tarrant County district, lobbies for Jefferson Lake Sulphur Co.

Jim Yancey of Houston is a Texas Manufacturer Association agent.

FORMER governor aides have fared well as lobbyists.

John Osorio, who was on Gov. Allan Shivers' staff, represents Sears Roebuck, the Retail Furniture Association of Texas, Investment Bankers Association of America. In the 1959 session, Osorio's office was something of an annex to the House. The ill-fated House Bill 707 (taxes) was put together in his office.

Jake Jacobsen, former top advisor to Gov. Price Daniel, is a lobbyist for Continental Oil and others.

Tom Reavley, a secretary of state for Shivers, has been lobbying for the Rural Electrification Cooperatives for four years.

Then, of course, there is the secretary of state during the Allred administration---Edward Clark, attorney, banker, ranchman and timberman. Clark is the lobbyists' lobbyist. Some say he is the most powerful man in state government, although he seldom goes to the capitol, doesn't entertain members, except on rare occasions.

Lobbyists of Texas Targets for Periodic 'Shakedowns'

Texas lobbyists are targets for shakedowns every two years, sometimes more frequently.

The "touch" comes on two occasions: "Speaker's Day in the House" and "Governor for a Day" for a senator.

Both events involved donations for gifts - either cash or actual gifts.

Gifts for the speaker of the House are showered upon him and his family in the Hall of Representatives. Everyone, from members, committee clerks, janitors, stenographers, sergeants at arms, are asked to contribute. Often, however, the "loot" adds up to thousands of dollars and a goodly portion is shared by the professional lobbyists.

In the cases of honors for "acting governors," the occasions are often phony situations. The president pro tem of the Senate is supposed to act as governor when the governor and lieutenant governor both are out of the state. On this day, the home-town people are invited to Austin to hail their man as governor. They share with the lobby in giving him a cocktail party, a banquet and many fine gifts. The bill sometimes runs as high as \$10,000. But, in fact, he isn't really legally governor about half the time.

IT HAS BECOME a custom to allow just every "pro tem" to have his day as Governor. There have been legal instances, such as the time a few months ago both Gov. Price Daniel and Lt. Gov. Ben Ramsey both were in Mexico. But there have been many counterfeit occasions when the governor and lieutenant governor both were NOT absent from the state. At least one was in hiding.

Old-timers around the capitol claim to remember the beginning of both "Speaker's Day" and "Governor-for-a-Day" celebrations.

"Speaker's Day" apparently dates back to the time when Coke Stevenson was presiding officer of the House. Members passed the hat and he was presented with a handsome saddle for his horse. Since then, "Speaker's Day" has grown tremendously. A couple of years ago, "Speaker's Day" presents included a World Book set for the speaker's son, an expensive charm bracelet for his wife, a hi-fi and stereo record player, coffee maker, a set of china, an oil painting of speaker's son, a camera, boots, an electric clock, a set of luggage, a portable TV, a pressure cooker, shotgun-rifle, etc. The lobby paid for quite a bit of that bill.

THE Governor-for-a-Day business started on the local level some years ago. The lobby was not involved - only admirers of his home district who were thrilled that their senator would act as governor. It may have been Grady Hazlewood of Amarillo, probably was. The lobby wasn't involved in the expense, only home folks.

A later pro tem, jealous of Hazlewoods' home folks tributes, decided to match or out-do him. He put the bite on the lobby for a lavish show.

Since then, it has been a custom to expect the lobby to share the cost of honoring an "acting governor."

This doesn't mean that all pro tems get such an honor. The lobby refuses a few. Others insist on a home-town financed affair. But they are in a minority.

The usual deal gets under way with a committee formed to entertain the potential "Governor-for-a-Day." First, of course, a date is arranged for the governor and lieutenant governor to leave the state or act like they are leaving the state. Reservations are made for cocktail parties and banquets at hotels. A list of registered "big" lobbyists is made up. They receive a form letter asking for \$50 for two tickets to a banquet (which will cost about \$3, the overcharge going to buying presents. But some other well-heeled lobbyists are asked to kick in more money - especially if the senator is one voting on his side, such as opposition to the small loan industry control).

THE BITE on lobbyists for honoring a speaker comes only every two years. But the "acting governor" party can be more multiple.

The Senate rotates the honor of president pro tem. There have been six so far this year, will be two more if there is a third special session. It works this way: A president pro tempore was elected at the regular session by senators to serve until adjournment, when another was named to serve during the interim. A second special session was held and a third president pro tempore was elected, then a fourth for the interim, a fifth for the second special session, a sixth for the interim. A seventh should be named if there is another special session, than an eighth for the interim.

The "acting governor" ordinarily holds a day-long reception in the governor's office, serving coffee and cookies to visitors, many from his home district. Some acting governors commission battalions of "colonels" on their staff. One had a variety of commissions, such as junior Texas rangers for the kiddies of his district.

Lobbyists are expected to foot the bill for a cocktail party before the banquet. At a recent event, there were four bars and plenty of goodies at a cocktail party, with lobbyists standing in the receiving line with the acting Governor and his family.

Gifts for acting governors have included such expensive items as a station wagon.

A long time lobbyists in Austin told The Dallas News recently that "this thing is getting out of hand. It is almost blackmail at times."

Interest Groups Hike Austin Economy

Organizations which participate in the lobbying business have become a major part of the Austin economy.

Lobbying, of course, isn't confined to the legislature. It extends to contacts with and appearances before the many boards and departments of big state government.

The "trade associations" have just about eliminated the old-time individual lobbyist who showed up in Austin only during sessions.

Most of the "interests" from big business to big labor work the Austin beat on a permanent basis, with permanent offices. (During sessions, they are reinforced by lobbyists from back home.)

Almost a thousand persons are employed by these associations in Austin.

Many of the associations own their own headquarters buildings, such as the Butane Dealers Association, The Electric Cooperatives, Inc., of Texas, representing REA "locals," Texas Federation of Women's Clubs, Lumberman's Association, Texas Medical Association, Motor Transportation Association, Oil Field Haulers Association, Inc., Oil Jobbers Association, Texas Congress of Parents and Teachers, Public Employees Association of Texas, Plumbing and Heating Contractors, Texas Real Estate Association, Texas Restaurant Association, State Teachers Association, Sheriff's Association.

IF ALL the trade associations were dissolved, it would be a blow to the office building rentals in Austin.

Here are associations renting year-round space in the Perry Brooks Building alone: Casualty Underwriters, Clay Products Association, Aggregates Association, Automotive Dealers, Automotive Wholesalers, Beer Distributors of Texas, Beverage Distributors, Brewers Institute, Chiropractic Association, Dairy Association of Texas, Inc., Dairy Products Institute of Texas, Texas Florists Association, Texas Good Roads Association, Texas Association of Home Buildings, Texas Hot Mix Association, Lathing and Plastering Contractors Association, Highway Safety Council, Legal Reserve Officials Association, Municipal Retirement System, Plaintiffs Attorneys Association, Ready Mixed Concrete Association, Social Welfare Association, Texas Telephone Association, Vocational Agriculture Teachers Association.

Other buildings also are similarly loaded with association offices. And this doesn't include the hundreds of square feet of law office space occupied by attorneys who also lobby in behalf of these and out-of-Austin influence groups.

THERE ARE two different types of "associations" which try to influence legislation, for or against.

There are the permanent groups and temporary organizations, formed for a one-shot crash program.

An example of what probably will be a temporary group was last session's "Citizens for a Sales Tax."

This was a businessman's association, formed to lobby for a sales tax as against Gov. Price Daniel's program. The governor, vexed by the money raised to fight his program, suggested the lobbying regulation act of 1957 be made stronger.

Daniel's point was that a special interest could contribute toward influencing legislation and not have its name registered.

The governor has announced he will submit tighter lobbyist control as a topic for the next special session, this fall or in January.

In amending the act, said Daniel, there should be "special consideration to prohibiting interference with the legislative processes and more complete and accurate reporting of expenditures, especially by organizations formed wholly or partially for the purpose of influencing legislation.

"Any organization should be required to list contributors of more than \$50. Otherwise, there can be complete evasion of the lobby control act by persons and corporations contributing to and working through another organization.

"One of the main purposes of the lobby control act is to bring out into the open those who are attempting to influence legislation. This is defeated when those financially interested are permitted to work through another organization without registering or reporting their interest of contributions."

REP. Sam F. Collins of Newton sponsored a bill last session which would have tightened lobbyist reporting, but it didn't survive. The proposal probably will be revived at the next session.

The Collins bill would require the listing of any contribution of more than \$1 to a lobbying cause such as the financing of an "association." Those receiving the benefits of entertainment would be listed by name.

Legislators themselves would be required to file, each year, anything they received in the way of retainers, salaries, etc., from any industry, company, union or organization, even fraternal.

Contributors to campaigns for Speaker of the House would be required to file reports. The speaker races are becoming more costly every year and lobbyists take sides, contribute thousands of dollars.

Those who contribute to the upkeep of the permanent associations are generally known. It would be safe to assume that teachers finance teachers associations, railroads the rail associations, truckers trucking groups.

MUCH OF THE LOBBY work through associations is done before sessions.

The modern lobbyists begin their work during election campaigns. They get the people back home active in behalf of re-election of members who have been helpful or new candidates who appear "promising."

Although lobbyists must, under law, file reports of money spent for "direct communication" with members during sessions, they are not required to report to the House clerk money used to promote the election of members.

The modern lobbyists prepare themselves well for appearances before committees of the legislature. Many have staff researchers. Printed material and charts often are used for presentation to members and for sending to interested parties back home who might in turn put the pressure on a member.

Many of the vanishing tribe of rugged, arrogant lobbyists would argue with committee members, pound tables, even make direct threats.

The new lobbyist often uses the "respectable citizen" technique. He brings to Austin men of high repute in their communities for brief statements. The lobbyist merely acts as master of ceremonies. His "witnesses" are men legislators know by reputation and are not the type who can be subjected to hazing. Such citizens often journey to Austin in chartered planes for committee sessions.

Quite often, a member is caught in an uncomfortable association squeeze. There is a running fight between the power utilities and the REA co-ops. When it is all REA in a rural member's district, he knows how to vote without much study. The same goes for a big-city member with only Texas Power & Light serving his voting area.

There are regions, however, where the service of REA and the private power firms are about even. That can cause a member to have nightmares, with electric prodding on opposite sides by the power firms' Ready Kilowatt and the REA's little man, Willie Wiredhand.

'Invisible Man' Exerts Great Influence

If this were a first person story, a fitting title might be "How They Changed My Vote Without Even Buying Me a Cup of Coffee."

We will stray for a bit into pure fiction so far as names, issues and circumstances are concerned, but it will be an example of how the "invisible" lobby sometimes operates in and out of Austin.

There are men who exert great influence on Texas legislation, but seldom appear at the State Capitol or even in the city of Austin. Legislators often are influenced by men they never meet; might never have heard of.

As you probably recall, from your high school civics, bills must be read and voted on three times and on three separate days unless rules are suspended by a four-fifths vote.

REP. J. Merriheart Dobbs of Garlic Grove, a sincere freshman House member, casts a vote for a bill to put a 10 per cent tax on travelers checks.

The registered lobbyist for the American Travelers Checks Research Foundation, Inc. - Ronald E. Glenfox - is in the gallery when the vote is taken. He notes the bill was approved by a majority of ten votes.

At recess, Rep. Dobbs runs into Glenfox in the Capitol rotunda, recalls that the lobbyist bought him a steak and a pitcher of beer the night before at the Saenggerrunde.

"Sorry to vote against you," says Dobbs.

"Ha, ha, ha," replies the genial Glenfox. "Think nothing of it. I've never discussed legislation with you, now have I? Let's forget business and go down to the club for lunch."

Rep. Dobbs feels more and more like a statesman.

Little does he realize that Glenfox has started a process designed to change his vote to "no."

Glenfox is really only an envoy for unregistered people who often exert far more influence than the registered lobbyist. And they don't file expense accounts for 'direct communication' with members, although their operating expenses, such as for phone calls, are heavy. In his role of "bearer of messages," Glenfox already has called a law firm up town and advised an attorney of the vote. This attorney, in turn, gets in touch with his client in another city. They decide the bill should be defeated. They chart a campaign aimed at changing at least 20 votes.

RUFUS CLUTCHPENNY, the kindly old president of the Garlic Grove First Farmers State Bank, doesn't care about the proposed tax one way or another. His customers aren't much on traveling. But he is a small "correspondent" bank for a big Dallas bank. The president of the Dallas bank has received word from up the line to work on Rep. Dobbs. And he gets in touch with Clutchpenny.

Rep. Dobbs arrives home for a weekend and receives a call from Clutchpenny. This is pleasant news, because Clutchpenny is a mighty fine man, a community patriarch, a ruling elder in the church. He helped Rep. Dobbs' daddy save the old farm after a Juniper Creek rampage wiped out the cotton crop. And he helped Rep. Dobbs with a loan to finish University of Texas law school and backed him in his campaign for election to the House.

They meet at the Chat and Chew Cafe for a cup of coffee, which Clutchpenny allows Merriheart to buy. They discuss the weather and young Dobbs' voting record. Clutchpenny is very complimentary as they talk about this bill and that. Then they come to the check tax.

"Merriheart," says Clutchpenny, "I'll never suggest to you that you vote one way or another. But I think you ought to reconsider your vote on the travelers checks. Seems to me it is putting a tax on the little guy who has saved up for his vacation. Now, don't let me influence you. You go back and vote your convictions, yes, sir. But I just happen to have received this little brief through the mail today. I'm a man who believes in taking a good look at both sides of a question."

THE PROCESS is going on with many other representatives who voted for the bill.

When another vote is taken, the bill is killed.

There has been no pay-off for the job. Of course, Rep. Dobbs may have remembered campaign favors of the past and those he expected to receive in the future. At the moment, he didn't even get a free cup of coffee.

Much money is involved in such a smooth operation, however. There are legal retainers, organization work, long distance calls, telegrams, etc.

Old pros in Austin will tell you that one of the most powerful men in influencing certain legislation in Austin is James A. Elkins, venerable Houston attorney, of the highly respected law firm of Vinson, Elkins, Weems and Searls. Judge Elkins is chairman of the board of the First City National Bank of Houston. Searls is identified with Gulf Oil.

You won't find Judge Elkins prowling the halls of the State Capitol. He isn't registered as a lobbyist. The Elkins firm retains a great Austin law firm of Clark, Thomas, Harris, Denius and Winters. Big man on legislation is Edward Clark, the senior partner. He usually stands aloof from physical contact with the capitol building, didn't register this year as a lobbyist and didn't file an expense account for 'direct communication' with members. Clark has his contacts on Capitol Hill. They look out for numerous interests, such as banks, insurance, utilities. His messengers call in information which Clark sometimes relays to Elkins and Elkins relays to those over the state who can effectively "explain" things to their legislators.

THE CITIZEN may believe lobbying is bad business all the way around, but he has benefited on occasion, by lobbyist activities.

After insurance scandals shook the big Texas industry a few years ago, lobbyists for legitimate companies worked successfully for reform laws to prevent future racketeering at the expense of the public.

Dallas can thank the professional lobbyists for a major role in obtaining the University of Texas Southwestern Medical School. The going was rough. A group of Dallas businessmen held a meeting. They sought the advice of Gen. Carl Phinney, Dallas attorney who knows his way around in Austin. He suggested that each of the representatives of big business present get in touch with his lobbyist in Austin and instruct them to work with "their friends" in the legislature for the medical school.

This was done, and in a few weeks the bill became law.

Lobbying isn't restricted to big business, schoolteachers or labor. There are lobbyists for animal protection; preacher lobbyists fighting beer.

When Dallas' city attorney Henry P. Kucera goes to Austin to testify against a bill sponsored by firemen and policemen lobbyists, he too becomes a lobbyist.

The West Texas Chamber of Commerce filed a sworn statement through its general manager, Fred H. Husbands, that it spent \$2,548.69 for "direct communication" with members of the legislature from January to May. The East Texas Chamber spent \$619.

Debate over lobbying can't well deny the right of petition of individuals or a collection of individuals. The argument is over methods and how far the state should go, by law, in requiring full disclosures by those who influence legislation.