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URBAN AND REGIONAL DEVELOPMENT PLANNING IN TEXAS

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CONDENSED PROCEEDINGS

Comprehensive Planning Workshop
for Regional Councils

Houston, Texas

May 15 and 16, 1969

OFFICE OF THE GOVERNOR
DIVISION OF PLANNING COORDINATION

PRESTON SMITH
GOVERNOR OF TEXAS

U R B A N A N D R E G I O N A L D E V E L O P M E N T P L A N N I N G
I N T E X A S

Condensed Proceedings of the Comprehensive Planning Workshop
for Regional Councils, Houston, May 15 and 16, 1969

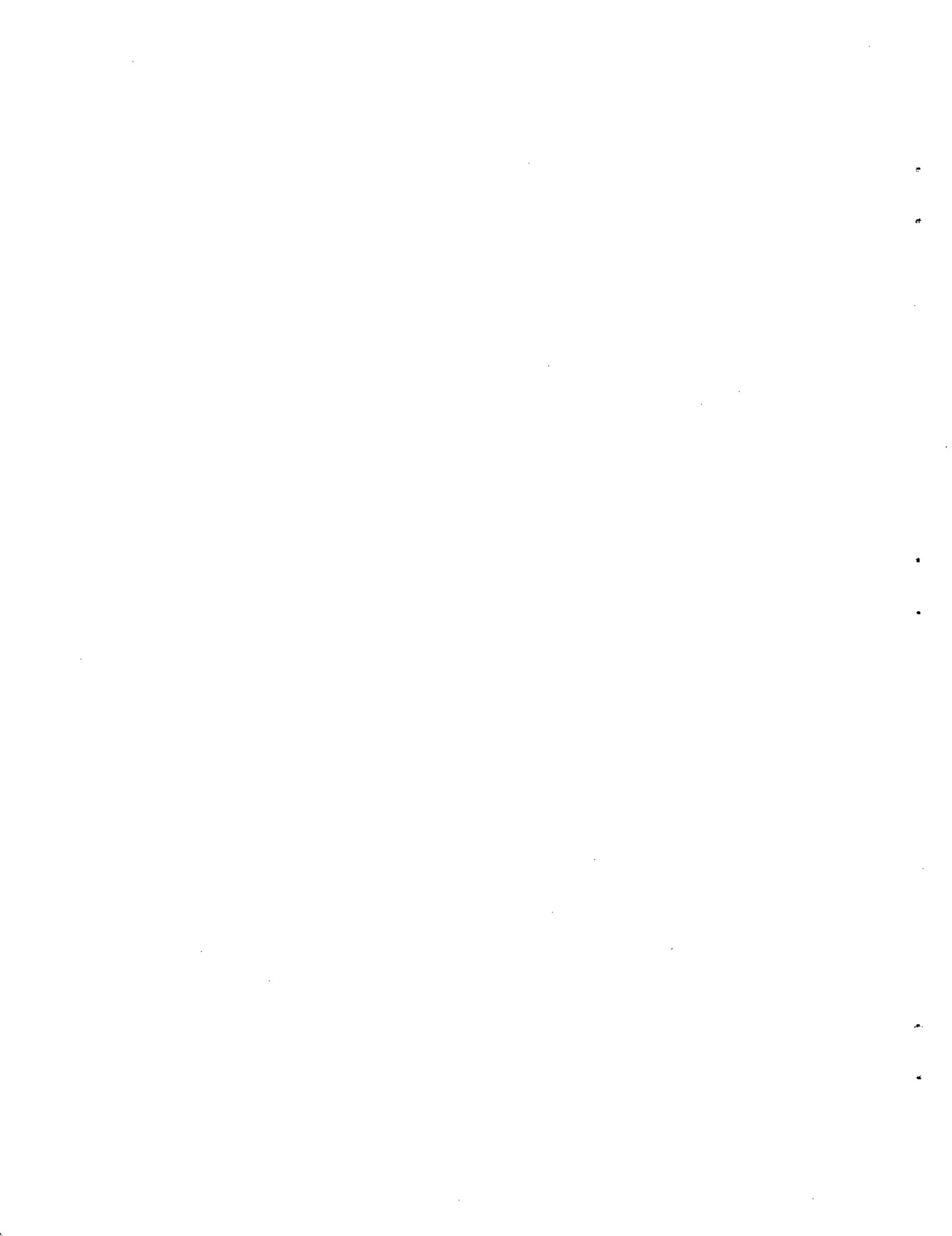
Sponsored by the Office of the Governor, Division
of Planning Coordination, State of Texas and
Region V, U.S. Department of Housing and Urban Development
and hosted by the Houston-Galveston Area Council

Condensed and Edited and
with an Introduction by

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FOREWORD

This Regional Councils Workshop was one of a continuing series of efforts undertaken by the Division of Planning Coordination, Office of the Governor of Texas. The Conference was directed toward staff members of the regional councils and other local planning and development officials. The program consisted of explanations and discussion sessions on:

1. Recent developments and new procedures in intergovernmental cooperation;
2. New guidelines, requirements, and procedures regarding HUD grants and programs;
3. Planning coordination and assistance activities by the State of Texas; and
4. Case studies of several regional council projects, including: law enforcement, transportation, housing, health, citizen intercommunication, economic development, and in-service training.

This report is a condensed edition of the proceedings of the Regional Councils Workshop. All the presentations in this report have been condensed; in many instances entire pages have been paraphrased in two or three sentences. For direct and accurate quotes from the various speakers the reader should consult the following report:

Complete Unedited Transcript of Proceedings, Comprehensive Planning Workshop for Regional Councils, May 15 and 16, 1969,
produced by Community Services Seminar Program, Texas A&M University, May, 1969. 160 pp.

Copies of the complete transcript report have been distributed to each of the participating organizations, including all regional councils in Texas.

This report has been prepared under the Community Services Seminar Program of the Department of Economics, Texas A&M University, and financed in part by funds provided by Title I of The Higher Education Act of 1965. This seminar program is designed to generate a kind of symbiosis between elected officials, their professional staffs and the academic community-- a simultaneous effort by all three groups to better understand and approach major problems and issues of modern urban society. The ultimate objective is to help to foster innovative approaches. The wide distribution of this report by the Division of Planning Coordination, Office of the Governor, will serve that objective.

Grateful acknowledgment is hereby given to the many staff members of the regional councils and other conference participants who read the unedited transcript and assisted in the preparation of this report. A special word of thanks to Mrs. Margie Bailey, whose typing skills, editorial assistance and cheerfulness have been invaluable; and to Charles Crow for his keen insights and constant help.

Elbert V. Bowden, Director
Community Services Seminar Program
Texas A&M University

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EDITOR'S INTRODUCTION

In recent years the cities, towns, and counties have made rapid progress in developing effective areawide coordination. Regional economists, political scientists and others have long recognized the need for areawide or regional planning of government facilities and programs. The most efficient systems of highways, water and sewer facilities, solid waste disposal, pollution controls, health, hospital and law enforcement facilities and programs, and other regional systems cannot be achieved by the individual cities and counties acting alone.

During the past few years the Federal government, and to a lesser extent the states, have expanded their financial assistance for various community facilities and renewal programs; concurrently, the need to plan and program on a regional basis has become more obvious and urgent. Several Federal acts now require areawide planning prerequisite to approval of Federal funds for local projects.

Perhaps the greatest recent stimulus to the development of regional cooperation stemmed from Section 204 of the Demonstration Cities and Metropolitan Development Act of 1966. Section 204 requires that to be eligible for Federal funds a project first must be reviewed and approved by an areawide agency.

At the time this Act became law there were already various kinds of areawide planning and development agencies. Most of these had their roots in the Federal requirements of such acts as the Public Works and Economic

Development Act of 1965 and its predecessor, the Area Redevelopment Act; the Economic Opportunity Act; the Hill-Burton Act; and various other pieces of Federal legislation which require that facilities and programs be planned on an overall, areawide basis.

Section 204 and the various other Federal acts did not bring forth a uniform response throughout the nation. Some states took little action. In the State of Texas the Division of Planning Coordination was created within the Office of the Governor to undertake vigorous action to assist the local governmental units and existing planning and development councils to consolidate and form a single "regional council" for each area. Additionally, the State has provided major financial assistance to the regional councils.

Today, there are 21 regional councils in Texas "qualified" under Article 1011m, V.A.C.S. All but three of the metropolitan areas (Midland-Odessa, Beaumont-Port Arthur-Orange, and Amarillo) are included. These regional councils are assisted by the Division of Planning Coordination, by the several Federal agencies which are working with and depending on these local councils for local planning and program coordination, and by the National Service to Regional Councils in Washington. In Texas these councils now exert a major influence on the expenditure of Federal, State and local monies for many kinds of projects. (See map, p. 89)

The ultimate significance of this new development at the local governmental level promises to be profound. Yet, to date the general public and most of the political, business, and community leaders do not

appear to recognize the significance of this new local orientation to areawide plans and programs. The local governments are quite obviously (sometimes in the face of great institutional and personality obstacles) tooling up to meet the urgent needs of modern urban society for areawide systems of facilities and programs.

The regional councils have succeeded in bringing together representatives of the various local governments to look at the area as a single, interrelated unit and to work out efficient areawide plans and programs without loss of community identity. Once made, the plans can be implemented, upon request of member governments, by the regional council. Although it can neither tax nor enforce, the regional council can influence the direction and rates of expenditures of millions of dollars. The quality of life in Texas communities a decade from now will depend on how well the regional councils do their job today. Perhaps more people should be more concerned.

Elbert V. Bowden
Regional Development Economist
Texas A&M University

THE CONDENSED PROCEEDINGS



WELCOME AND INTRODUCTIONS

Welcoming statements and introductions were made by Gerard (Gerry) Coleman, Executive Director of the Houston-Galveston Area Council; Dan Petty, Director of the Division of Planning Coordination, Office of the Governor; and H. Earl Rosamond, Assistant Regional Administrator for Planning Coordination and Services, HUD Region V.

Lee McLemore, President of the Houston-Galveston Area Council and Councilman of the City of Houston, gave the welcoming address. He emphasized the value of the communication between the smaller and larger governmental units which the Houston-Galveston Area Council has achieved. In Mr. McLemore's words:

"The most gratifying thing to come out of our area council is that we have been able to communicate with smaller communities. A large city like Houston, Dallas, or Fort Worth has a problem with smaller communities thinking that we are going to gobble them up. I think these meetings give us a common interest to bind together for the needs of the people in our areas. It provides a means that we've never had before to sit down and communicate.

We keep our political identities in our areas in which we are elected and yet we work together. We accomplish more in a shorter period of time (through our Councils of Government) than any other thing I have joined in all these many years I have been in public office.

Thank you for coming to Houston."

Dan Petty in his opening comments emphasized that this workshop was structured so as to facilitate an exchange of ideas vertically up through the Federal system and also horizontally among the various regional councils and other relevant groups throughout the State.

Earl Rosamond's introductory statements emphasized the rapid environmental changes of our time, noting that both plans and the planning process need to be undergoing change in order to keep up. He went on to say:

"Some of the policies and procedures of the 701 Urban Planning and Assistance Program must change. This is one of the primary reasons that we through our planning office and working with Mr. Yerkes and Dan Petty, explored the possibility of having a joint meeting to review the new handbooks which have recently been completed.

In our last regional conference all eight of our states were represented and the number of participants became a little unwieldy. We decided on smaller meetings so that we could have workshops that would be more meaningful, to give more opportunity for asking questions and to give closer attention to the questions that are asked.

I think this workshop is going to work out fine. It appears that we have just the right sized group to make it possible to dig into some of the new policies and procedures.

We appreciate the opportunity of having this kind of meeting with your Division of Planning Coordination, Dan; and Gerry, we certainly appreciate your agreeing to be host and the very good arrangements that you have made."

Gerry Coleman concluded the opening session with the comment:

"The excellent attendance this morning shows that there is tremendous interest and cooperation on these issues on the part of Federal, State, and local people."

NEW DEVELOPMENTS IN INTERGOVERNMENTAL COOPERATION

William K. Brussat
Office of Executive Management
U. S. Bureau of the Budget

INTRODUCTION BY MR. COLEMAN:

Now I would like to introduce you to a man whom I have known for some 10 years. Mr. William Brussat was one of the original supporters of the councils of government movement throughout this country. I had the pleasure of working with Mr. Brussat on putting together information for additional Federal support and assistance through the various Federal agencies.

Mr. Brussat is with the Executive Office of the President in the Bureau of the Budget, concerned with executive management. Today he is going to speak on a most timely and vital subject: The Intergovernmental Cooperation Act and its relationship to the needs of the state and local governments. I would like to present Mr. William K. Brussat.

MR. BRUSSAT:

I am impressed with the great diversity of representation here. I'm going to talk about Title IV of the Intergovernmental Cooperation Act of 1968. This Act was kind of a sleeper in the last Congress. It has been kicked around for four or five years in one form or another. It was sponsored by Senator Muskie. It's a six title bill; I just want to dwell on Title IV.

Title IV is a very broad and sweeping charge to the President and to the Bureau of the Budget to foster intergovernmental cooperation. It is a basic piece of legislation that will support a wide variety of administrative activities to facilitate intergovernmental cooperation. It says things like this:

Economic and social development of the nation and the achievement of satisfactory levels of living depend upon the sound and orderly development of all areas, both urban and rural.

Heretofore, until this bill was passed, there was no recognition in the basic planning review legislation that rural areas existed at all.

Moreover, in a time of rapid urbanization, the sound and orderly development of urban communities depends to a large degree on the social and economic health and the sound development of smaller communities in the rural areas. The President shall, therefore, establish rules and regulations governing the formulation, evaluation, and review of Federal programs and projects having a significant impact on area and community development, including programs providing Federal assistance to the states and localities.

The basic point is that direct Federal activities by the Corps of Engineers, the Department of Defense, the Post Office, and others involving installations and real property are subject to the Act. It says:

All viewpoints, national, regional, state and local shall, to the extent possible, be fully considered and taken into account in planning Federal or Federally assisted development programs and projects. State and local government objectives, together with the objectives of regional organizations, shall be considered and evaluated within a framework of national public objectives as expressed in Federal law. Available projections of future national conditions and

needs of regions, states, and localities shall be considered in plan formulation, evaluation, and review.

There is one other quote I would like to read to you:

To the maximum extent possible consistent with national objectives, all Federal aid for development purposes shall be consistent with and further the objectives of state, regional, and local comprehensive planning. Consideration shall be given to all developmental aspects of our total national communities, including but not limited to housing, transportation, economic development, natural and human resources development, community facilities, and general improvement of the living environment.

That is a fairly broad charge as you can see.

Let me just tell you what we've done. I know I don't have to elaborate for you on Section 204 of the Demonstration Cities and Metropolitan Development Act of 1966. We have a draft of a new Bureau circular which should be issued in the next couple of weeks, that streamlines and extends the coverage of Section 204. The streamlining is trying to put into regulations what some of the areawide review agencies have been doing; that is, setting up an early warning system. Some areawide review agencies publicize the Section 204 requirement and get the local governments, applicants for federal assistance, to contact them when they are starting to put the application together. By the time the application is prepared, if the areawide agency has any problem with it the comments can be put together and forwarded to the applicant agency in very short order.

We are talking about requiring the Federal agencies to instruct potential applicants that one of the first things they have to do is inform

the areawide agency (regional council) that they plan to apply for assistance. Incidentally, this is just a notification. It's a little letter that says that we are putting together an application for a sewer extension project that is going to tie into a major system; would you like to discuss this further? If in 30 days the regional council doesn't answer, they just go ahead and prepare their application and send it in.

The initiative is on the areawide agency to come to the applicant to find out more about it. The areawide agency has other responsibilities; it has to notify other local governments which might have an interest in this project, and act as liaison between the applicant and the others, if necessary.

When there is no problem with what the applicant plans to do, approval can be fast. A lot of regional councils have figured this out for themselves to expedite the process and to make sure that the comments they do have are made soon enough to have some impact. After an applicant has sweated it out with a Federal agency for a period of four or five months and has put together an application that they both agree upon, recommended changes from the regional council are looked on with some disfavor!

The expansion of intergovernmental coordination goes in several directions. First of all, we provide that the Governor can designate a statewide clearinghouse for early review. If the Governor does designate such an agency, then early notice is not only sent to the areawide agency (the regional council); it is also sent to the state clearinghouse. The

state clearinghouse informs other state agencies that might have an interest and acts as liaison with them in contacting the applicants, if necessary.

The second form of expansion is to non-metropolitan areas. Early notices will also be sent to a "non-metropolitan regional council" which has been established, has acquired some general planning competence, and has been designated by the Governor to serve as a regional clearinghouse.

Finally, the coverage is being expanded. Section 204 spells out a number of categories of projects that must go through the 204 review process. These now encompass something like 35 or 36 different Federal programs, either in whole or in part. It appears that there are a variety of other kinds of projects (we might call them the "software type" as opposed to the hardware of public facilities) that might be usefully included--things like areawide manpower programs, law enforcement services and health services, in addition to health or law enforcement facilities.

We recently completed the draft of this new intergovernmental cooperation circular and sent it around to various public interest groups in Washington, including Dick Hartman's outfit (National Service to Regional Councils), the Governors' Conference, National League of Cities, National Association of Counties, and others. We did not stipulate what additional programs we thought should be covered. We wanted the people who would be affected to give us direction as to the application of this review process to other programs. We got some diversity of answers. The many kinds of regional planning programs are not well covered under Section 204 now. We received

various proposals for including community action agencies, law enforcement services, health services, and others.

One other thing: This new circular makes provision for direct Federal contact with state and regional agencies in planning and developing Federal installations, and in using and disposing of Federal buildings and other real properties.

* * * * *

QUESTION: As it now stands, Section 204 is only applicable in metropolitan areas. Since the Intergovernmental Cooperation Act brings in rural areas, what about some of the Economic Development Districts which have organized into Councils of Government that are not in an SMSA? Are you going to give them any support in connection with reviewing things in the area?

MR. BRUSSAT: Yes. The Governor may recognize an Economic Development District organization; he might recognize a Resource Conservation and Development organization under Agriculture; he might recognize a 701 supported agency. There are three factors involved: it is a formally designated area; it is an agency with general planning competence; it is recognized for this purpose by the Governor.

QUESTION: You talked about a clearinghouse between the metropolitan area and the rural area; I assume this would apply to an organization that is both a metropolitan area and an outlying county?

MR. BRUSSAT: Yes. Let me read you our definition of a clearinghouse:

A...clearinghouse means (1) an agency of the state government designated by the Governor, (2) a non-metropolitan regional comprehensive planning agency designated by the Governor,...and (3) a metropolitan areawide agency designated by the Bureau of the Budget to perform the review function under Section 204.

The existing Section 204 agencies (regional councils) will be undisturbed in their functions. They will have increased functions under the expansion of the program coverage, but they are not adversely affected by this.

MR. COLEMAN: Thank you, Bill, for an excellent presentation.

PLANNING REQUIREMENTS AND GUIDELINES

Presentations and Workshops by Representatives of
the Department of Housing and Urban Development

I. OVERVIEW OF THE NEW HUD HANDBOOKS

William Yerkes
Director, Planning Division
HUD, Region V

I am going to give you a general overview of the new handbooks. Following this Jim LeGrotte will talk about the work program; then Steve Weytz will talk about the housing element. Finally, Les Goldner will talk about the new areawide planning certification program. After that we will try to answer your questions.

The new Handbook II deals primarily with fiscal matters and will be the subject of discussion in one of the concurrent workshops this afternoon.

Handbook I, which I will discuss this morning, emphasizes (a) the change to people planning; (b) the coordination of programs, including the issue of jurisdictional areas; and (c) the emphasis on action.

People Planning

The handbook requires citizen participation. This is not an easy concept to explain or an easy objective to achieve. Means must be devised to get citizens involved when the initial decisions are being made.

The housing element and the emphasis on the low income and minority groups reflect the "people" orientation. Your programs and projects will need to reflect this emphasis.

Coordination and Jurisdictions

The handbook asks that you include in your overall program design all Federal programs you are using to show how each relates to the others. We are putting more emphasis on the state's responsibility to assist in regional and local planning. The regional councils are a sort of intermediate planning unit, and must relate to other similar units in the state, and to the localities within their own regions.

The localities are relating to what's beyond their immediate boundaries in a way that they have never done before. We are beginning to finalize to some degree these relevant levels of planning to avoid duplication and overlaps. Bureau of the Budget Circular A80 requires multi-unit areas to have common boundaries for different programs.

Many Federal programs now require that the planning element be related to other planning in the area. In a 701 program the planning agencies must show how the various parts fit together so as to use the resources in the very best way possible.

Emphasis on Action

The emphasis on action is reflected in the recent emphasis on program budgeting. The "workable program" brings out the action emphasis in a way not previously done. Part of the planning function is that of looking

at the total organization for delivering services in the area in question, and then the establishment of a priority system and a work schedule.

Format

The new handbook follows a somewhat different format than previous ones. There is a division between "requirements" and "guidelines." A "requirement" is a minimum which must be met to permit a project to be approved. The "guidelines" are not absolute requirements, but are offered as steps toward strengthening and improving your program.

(Three guide sheets were distributed to all conference participants: the first to be used in more easily locating specific materials in the handbook; the second indicating in diagram form the way in which applications are submitted and handled by HUD; the third shows to whom the various planning documents should be distributed.)

The handbooks already contain a number of appendixes. Additional appendix materials will be added on specific subjects, as needed. These materials will be distributed directly from the central office in Washington so that all councils and others on the mailing list will receive each addendum as soon as possible.

The Annual Grant Approach

Perhaps the greatest procedural change in the new handbook is that of the annual grant approach. Ultimately, this approach will simplify the details and do away with a lot of paperwork.

Essentially the approach requires (a) an overall program design

covering the next four or five years; and (b) the definition of a segment to be undertaken in the first year. At the end of the first year's work you will have an opportunity to readjust the overall program design and extend it for an additional year; then define a new "first-year segment" to be undertaken. You will always have an immediate objective and a longer range program.

The overall program design and the annual program must be related to national goals and objectives. In the past each activity has been somewhat isolated. Now we are trying to fit these pieces together.

The annual grant approach shifts more responsibility to the state government and to the regional councils; we can get away from some of the details of supervision at the Federal level. We are going toward a process in which the Federal, state, regional, and local governments become partners in planning. We hope to divert time and effort from reporting and paperwork, and really get down to what we are trying to do.

II. THE WORK PROGRAM

Jim LeGrotte
Planning Division
HUD, Region V

The various eligible categories of activities have not been changed much in the new handbook. However, the emphasis is changing toward solving

social, economic and governmental problems. More and more the physical planning aspect will need to be justified in terms of the social needs.

The Overall Program Design

The overall program design should cover a three to five-year period. I think it would be better to specify a given number of years.

The overall program design should be specific enough so that if there should be a complete turnover in all staff and council members the study design would indicate what has been done in the region by the various organizations and what the direction of that region is. The emphasis (in man months and in dollars) by specific activities in the past and as planned for the future should be indicated. The plan should cover the next 12 months and get more general further in the future. The overall program design should include all projects by Federal, state, and local agencies which can assist in carrying out your work program.

Several things are required to be included in the program design. The housing element is one of those. Another is the low income and minority group element. Several approaches are relevant. Day care centers can ease the problems of the working mother; health facilities, transportation or welfare efforts can be aimed toward the problems of low income and minority groups. In law enforcement planning and health planning the opportunity to recognize the minority groups is obvious.

The Annual Work Program

The annual work program is a part of the overall program design, and should contain specific items addressed to HUD. It includes items that

you want to address yourselves to this year.

Working Out the Overall Program

As we begin to work out the new approach of overall program design and annual grants we need to have a negotiation period with the regional councils. We hope to begin negotiations with you about sixty days prior to the submission of your application for annual support. We want all the participating state and Federal agencies involved.

I think we are going to have an extreme push for increased coordination of the annual program. As the regional councils identify problems and establish programs we have to encourage all the participants--Federal, state, and local--to work together toward solutions. The councils must get together with the Division of Planning Coordination and with the State Health Department during the application development stages. Also, the local assistance program should be a part of the regional program.

It probably will not be easy to get the most effective coordination among all these programs, but this is something we are going to push for.

III. THE HOUSING ELEMENT

Steve Weytz
Planning Standards Section
HUD, Washington

The guidelines for the housing element requirement are still very new. There may be additional guidelines or requirements set forth later requesting

additional, more specific, information. We are not at all clear on what these new requirements may be. Most of us feel that the full housing element will really be up to you, determined by what you put down in your initial housing element.

The fundamental requirement is that each planning agency participating in the 701 program, prepare a work program element to undertake housing studies. This work program element will set forth: work underway, work recently completed, and work to be undertaken. This housing element is to be integrated with the annual work program and the overall program design.

We have set forth five general considerations which we feel should be reflected in all housing work programs:

1. The initial housing element should be related to other elements of the residential environment. Matters of transportation, community facilities, utilities, etc. are just as much a part of the satisfactory housing environment as is the house itself. We do not expect everyone to undertake the same thing exactly; the housing program should recognize the unique aspects of your area.

2. The problems of low income and minority groups should receive specific recognition. You should include rough indications of the need for better housing, transportation problems faced by low income and minority groups in getting to and from work, special environmental conditions other than housing, specific problems of the elderly, etc.

3. The obstacles to overcoming the housing problem should be explicitly recognized. The handbook indicates several examples: inadequate

data for planning, inadequate funds, lack of coordination, etc.

A statement of objectives is useful. This might indicate by how much the substandard housing units in the community will be reduced by 1973, either in numbers or as a percent. With such an objective, as the years go by you can tell any citizen how you are coming; you can also tell HUD.

4. The workable program requirements are very similar to what we're after in the 701 program. A statement of planning activities is a requirement; a statement of implementing actions is a guideline. We are interested in planning programs aimed towards action or the adoption of legislation, whether it be the establishment of metropolitan relocation centers or whatever.

The housing planning program needs to be coordinated with the rest of the program of the planning agency. It has to take into account work done in that community by other agencies so that there won't be duplications. We ask that there be a sort of a hierarchical coordination; the localities pass their programs to the Federal agencies and the Federal agencies pass their programs back and forth.

5. Finally, we ask that there be endorsement by local officials. The national element should be endorsed by the planning agency's policies and it should be endorsed by the local officials responsible for housing action in the community.

Helpful Current Publications

We are working in the central office on a Metropolitan Housing Planning Technical Guide. It is in draft stage and we hope to get it out in the near

future. It sets forth many of the possibilities that may be achieved by areawide housing planning.

We have distributed four or five items throughout the country. I hope most of you have received them. These are items pertaining to examples of work performed by other planning agencies, suggestions for legal action to be taken by state and metropolitan local planning agencies, etc. The latest to come out is the Metropolitan Housing Study Program by the Metropolitan Area Planning Council in the Boston area. This report is available from the Clearinghouse Services Division of the Urban Management Assistance Administration, HUD, in Washington.

IV. AREAWIDE PLANNING CERTIFICATION

Lester Goldner
Planning Review Division
HUD, Washington

The Office of Metropolitan Development has two major units that are concerned with planning. One unit is the Urban Management Assistance Administration which is concerned, among other things, with 701 planning. This is a program to help states and localities to carry out their planning programs.

Another aspect relates more to using the plans in connection with Federally aided construction of facilities. The Office of Planning Standards is concerned with the administration of these requirements. Essentially,

grants must only be made for facilities which are consistent with the comprehensive plans for the development of the area. The planning that is insisted on by 701 becomes the basis for the award of Federal grants for construction.

Interim Planning Requirements

The water and sewer legislation enacted in 1965 stated that a project has to be consistent with the comprehensive plans for the area. However, Congress provided some time before this planning requirement would be fully enforced. They said that for an interim period: (a) if the planning is under way, and (b) if the project is needed immediately, and (c) if it is thought to be consistent with the evolving plans; then a grant could be made. This provision is now due to expire on October 1, 1969. After that date, to be eligible for Federal funds the area must have produced a plan against which each project can be evaluated. This requirement is written into law and only action by the Congress could change it.

Full Planning Requirements

The Planning Requirements Guide states what we call the "full planning requirements." The full planning requirements come into effect October 1, 1969 for water and sewer facilities, and July 1, 1970 for transportation. The requirements will apply to public facilities loans, public works planning advances, and advance acquisition of land.

Definition of the Planning Area. An area must be defined as the urban center and the urbanizing area surrounding that center. We try to include

all the area that is likely to become urbanized in a 20-year period. This area must have a comprehensive planning agency that is officially recognized.

Land Use. When the interim period expires this October and next July, a plan must exist at least at the comprehensive planning level. It must include an areawide land use element and land use policies.

Long Range Objectives. A statement is required to indicate what the area wants to look like in the next five, ten, and twenty years. This will provide a basis for planning the kinds, sizes, and locations of facilities and services.

Functional Plan. Another required element is functional planning. For example, a functional plan must be established for meeting the water and sewer needs of the area. Each project we approve must be found to be consistent with the functional plan that has been adopted.

Positive Consistency Required. Up to now, projects would pass the test if found not inconsistent with the plan. With full planning requirements coming into effect a positive relationship will be required between the project and the plan.

The new certification procedures do not create these new requirements. The requirements are the same that have existed through the years except that now the statutes will require full enforcement.

Purpose of New Certification Procedures

The purpose of the new certification procedures is to eliminate a lot

of paperwork and duplication that has been required in the past. As you know, each application would come in and HUD would have to go through the validations. Another state plan comes in the next week and we go through the same procedure. The new certification procedure provides for establishing an area's status for successive applications. Most of the determinations are made during the certification process; for subsequent project applications we only need to see that the project is consistent with the certified plan.

The certification procedure promotes greater uniformity among the regional offices in the administration of the planning requirement. Also, certification provides a greater degree of stability as far as the areawide agencies are concerned--a greater degree of reassurance, perhaps. When we certify an area's plan this certification will hold for at least a one-year period so the area knows where it stands.

The certification procedure recognizes planning as a continuous process. Presumably the area is undertaking updating and refinement to correct deficiencies as the program proceeds. Part of the certification could involve a condition that as deficiencies are identified appropriate action will be undertaken. For certification in the next period an important element might be the extent to which the areawide agency has made progress in refining and improving the plan.

V. FURTHER EXPLANATIONS BY HUD REPRESENTATIVES
IN RESPONSE TO QUESTIONS FROM THE FLOOR

Panelists

William Yerkes
Lester Goldner
Stevenson Weytz
Jim LeGrotte
Lessley Wiles

The Housing Element

According to the new handbook, every regional plan in order to be acceptable to HUD must include a housing element. This housing element should be a part of the work program, and should be endorsed by the local policymakers. It should coordinate the activities of the various action agencies in housing: the Public Housing Authority, the Urban Renewal Agencies, and any other major action agencies in your jurisdiction. All these should be on board so that they can participate in the action and implementation of the housing element plan.

Traditionally, local officials have not felt much responsibility for housing. The new requirements will cause some of these local officials to begin to think about housing.

The coordination between the state and regional planning councils is something which will need to be worked out in a step by step process so that the activities of each level will assist the other, without overlap or duplication or conflict.

The Kaiser Commission suggested permitting housing programs to

proceed in some circumstances in areas where "workable programs" are not in operation. They are suggesting that the workable program requirement be bypassed in some instances.

Most communities have some housing problems. The regional council's "housing element" of the work program might contain, among other things, a more complete market analysis of housing, broken down by subgroups. That is, what is the supply and what is the demand? What are the projected needs? This kind of information doesn't generally exist for most places. This approach would provide an analysis of the existing gap and availability of standard housing by income groups or whatever kind of group you identify. Then projections of these gaps can be made and from this, programs to meet the major projected problems can be designed.

The problems should be approached from the point of view of the total metropolitan area; some of the smaller communities in the metropolitan area will require the assistance of the areawide regional council to help them to meet the local program requirements.

The Boston Report (mentioned previously) gives additional items which can be included in the housing element.

The regional council should approach the question of the relationship between housing and such other things as transportation, employment, and recreation. The housing issue or the housing problem isn't just the house; it's the facilities, the transportation, the jobs, and all the other parts which must fit into the total solution. Only at the metropolitan area can the housing problem be seen in total context; the local communities within

the metropolitan area cannot view it in this way. Further, the economic factors working on the broad area are going to influence the housing needs of the smaller communities; it would be impossible for the small communities therefore to make a meaningful housing study on their own.

The handbook specifies that all agencies that were in operation before April 30 have to have an initial housing element completed by September 30. One reason for this requirement is that we want to know how much this is going to cost. Secondly, since we are really only asking for a study design for housing planning, established agencies with experience in developing study designs and work programs should be able to handle this assignment without a great deal of trouble. Some different orientations and skills will be required; yet six months seems to be an adequate time to prepare the initial work program for your area.

The housing planning as a required element is probably going to be a major financial load on the 701 program. Therefore, it is important that we know how large this is going to be as we prepare budget estimates and justifications. The design study for housing should include an estimate of how much the planning for the housing element will require. When you make the initial design some dollar figures will need to be assigned when you are planning what you are going to do in a certain year.

Comments from the Floor. It would be helpful to the regional councils if the state could undertake the required "study of state legislation relating to housing." This would eliminate the duplication required for each agency to make an independent study of the state legislation.

Some sort of metropolitan relocation service will be required in many areas. Relocation requires metropolitan area rather than just local jurisdiction planning.

The state is going to have to pass enabling legislation if we are going to succeed in stopping the building of rural slums.

The state recognizes their responsibility to assist in the implementation of the housing element requirement. The new 701 application from the Division of Planning Coordination which is now being prepared will include housing planning.

Operation Breakthrough

We do not know how the housing element portion of the 701 program will fit into "Operation Breakthrough" which Secretary Romney just announced. This new thrust is so new that the details haven't been worked out. All we know is the announced intention to enlist support of the major corporations in developing the mass production of housing. We hope this approach will crystallize in the near future.

One obvious area of relevancy, however, is in that of codes and code enforcement. In order to accomplish the objective of mass production in housing, it becomes absolutely necessary to coordinate and modernize housing, building, and zoning codes and other restrictive practices many of which prohibit the mass production of housing in order to protect the employment of the various skilled craftsmen--carpenters, plumbers, masons, glaziers, painters, etc. This was brought up clearly in the Douglas Report.

The booklet on Operation Breakthrough identifies specific areas of concern for states, cities, unions, and private enterprises.

The Land Use Element: New Emphasis on Action

HUD is trying to get away from the traditional concept of the land use plan which allocates the industrial, commercial, and residential developments by specific land tracts over the next several decades. This is a sort of static, picture book approach to planning and we are now moving more towards the development of the land use element as an action document.

The land use element is a set of policies relating to where growth is going to occur and how it is going to occur over a period of time. It takes into consideration the social and economic problems and relates the physical facilities to the needs of the people as the area develops. This is the kind of emphasis we would encourage in the land use element.

We would hope that the land use element in each regional plan could be sufficiently developed so that a relationship could be established between each proposed project and the plan. The land use element should enunciate what the problems are and how they're going to be solved over a period of time, with some sense of who is going to do it, and how, and at what cost.

Our first certifications are coming up and we will be quite interested in seeing how you're doing with the land use element.

Definition of a Functional Plan

A functional plan is one which includes:

1. A land use element generally describing the area's geographic development over a twenty-year period and indicating where people are going to be living and where other kinds of growth are going to occur;
2. Some assessment of the adequacy of existing facilities in the area;
3. A description of the major facilities necessary to serve the population and economic expansion indicated in the land use element; and
4. An integration of all these parts to show that the facilities installations will serve the land use, population, and economic expansion needs.

In developing the functional plan, for instance, ground water quantity and location would be important in determining the sources of water supply; sewage treatment facilities would be related to sewage collection and treatment needs; provisions for protecting flood plains would be related to projected storms and storm waters; etc.

This kind of planning projects for twenty years. It is accompanied by a shorter-range plan of about five years which goes into somewhat greater detail as to the specific facilities. It is in the shorter term plan that the regional council is expected to get into size, staging and cost considerations for these facilities.

Areas Without Functional Plans

Those areas, such as Beaumont, which have not yet succeeded in creating

a regional council and therefore have not begun to prepare a regional plan will nevertheless be held to the statutory requirements and will be ineligible until such time as they meet the full planning requirements. How much slowdown will result from the delay in the completion of the plan will depend upon the kinds of grant applications being submitted.

Even though an area has not yet begun comprehensive areawide planning through a regional council, virtually all areas have sizable numbers of planning reports prepared for various reasons and relating to various parts of the region. The existence of these reports sometimes makes it possible to shorten considerably the time required to produce a comprehensive functional plan.

National Goals and Objectives

National goals and objectives are supposed to be reflected in the criteria and priorities in the work programs. Unfortunately, however, we all recognize that there isn't a nice list of these goals. In the 701 program handbook this issue is discussed in general terms, including such objectives as:

- to assess and meet the major social needs in the area,
- to undertake planning and programming which is directed toward action,
- to meet the full planning requirements in each program or project undertaken, etc.

In addition there are a few other priorities listed in the handbook in the various chapters dealing with specific types of programs. Still, there is no clear definition.

Last year HUD sent a lengthy memo to its regional offices listing priority work items for fiscal 1969. During the next few months additional memos of this sort will probably be issued. In addition, some of the handbook revisions will probably be addressed to this issue.

Generally, however, HUD will probably continue to give broadly stated pronouncements of national goals and objectives and the states and the regional councils and local governments are going to have to work out individually, each for their own program, a set of criteria which satisfy local, regional, and state requirements and which also satisfy the requirements of national goals and objectives.

Non-Metropolitan District Planning

One of the hoped for results of the authority to provide planning assistance to non-metropolitan districts (given under the 1968 Act) is that regional councils can help small rural communities to meet the workable program requirements. I do know that the workable programs staff in Washington is giving serious consideration to the specifics as to how this might be done. They are very aware that the needs of a small community in regard to planning and programming are different than those of larger communities and that the areawide agencies can serve a very definite function.

We do not yet have a time schedule to indicate when the guidelines on the non-metropolitan workable programs will be coming out.

Annual Grant Funding Schedule

The annual grant funding can be scheduled to begin at any month during

the year. It does not need to fall either on the calendar year or the fiscal year of the state, or of the Federal government. HUD hopes it will be possible to stagger the expiration dates so that the workload for the renewal of annual grants can be spread evenly throughout the year.

Annual Work Program Amendments

The annual work program permits sufficient flexibility to allow projects to be amended once or twice or even more during the year. This amendment procedure is relatively simple because of the lack of extreme detail in the work descriptions on the annual grant projects.

The Long-Range Plan

The twenty-year planning period is not a maximum for the long-range plan; it is the minimum. The purpose is to try to get people to look at least twenty years ahead. For some kinds of planning a longer look is necessary.

There seems to be a recent tendency to shift the emphasis toward the shorter period, looking to more immediate implementation and action. We are not dropping the long-term look; however, we do recognize that the short range is the proper period in which to plan action programs.

Relocations of People

If highway or other physical construction involves major relocations of population this should be foreseen and accounted for in the regional plan. Perhaps it would be taken care of through some sort of areawide relocation service, or perhaps in some other way. The regional plan is

not absolved of responsibility simply because it was the highway department which created the problem. The basic concept of the regional plan is that it will look at all aspects of what the community needs are and will be, and will try to make provisions to meet these needs.

State Participation in Certification

Perhaps at some time in the future there might be a move by HUD to stimulate the state to do the planning certifications and for the regional councils to do the workable program certifications. But at this point there has been no concrete discussion leading to a decision on this issue. It has been considered as a possible future step.

Perhaps after somewhat more experience in this program both by the regional councils, the states, and HUD, we will know better whether or not we want to move in this direction. As the legislation is now written it places this responsibility on HUD as the administering agency. So long as the legislation is written in this manner, the final decision would remain with HUD; however, a major advisory role might be played by the state and the regional council.

The Citizen Participation Element

The citizen participation element which is required in grant requests will be required immediately. That is, the next application submitted to HUD must have this element.

The Zoning Requirement

The requirement of a zoning ordinance as a part of the workable program

has not been changed. It is not possible to use subdivision ordinances and restrictions in lieu of zoning, even though the City of Houston uses this approach. The zoning ordinance is still a necessary part of the workable program. No change in this is foreseen.

Intergovernmental Coordination

There is a definite need for the state, regional, and local agencies and planners to get together and develop a coordinated annual program approach on all levels of planning. If the state is going to survey the state legislation, there is no need for the regions to do so independently. After the regional council, including its board, has completed and approved plans, it is difficult to make changes. It is much better to get together with the state and Federal people in the beginning.

Maybe we are going to have to plan our planning!

VI. FISCAL MANAGEMENT OF HUD GRANTS

Summary of Workshop Session

Conducted by

Agnes Hough
Fiscal Management Analyst
HUD, Region V

Editor's Note: This workshop included some explanations and discussions of specific columns in the handbook tables. These discussions are not

reproduced here, but can be found on Pages 137-39 of the complete, unedited transcript of the workshop proceedings.

General Administrative Policies

Each regional council is required to adopt a system of financial policies. These policies must cover such items as salaries, holidays, sick leave and annual leave or vacation, travel allowances and reimbursements, expenses for job interviews and moving expenses for new personnel, insurance and other fringe benefits, and all other administrative practices involving expenditures or obligations of funds from HUD.

The policies adopted may be chosen on the basis of the state government or local government policies in the area, or the policies can be specifically designed to meet the needs of the regional council. If special policies are designed these policies will need to be approved by HUD; this approval will require some kind of substantiation of comparability with existing local practice. That is, the salaries, fringe benefits and other personnel policies of the regional council cannot differ significantly from the accepted practice in the area in which the council is functioning.

HUD has issued Regional Circular No. 22 dealing with travel, salaries, holidays, leaves and other administrative practices. This circular was mailed to all the regional councils.

Once the regional council has established and received approval of its administrative policies, several of its activities then can proceed without prior approval from HUD. All that is necessary is a statement that the action is in accordance with the approved policies.

Few if any of the regional councils in Texas have completed the establishment of their administrative policies; some are under city personnel policies for some items, state policies for others, and have independent policies according to HUD guidelines for still other items.

Travel Reimbursement and Related Policies

In some instances HUD will accept local policy only up to certain limits. For example, \$16 per day is the maximum subsistence reimbursement HUD will permit without submission of detailed records. With supporting records, this amount can be increased to \$25 per day. But if the local or state practice would permit figures in excess of these, HUD would not approve these policies.

Since all the regional councils are receiving funds from various sources in addition to HUD, it would be desirable to have a set of policies which would fit the requirements of all the governmental agencies or units which are providing financial support--Federal agencies, and state and local governments as well.

If the regional council chooses to pay more than the HUD requirements would permit for some item, then the amount charged against the HUD project must be limited to the amount permitted by the HUD guidelines. That is, if the council wishes to pay more than \$16 flat subsistence reimbursement per day to minimize the time consuming and energy diverting task of detailed record keeping and still permit the traveler sufficient reimbursement to permit him to break even, only \$16 could be charged against the HUD grant and the remainder would need to be made up from other sources.

If the traveler's activities were only 50 per cent allocated to the HUD project, then only 50 per cent of the \$16 (\$8) could be charged to HUD.

If the regional council establishes a policy of making greater payments for travel or otherwise than the HUD guidelines would permit, then the administrative policies should include a statement saying that the excess over that permitted in the HUD requirements will not be charged to the projects funded by HUD money.

HUD would like for each regional council to set up a system which would insure that the HUD guidelines on financial administration are being followed on a daily basis. The important point about travel reimbursement policies and other administrative policies is that some system must be set up by the regional council for the federal auditors to go by in checking to see if these policies have been followed.

Many regional councils have policies that were written before the establishment of the new guidelines. But now that the new guidelines are out, auditing will be done on the basis of the new requirements. Where policies differ the entire reimbursement by HUD for travel may be suspended until backup documentation is reviewed. Allowances will be made, however, for the time that it takes to make the changes necessary to get the new policies into operation.

Generally, it has been understood that the council should choose a policy of paying either \$16 flat rate, or reimbursing on the basis of detailed records with a limit of \$25 maximum. However, some cities have a policy where they will pay flat rate per diem in some cases and

reimbursement on actual expenses in others. HUD may approve a policy such as this for a regional council; if so, it will audit according to that approved policy.

In the past, advance approval has been required on travel to meetings. Now, with the new guidelines, HUD is sending the travel requests back to the regional council saying, "If you have policies adopted in accordance with the new handbook, you do not need prior approval for this trip." The trip authorization guideline suggests that HUD would expect someone to have the responsibility to authorize the trip as being "necessary to carry out a 701 project." If the trip is to cover overall council business, then its cost should be prorated among the various projects just as you would prorate rent or other items which relate indirectly to all projects but not directly to any one of them.

Salary Determination: What Qualifies as "Comparable Employment?"

In deciding what a certain position will pay, the salary should not be out of line with comparable salaries for comparable positions in the area. The first issue is to determine what the local board of the regional council will accept as reasonable salaries for the various staff positions on the council. These salary comparisons must be made; if you can't compare with any positions locally, look to the State or the national labor market to find comparable positions.

It is difficult to establish an executive pay plan for the regional councils because the positions are unusual and it is difficult to find local comparisons which are realistic. Perhaps the best way to solve this

problem is to do something which appears reasonable to the local board, either on the basis of the local or national labor market for the kind of skills being employed. Then explain to HUD why it looks reasonable, showing some kind of comparability. It is likely that if the local people on the board are satisfied with the salaries being paid, these salaries are not unreasonably high. (The point was made that in many of the rural counties in Texas the county judges make only about \$5,000 a year. They find it difficult to understand the need to pay a man two or three times that much, or more.)

What HUD really wants is something reasonable which can be reviewed and approved in the beginning so that no problems regarding salary levels and related issues will arise later. Once the comparability of the salary has been established on some reasonable and logical basis this eliminates subsequent misunderstanding.

Third Party Contract Procedures

There are only two ways the regional councils can pay people with HUD money: one is to put the people on the staff and pay them by salaries; the other is to execute a contract with them--either with a firm or with an individual. If you pay someone who is not on your payroll, then you should have a contract of some sort with that individual or firm. You should send a copy of the contract to HUD. If you follow the standard HUD guidelines you can execute the contract without prior approval of HUD but you must then send a copy to HUD. If you use any contract form other than

the standard one provided by HUD, then you must send it in for prior approval.

The handbook says that for amounts less than \$500 the standard contract is not required; however, some kind of written agreement should be entered into. A very simple form could be used for this purpose.

If the regional council enters any agreement with public bodies whereby certain services will be performed, this agreement should be placed in contract form and a copy should be sent to HUD. In the past, a statement in the application saying that the city would perform certain services has been sufficient. In the future, HUD would like a written contract in these instances.

In the case of a contract for continuing service, such as rent, or for attorney or accountant services on a continuing basis, once the contract is approved by HUD it does not need to be resubmitted. Only an amendment needs to be sent in extending the dates and referring to the project number. The cost of these contracted services must, of course, be prorated over the entire operation of the regional council, rather than charged to any one project.

Using Texas Water Quality Board Funds for Matching HUD Grants

The only portion of the Texas Water Quality Board (TWQB) grant that you can include in a HUD project is the part that is in the work program which is approved in the HUD project. The TWQB has tried to use some portion of their grants to match HUD grants. There have been some problems

in trying to work this out. HUD has been working with TWQB and has received assurances that TWQB will help to work it out. There has been some question about who would claim credit for the work accomplished. If HUD money is paying two-thirds, HUD would like to have their name associated with the project. In some instances TWQB has objected to this.

If your regional council receives a contract and a sum of money from TWQB which you hope to use as matching funds for twice that amount of money through a HUD grant, then the work program must be approved by HUD and the one-third TWQB money must be mixed with the two-thirds HUD money. The regional council should not spend one penny of the TWQB money until the entire package is approved by HUD.

It may be acceptable to spend the TWQB money for water quality planning and the HUD money for some other kind of planning, all of which, however, fit into a total planning package. But if this is done, it must be approved as a total package prior to the expenditure of the TWQB funds.

Time Limits and Extensions

There is no time limit on possible extensions of a particular project. In order for an extension to be approved the regional council must make the request and HUD must agree but there is no limit as to the number of years for which extensions can be made.

There is no deadline on the establishment and submission of your policies; however, it is important that the policies be established, locally approved, and submitted to HUD as soon as possible in order to minimize

the problems which may otherwise arise.

Separation of Project Accounts

The funds for different projects and for different years should be carried according to separate accounting records.

VII. THE ANNUAL GRANT PROGRAM AND SCOPE OF WORK

Summary of Workshop Session

Conducted by

William Yerkes
Director, Planning Division
HUD, Region V

Review and Approval Procedures

The frequent reference to the annual grant as a "block grant" is something of a misnomer, although the grant does permit greater flexibility than might have been permitted under the former type of project. Essentially, the regional council submits a preliminary scope of work for a one-year period which is consistent with the longer range, overall program design. Following the submission of the preliminary application the regional council representatives get together with the HUD Region V representative and actually negotiate a scope of work for that first year. Together, they discuss what the needs are, and look at the overall program design for the next several years. Then the specific things to be undertaken

are negotiated and worked out together.

The Region V office has more than twenty organizations which they will have to visit in the process of these negotiations. While the negotiations are going on, other Federal and State agencies should be brought into the discussions so that the entire effort can be simultaneously coordinated.

This approach should reduce the lead time considerably from the six to nine months which has been required in the past. The negotiation period should eliminate virtually all of the problems and permit rapid approval.

Each regional council should contact the Region V office some sixty days before they are ready to negotiate their application. This will permit the Region V office to schedule the negotiations in an orderly manner. Also, the other Federal and State agencies, particularly the Division of Planning Coordination and the State Health Department, can be brought into the planning process at this time.

Effective Date and Approval Date

In order to eliminate some of the past problems which have resulted from one grant running out before the next was approved, there will be two dates used from now on: the effective date and the approval date. The time required before final approval will depend on the complexities and problems. HUD hopes that some approvals can be made in thirty days or less.

Coordinating with Other Agencies

It is desirable to have as many as possible of the agencies which are undertaking programs in the area of the regional council's jurisdiction, to participate in the negotiations on the preliminary application. In fact, it would probably be good practice to send the draft copy of the application to these other agencies and request a meeting to discuss it with them as well as with HUD.

HUD Region V would like to negotiate what the regional council hopes to do during the whole year. If the communities are going to ask for local assistance this becomes a part of your annual program and you should assist the State Health Department in establishing priorities for the local assistance funds.

The regional councils can assist in this kind of coordination in the planning of their annual programs. However, the regional councils cannot dictate to the local assistance program. Generally, the extent of the influence of the regional council will be determined by its aggressiveness and helpfulness in providing information and in assisting in the establishment of areawide program priorities.

Every agency and every kind of planning and public facility work within the jurisdiction of your regional council should be aware of and to some extent involved in the preparation of your annual grant proposal.

Some Advantages of the Annual Grant

The annual grant approach makes it easier for HUD to answer questions about the amounts of money to be spent in a particular area or region for a

specific purpose, e.g. transportation. In the past it has been sometimes difficult for HUD to answer this question. Through the annual grant approach, the regional offices of HUD will get better information on what is going to be required in future years in each expenditure category. Then we can better feed this information back to Washington.

Annual Project Scheduling

The fact that some projects run for fifteen or eighteen months should not present any difficulties under the annual grant program. Within any annual program, projects might be scheduled to begin in the middle of the year, in the beginning of the year, or at the end of the year. Similarly, projects could be scheduled to end after a few months, or at the end of the year, or to have reached a certain level by the end of the twelve months and to continue on into the next annual grant period.

To the extent that it is possible and efficient to schedule projects in one-year units, this would be convenient; however, there is no reason why this is necessary and in most cases it will not occur. Yet, there should be some measurement of the progress which will be made during the twelve-month period, even though the project is to continue on into the subsequent year.

The annual grant program will actually provide a better opportunity for the setting of beginning dates on individual projects than was possible previously. Ideally, when one project is scheduled to be completed, the next project can be scheduled to be initiated so that there is no gap. If it appears that the scheduling is not going to follow precisely as originally

laid out, the beginning time of the second project can be rescheduled to meet the special circumstances regarding the first project.

Carry-Over Budgeting

Under the annual grant program, you will be budgeting more than you will actually spend during the year. At the end of the budget year, if you haven't paid certain bills which were supposed to be incurred in carrying out that year's program, those payments would be picked up in the second application year. This problem sometimes arises with consultants, where the regional council has not reviewed the work of the consultant so that payment could be made and the work program drags out into the second year. However, this money would be committed at the end of the year so that it could be handled fiscally to be within the first year's annual grant period.

Identification of Target Cities

At the time the application is prepared, it is not likely that the regional council can specify each city and the specific work to be performed in each. However, it should be possible for the regional council to specify perhaps the cities in which 90 per cent of the work would be undertaken and then provide for a few unnamed cities to be determined later. This would provide flexibility to respond to unforeseen urgent requirements for initiation of work, or other considerations. Later the application would need to be modified and each of the cities named.

Funds for Reconnaissance Surveys

The reconnaissance surveys can be done as a part of the work program and therefore do not have to be done prior to the submission of the application. For the individual community or locality, then, the reconnaissance survey becomes its design.

The State Health Department is using funds from its advisory service application for support of reconnaissance surveys. As a part of the application which the regional council submits, there will be an item for "advisory services." This part can be used to support reconnaissance surveys.

Congressional Funding Prospects

In the event the Congress should not pass the appropriations to support the continuation of the activities of the regional councils prior to the expiration of the previous year's appropriation, what would happen? Generally, HUD knows what the lowest appropriation is that the House and Senate are likely to pass. That figure becomes the base from which they continue to operate. Normally, there is a provision for continuing to carry on the program at the previous level of funding, prior to the passage of subsequent year appropriations.

In the past the approach has been to provide for supplemental appropriations on a monthly basis, each monthly appropriation amounting to one-twelfth of the annual appropriation for the previous year. Ultimately, when the appropriations are made by Congress, those agencies which have received expanded program authorizations will be able to make up the additional amounts they lost by continuing their funding at the level

of the previous year.

It should be noted that one of the purposes of the annual grant approach is that it is intended to provide a stable base which the regional council can more or less depend on year by year. This approach justifies HUD's going ahead for several months with financing of the regional councils until the appropriations are made.

Guidelines for Program Priorities

HUD is now preparing a memorandum for distribution to the regional councils which will more specifically state the criteria for establishing priorities. At the present time the guidelines state the following:

In approving applications, HUD will give priority to those which include activity directed toward

- (1) social concerns, such as housing, manpower planning, services to low income groups, movement of minorities to the larger community through open occupancy and employment patterns,
- (2) the implementation of plans, such as budget preparation, technical assistance, administrative reorganization, development project review,
- (3) meeting planning requirements for HUD grant programs, such as basic water and sewer facilities, open space, new communities, model cities, and workable programs.

A statement of criteria on priorities is difficult to make specific. Each of the regional councils needs to develop for itself a list of the criteria that they are going to follow. The HUD statement which will be forthcoming will probably be helpful; nevertheless, each regional council

will need to do some thinking about this and make some decisions on its own.

Metropolitan and Non-Metropolitan Planning Regions

If the regional council contains a standard metropolitan statistical area (SMSA) the region or area is then classified as a "metropolitan" region. As such it is eligible only for metropolitan funding. The present guidelines do not permit non-metropolitan funding to serve the rural counties and towns within the region. According to HUD, the non-metropolitan places are supposed to be financed through the State.

The way the money is split between the metropolitan and rural areas is not easy to determine; the more funds diverted to non-metropolitan areas or districts, the less there remains for the metropolitan areas in which by far the greatest number of people are located. When you get right down to the actual use of the money, it does not have to be segregated between metropolitan and rural. The 701 Planning Assistance Program under the new law makes eligible a great variety of activities within the rural area.

Potential Splintering Effect; Comment by Charles Crow. A problem with defining the entire area of the regional council as "metropolitan" is that this encourages the rural members of the regional council to break away and create their own organizations and thus become eligible for "non-metropolitan" Federal funding. The Division of Planning Coordination in Texas would prefer not to have this kind of incentive for the splintering of the already established regional councils throughout the state. If the

rural areas were to break away from the metropolitan areas, these rural areas would then have almost no base on which to carry out development programs.

Coordination with Model Cities Program

A lot more emphasis will need to be given by the regional councils in metropolitan areas to the model cities program. We would hope that the relationships and communications would be developed to the highest degree possible so as to coordinate the work of the model cities program with that of the regional councils.

Urban Affairs Council at Regional Level

One of the President's reorganization programs will involve the establishment of an Urban Affairs Council at the multi-state regional level. This council for the Southwestern region will be similar to the Urban Affairs Council at the Washington level in which HUD, Health, Education and Welfare, Department of Labor, the Office of Economic Opportunity, the Economic Development Administration, and the Small Business Administration are all members. This same kind of council will soon be established in all the regional offices so as to provide a better tool for coordination among these agencies.

REGIONAL COUNCIL PRESENTATIONS

I. TRANSPORTATION PLANNING

The Houston-Galveston Area Council

William B. Klotz
Senior Vice President
Lockwood, Andrews and Newnam

A number of months ago, we began a rather comprehensive study of a number of elements for the Houston-Galveston Area Council. We recently completed the transportation element. We had tremendous cooperation from all the local governmental units in this area. We want to extend our thanks and appreciation to them, and to the staff of the Area Council for the support they gave us.

We will confine our remarks essentially to three aspects of what we did: to tell you something about the personality of the Houston-Galveston area as it would affect the transportation study, to give you a quick look at the projected deficiencies, and then to tell you the potential solutions we have recommended.

In Phase 1 of our plan we have not attempted to produce a detailed transportation plan, to define or describe a type of vehicle, or to precisely establish the routes and terminals. We have defined the deficiencies, located the problems and established the potential solutions. This information is necessary before the more detailed implementation can be planned.

The Houston-Galveston area is located in the southeast corner of Texas. Our area consists of eight counties with Harris County in the center. This area has 8400 square miles and approximately 2 1/4 million people. It has a land area that is bigger than the land area of six states in the United States and a population that is now greater than 26 states. By the year 1980, its population will be bigger than some 40 states. The problems that we are attempting to solve as regional councils in Texas are bigger in many cases than the problems that some whole states are trying to solve. We have to let the people in the area realize this so they do not sometimes lose their patience with us.

This is a dynamic area, an area rich in natural resources, an area of industrial development. It is a land of wide open spaces, where 96 per cent of the travel is by automobiles. We have assumed that this area will continue to be a dynamic area, that the automobile will continue to be a dominant means of transportation, and that we will continue to have excellent development of our freeway and thoroughfare network.

To describe our problem we established three significant years: the base year was 1960; we projected to the year 1975 for a short-range look and then to the year 1990 for long-range planning. We developed a system of simulated models. Urban transportation can be stated (as a deliberate oversimplification) as people moving from one place to another (e.g., between where they live and where they work) over some network. How are they going to get from one place to the other?

The HGAC area now has 2 1/4 million people; by 1990, we expect to have

4 to 5 million people. Within the metropolitan area, the growth becomes even more pronounced. Employment in the urban core is building at a dramatic rate. In this area registration of automobiles is increasing faster than the population. This area has enjoyed an excellent highway network; it may be one of the finest anywhere. Fortunately it was planned enough in advance that we have not yet experienced some of the more crippling problems that other areas have seen. But even with the tremendous highway system projections for this area we anticipate deficiencies.

We analyzed the network for adequacy for the years 1975 and 1990 by dividing the area into sectors and identifying transportation corridors between the sectors. A corridor consists of all the thoroughfares and freeways that take automobiles between two sectors in a given direction. We simply translated the total expected traffic into equivalent freeway lanes; our projections show deficiencies of up to ten freeway lanes by 1990.

The problem in the downtown area is even more pronounced. We expect the core employment to increase by 154 per cent. We are going to need 70,000 more parking places in downtown Houston by the year 1990 if we are going to continue to be an auto-dominant society. Building freeways would not solve the problem. The freeway only gets you from here to there. Sooner or later you have to get off the freeway and the local streets simply are not able to absorb the shock. Our finding is that the situation is bad now; it will be severe in 1975 and almost intolerable in 1990.

A problem in reaching a solution is that too many people have some preconceived approach in mind. What we have proposed is a balanced program of (a) freeway development for automobiles, (b) a local bus system, and (c) a mass rapid transit system. The initial transit corridors to be developed should begin in the core area and extend into the rural fringes of the region. The first car that starts on the freeway in the morning is as much a part of the problem when it gets to the core area as is any other car. The transit system needs to extend into the outlying area to solve this problem.

We have not attempted here to identify all the corridors or to present all the solutions. We wanted to give you a brief look at the issues involved and some of the progress in transportation planning in the Houston-Galveston Area.

II. IN-SERVICE TRAINING

The Coastal Bend Regional Planning Commission

Jack Kirkpatrick

All regional planning commissions and councils of government recognize the need for in-service training. The Coastal Bend Regional Planning Commission began their work on this early last year. The first phase was a survey: by letter, questionnaire, telephone, and visits to city halls and county courthouses. We went wherever we could find someone who wanted

to tell us of their needs for training.

After we completed the survey, the information was passed on to our Advisory Committee and the priorities were set. To date, we have developed four schools.

The law enforcement school was first. This consisted of a basic police course, criminal investigation, traffic supervision, criminal law and procedures, police supervision, riot control, and first aid. The school was sponsored by our Law Enforcement Committee. They played a big part in setting up the curriculum, setting times, dates and places, recommending instructors, and supporting the school to make it a success. We have had three sessions of this school and they have all had good turnouts.

The second on our list of priorities was the building officials school; this was a big problem area. Building inspectors are hard to find in any size town. The Advisory Committee came up with a program including such topics as responsibilities of building officials, codes and ordinance enforcement, building codes, housing codes, plumbing codes, electric codes, fire codes, and subdivision regulations. The program also included State and Federal regulations. We have only had one session of this school; we are now in the process of beginning our 1969 phase of it.

The third school was on government purchasing. This unfortunately fell somewhat short of our expectations; the turnout was not as great. Perhaps this was because there aren't too many cities that have purchasing agents; this is a multi-function job in small towns. We did have the school, with

about ten participating all the way through. We plan to repeat it. The Governmental Purchasing Committee sponsored it and provided excellent support.

The last school, just completed a couple of months ago, was a city administrator school. This school was principally designed for the city clerk and city secretary positions. We were hoping to reach the key personnel in the smaller towns; I think we did this. We had about 20 to 25 people turn out once a week for ten weeks; some of them drove as much as a hundred miles to attend. The subjects covered included duties and responsibilities of a city clerk or secretary, tax assessing and collecting, legal responsibilities, finance, ordinances, resolutions, proclamations, elections, and public relations.

This school is very broad. We plan in the future to specialize some of these things and possibly develop as many as four or five schools out of this one. This school was sponsored by our City Administrators Committee. We had some very good comments about it.

We are now working on our 1969 programs and we plan to rerun all of these schools. We plan to add a good deal more subject matter and more specialization.

In-service schools, in general, are perhaps not very exciting. They do not justify large grant applications and they have little effect on the budget. But this is a service that we can perform for the people of our region. We plan to continue to do this.

III. ECONOMIC DEVELOPMENT

Nortex Regional Planning Commission

Bob Mowery

The North Texas Planning Region encompasses twelve counties in North Texas. The four western counties in this region are Foard, Hardeman, Cottle, and Childress Counties; the population in these four counties has been experiencing decline since 1930 when the population reached an all-time high of 64,000. The estimated present population is 23,000. The estimated per capita income in 1967 was \$1,946; almost 40 per cent of the families in the area had a total income of less than \$3,000. The empty farmhouses witness and epitomize the departure of the people.

An application for assistance in developing a resource conservation and development (RC&D) project plan was prepared and submitted to the Department of Agriculture. State approval was obtained for the project to be coordinated with the Nortex planning program. The Soil Conservation Service is now working on the RC&D project. Also, our staff is accumulating data for use in comprehensive planning.

The moving force of this four-county area for trying to reverse the rural-to-urban trend has been the Four Winds Industrial Foundation. This is a non-profit corporation formed to strengthen the economy of the four-county area by building on the existing industry and assets and promoting new industrial growth. They applied for a rural-urban balance grant and

an application was filed with HUD for an innovative project to seek ways to promote the industrial growth of the four-county rural area. Again, State support was sought and obtained.

Their application included work items that could be allowed only under "innovative project" funding. Such approval was not obtained; the application was returned to the regional office for funding under the regular 701 planning program. Since many of the work items in the original project were not applicable for 701 funding, a salvaging job had to be done.

Only by a cooperative effort by the HUD regional office and representatives of the Four Winds Foundation, were we able to obtain funding for a worthwhile project. Once again, it is learned that regional planning is an exercise in patience. Hopefully, the resulting improvement in our area will be worth the effort.

IV. LAW ENFORCEMENT PLANNING

Brazos Valley Development Council

A. C. Johnson

The Brazos Valley Development Council was organized in November, 1966 as a six-county economic development district. Then the State said only one planning group would be funded in each region. Later, with the

guidance of Terrell Blodgett and Jim Ray our board decided to become a regional planning commission. It has worked out real well for us.

As an economic development district and a regional planning commission combination we've been able to use the planning money from the State to our advantage; with the EDA funds we've been able to bring in new industries to our area and prepare our counties and cities for receiving new industries.

There could not be an organization in our (now seven) counties without the help from EDA and the Governor's Office. EDA helped us get started; we've stayed real close to them. We've gotten in the HUD programs, especially in neighborhood facilities; a couple of our counties are in the HUD programs all the way. We're basically non-metropolitan; we don't have a metropolitan area in our seven counties.

Last November we got the go-ahead to prepare a law enforcement plan. We had to have the plan in by May 1. Fortunately, we didn't have too many problems. Quite a few of us from the regional planning commissions met in the Planning Coordination Office and drew up the guidelines.

At first our Council really didn't know exactly which way we were going to go. Then our board gave the contract to the Industrial Economics Research Division at Texas A&M University and our staff was to give them assistance in gathering the information. We worked with them and jointly we produced the plan and met our deadlines.

Within our region, we defined the regional problems. We broke these down into those that fit regionally and those that fit 90 per cent of all

the cities and counties. We found that we could have no valid comparisons of reported crimes because so many different record-keeping procedures are used by the various police and sheriff departments of the area. We had only one police department and one sheriff's department that made an annual report; we had to dig out the information ourselves. The police and sheriff departments cooperated with us and many of them helped us tremendously.

Another problem is a definite shortage of police officers throughout our council area. There is a lack of individuals interested in police work; as police departments become more demanding on qualifications, fewer applications are received.

There is a lack of programs for training law enforcement officers, including recruit training, in-service training, college-level, graduate school, and law school. We feel that the expansion of the present police training facilities at Texas A&M University will be beneficial to our seven-county area. The expansion could include quarterly recruits and quarterly in-service training; we are working with the Texas A&M Police School at this time to develop the curriculum to implement this approach.

A regional crime laboratory would be very beneficial to us to provide adequate examination services. Also we need an experienced pathologist; we do not have one in our seven-county area.

The need exists for a regional purchasing agent to assure that all equipment meets similar specifications. Equipment could possibly be shared among police agencies. There may be a need for new local legislation to

allow this in places where it is not now allowed.

We found that there is not a separate juvenile detention facility anywhere in the seven counties. The juveniles are all thrown in with the adults. We feel that there should be some separate juvenile detention facilities.

There is a need for a regional, interagency communication network to assure fast communications between all the sheriff and police departments throughout the seven-county area.

There is a definite need for rehabilitation treatment designed to return offenders to the community as productive members; this is practically void in our area. With the exception of Brazos County, we have no probation officers; the county judges and sheriffs serve part time. We only have one full-time probation man in our whole seven-county area and he's responsible for both adult and juvenile probation.

We also discovered that we very badly need a community relations and public education program in our area. We definitely feel that there must be a continuation of this extensive law enforcement planning; we've just scratched the surface. We feel that we did a good job on this plan for the time we had to get it in; but we've got a lot more work to do.

V. CITIZEN INFORMATION AND RESPONSE

Alamo Area Council of Governments

Al Notzon

At the Alamo Area Council of Governments we feel that planning must involve not only our member agencies and governments but also a good cross section of the community. It is hard to get the average citizen to relate to the region and to explain how regional goals will affect him personally. Our Executive Committee feels that something should be done in the way of citizen or public participation. At the end of April they adopted a policy statement setting out some guidelines for public participation in AACOG.

In the policy statement the Executive Committee authorized the continuation of our committees in each program area, but they wanted to go further. They want to get out into the community to make touch with all the organizations, identify community leaders and generate communication with and feedback from the many interest groups in our 11-county region. They want to develop a good feel for what the community wants.

We now have an innovative program for citizen information and response. The application calls for developing a working system that will encourage and elicit citizen communication with our governmental structures and participation in the planning process.

First we will use an attitude survey to try to determine the areas and the socio-economic levels of public ignorance. At what socio-economic

level are people really unaware of the governmental processes around them and of how they can exert influence? We want to ask some open-ended questions to discover areas of interest and to identify programs they feel to be critical. At the same time we will ask the professionals--our staff, research institutions, member agencies, universities--to develop research papers stating positions and alternatives in each of the identified program areas.

Once our research papers have developed alternatives we need to test public attitudes regarding the alternatives. We plan to generate two-way communications through the use of mobile vans, voting machines, and questionnaires. Tape recorders will be used in those areas where the education level is low and the questionnaire is not a feasible way to approach people.

In all our programs we have attempted to get representation from a truly representative cross-section of the community. Ethnic representation was the first thing that came to mind. We went to the 1960 census and the 1968 estimates and said we would have representation on our committees according to the population percentages existing within our eleven-county community. We further said our committees would reflect the age, geographic area, income level, and sex distribution of the local population. We have tried to get a true cross-section of the community, not just to respond to alternatives but actually to help to develop them.

To sum up, I'm going to paraphrase a sentence from a regional planning book from up on the East Coast: "Planning will not succeed without the

creative enterprise of individuals, associations, and the agencies of government." We certainly believe that in the Alamo Area Council of Governments.

VI. INNOVATIVE HOUSING PLANNING

Texoma (Formerly Sherman-Denison) Regional Planning Commission

Jerry Chapman

Charles Crow asked me to relate to you some of our ideas on the initial housing element required by the 1968 Act and also to tell you about an innovative housing study that we've made application for with HUD.

The Initial Housing Element. The initial housing element is nothing more than a good market analysis of the housing situation in your area. I would see it as breaking your housing market into (a) the area being served by the conventional market, (b) the area to be served by the multitude of FHA and other HUD assisted programs, (c) the market served by your Housing Assistance Program, and (d) that segment of the market that is not being served by anyone.

Most of the information in our area on housing goes back to the 1960 census as it probably does in your area. We can only place a certain amount of reliance on this out-of-date information; we have to go to other sources. I'm a bit surprised that the home builders and the real estate

people have as little knowledge on the subject as they do.

We hope that we can update our housing information by coordinating our housing element with the Urban Transportation Study being conducted in our area. This is being done by the Texas Highway Department and will encompass about 25 per cent of the land area of our county and about 25 per cent of the people. We're trying to get good housing information collected with the land-use information.

Another resource I intend to utilize is student assistants. They have been very helpful in the things we have undertaken to date. We've had a socio-economic survey for one complete census tract in one of my cities, encompassing most of the low-income people in that area.

Another source of data might be the existing workable programs in the community. Urban renewal agencies are another source. The Federal government requires that socio-economic and diagnostic surveys be taken in urban renewal areas. This will have an important impact on your housing element if you have cities that are carrying out these programs. You might also check with the Public Housing or Housing Assistance Program to find out the number of people on their waiting list, what age group they are, how many children they have, and if large numbers of elderly people are included.

Another thing to consider is the percentage of the population that is over 65. We have a large segment in this age bracket in our county because of the climate around the lake.

There needs to be a determination of the lowest cost of new housing

in your area (in our area it is around \$14,000-\$15,000) and compare that with the income of the average industrial worker in your area to have some indication as to whether he can afford new housing. If he can't, then he must rely on the housing that already exists in the area.

The Innovative Housing Study. The innovative study covers four basic areas. The first one is factors that affect land development costs. Here we are going to look into: (a) the timing of assessments after land development, (b) the possibility of improvement district financing, (c) utility expansion policies, (d) sanitation regulations, (e) subdivision regulations, and (f) the possibility of developing low and moderate income housing by working out equitable cost-sharing procedures between the municipality and the developer.

The second area is factors that affect the land development design and layout. In too many subdivisions there is very little thought given to layout. We think we could interest some of the developers in our area in experimenting with new types of layout and not following the same plain type of development that they have practiced in the past.

The third element is the development of recommended prototype housing units. We plan to take a look at new technology and developments and how these might be applied to our area, including the question of what changes might have to be made in zoning, subdivision ordinances and building codes to permit the construction of the most efficient units.

The fourth element is the study of the administrative framework that exists in our locality and the possibilities for handling financial and

technical assistance for this area. Maybe an interagency group could be set up to assess the housing problem in the entire area, not just in one particular city.

There is another area that we are toying with that came up after we made the application; that is, the development of a program in conjunction with the local labor unions to build low and moderate cost housing using a work study program. There has been some interest expressed in this; the labor unions are realizing that they are going to find themselves in some trouble if they do not expand the number of competent mechanics in the building trades. There has been some serious discussion in our area of utilizing something of this nature.

VII. COMPREHENSIVE HEALTH PLANNING

North Central Texas Council of Governments

Don Kelly

There was an organization formed in our area about the same time as the North Central Texas Council of Governments, entitled the North Texas Planning Council for Hospitals and Related Health Facilities. It was initiated by the Dallas County Medical Society, the Dallas Hospital Council and the United Fund Agencies of Dallas and Tarrant counties. They were initially supported with Hill-Burton 318 funds (since terminated

through legislation). An outstanding staff was recruited. They had an excellent capability to perform comprehensive health planning and indicated a desire to do so, excluding environmental health planning.

The North Central Texas Council of Governments was already actively committed to environmental health areas, such as water and air quality. The Health Council approached our Council and proposed that they do health planning (excluding environmental) working under our COG umbrella. Our Executive Board was in favor of accepting this proposition and the details of the proposed relationship were worked out.

HEW was approached on this partnership basis with our COG as the applicant, but 80 per cent of the requested money was to be contracted to the Health Council for health planning other than environmental. HEW denied the application because a majority of the funds would be contracted to an outside agency.

As an alternative, the Health Council became the applicant but its application was also disapproved, primarily for the following reasons:

- (1) HEW wanted one responsible comprehensive health planning agency;
- (2) there was inadequate "consumer representation" within the planning structure; and
- (3) HEW questioned whether the Health Council had shed its original emphasis on facilities planning.

With this disapproval all parties were sincerely disappointed. As a result of the experience, I personally have a few questions to address to HEW.

First, the HEW decision for approval is made at the regional level

by a 12-man committee, mostly health oriented people. Perhaps the HEW review committee should have the same type of representation they require of health planning councils.

Second, the HEW review committee processes the project only on the documentation submitted. The applicant has no chance to meet with the review committee. Once the application is approved or disapproved there is no appeal procedure until four months later--the next review cycle. Certainly documentation is necessary, but there are things peculiar to various regions which need to be explained through personal contact and consultation.

Third, why doesn't HEW approach funding as HUD does, on a per capita basis distributed throughout the various regions in the state and throughout the HEW region? The State of Texas does the same in awarding their regional planning grants. Why can't HEW follow the same procedure?

The North Central Texas Council of Governments and the people in our area have a great concern for the health of the region; planning for health is a clear and heavy responsibility of our Council. Comprehensive health planning is a necessary and a good program. My own feeling is that all Councils of Government in Texas should be interested in it. I'm sure that by working with the State of Texas and Dr. David Wade, the new Director of the Comprehensive Health Planning Office, a great deal can be accomplished. I hope that HEW will be running with us!

PLANNING COORDINATION AND ASSISTANCE
BY THE STATE OF TEXAS

Presentations by Representatives of the Governor's Office

I. COMPREHENSIVE HEALTH PLANNING

Dr. David Wade
Director
Comprehensive Health Planning Office

INTRODUCTION BY MR. PETTY:

Dr. Wade has just joined the Governor's staff as Director of Comprehensive Health Planning. Dr. Wade came to us from the position of Assistant Commissioner of Public Welfare with the Texas Department of Public Welfare; he is a former practicing physician, a psychiatrist by training and is also past president of the Texas Medical Association. We feel very fortunate to have Dr. Wade on the Governor's staff to head up the Comprehensive Health Planning Office.

DR. WADE:

Comprehensive Health Planning presents a most complex situation. There are five grant areas in Section 314 of the Act; today we are interested only in two of these grant sections: 314A and 314B, Partnership for Health Act.

Section 314A is the statewide planning grant. In Texas the statewide health planning is in the Governor's Office largely because the Division of Planning Coordination is in the Governor's Office, and health

planning needs to be related to all of the planning that goes on in the State. We use the Governor's planning regions and work through the machinery of the regional councils.

The 314A agency is supposed to develop a state plan for health. As I see it, a state plan for health will simply be a compilation of the regional plans for health.

We have a legal mandate to do one other thing--to strengthen and render "more flexible" the state supported health efforts, welfare, state hospitals and related programs. We have set up the type of organization which is going to allow us to do this. We have a thrust towards the state agencies and a thrust towards the communities.

We envision that our responsibility is that of technical support. We should have a staff of experts in public health, environmental health, sociology, data processing, health planning, and in other specialties. These specialists could give the regional councils the technical assistance needed to write the plan, get the grant, and maintain the effort. We expect to have this kind of staff.

We look at ourselves as a service agency for the regional councils in their efforts to do comprehensive health planning. We may not achieve this 100 per cent but this is the direction we are heading. We have the funding to get the sort of staff that can be of assistance to you.

We're located at 403 West 13th Street in Austin. We will come to your region if you need us there. Also, we hope to render a service to the 314B agencies as they are created.

II. CRIMINAL JUSTICE PLANNING

Frank Allen
Criminal Justice Council

INTRODUCTION BY MR. PETTY:

We have with us today from the Criminal Justice Council, Frank Allen; many of you have worked with him on comprehensive law enforcement planning. As you know, Leonard Blaylock, the Executive Director of the Criminal Justice Council, has been ill; Frank Allen is his top assistant. He is here to give us a brief progress report on the planning effort by the Criminal Justice Council.

MR. ALLEN:

We recently finished a fairly smooth rough draft of the major portions of the state criminal justice plan and sent it to our Council. The Council will meet May 23 and review and hopefully approve with minor comments. The plan has to be in Washington by June 1 and the money encumbered to the State for the action grants, by the end of June. Probably in July or in the latter part of June, we can start doing some action funding.

We have received action grant requests for more than eight million dollars so far, just from the units of local government. We have only \$884,000 to distribute among you; yet we want to achieve a program balance with fairly nice geographical representation. I hope that the modest

amount of funds will not deter any of your efforts to continue criminal justice planning and implementation.

The State of Texas is hosting a five-state planning workshop at Texas A&M, June 29 through July 3, for criminal justice planning. This encompasses New Mexico, Louisiana, Arkansas, Oklahoma, and Texas. [Editor's Note: A sixth state, Oregon, was subsequently admitted to the workshop.]

Texas will be extending an invitation to each of the regional councils to have their criminal justice planner or someone who is learning criminal justice planning to come to the workshop, help us critique the state plans, then try to develop a model for criminal justice planning. Hopefully, the Criminal Justice Council will develop better criteria for planning and for evaluating the efforts you have done and giving you better feedback.

I want to thank each one of the people who has helped this year. Especially I want to thank Jim Ray and Terrell Blodgett and the Division of Planning Coordination that helped so much as I got started. I want to challenge each one of you to continue to develop and implement a comprehensive plan for criminal justice whether or not sufficient money becomes available from the Federal Government. I personally feel this is important enough to deserve top priority.

III. NEW STATE LEGISLATION

Dan Petty
Director
Division of Planning Coordination

and

William J. Pitstick
Executive Director
North Central Texas Council of Governments

MR. PETTY:

Bill Pitstick, Executive Director of the North Central Texas Council, has worked with several of you and with the Texas Research League on State legislation now pending in both the Senate and the House. I refer to House Bill 609 or Senate Bill 547. The bill has passed the Senate; it has been reported favorably out of the House Committee and will be scheduled for floor action next week.

Mr. Bob Burnett is the House sponsor of the bill. If the bill passes it will allow interstate and international regional councils. That will define the role of the councils and regional planning commissions a little more broadly. It will provide the level of funding which we are anticipating. In his budget message to the legislature, the Governor recommended doubling the amount of the grant to regional councils, from \$250,000 to \$500,000 a year over the next biennium. That amount was approved by both the House and the Senate Finance Committees; it is the amount in the bills being considered by the House and Senate Joint Conference Committees at this time.

Whether the funding is attached to the legislation or not is not highly significant; we have one-half million dollars already in the Governor's Office budget to fund at the level of funding we think the bill will call for.

I'd like for Bill to give us a progress report on the legislation and on what he has been doing.

MR. PITSTICK:

We've tried to keep everybody well-informed on the progress of these two bills. We've sent out at least three communications to the councils and the planning agencies. We did get some help at the hearings but not as much as we would have liked; nevertheless we came out fairly successfully, with no opposition at either hearing. The Senate hearing went through very well; they voted it right out of the committee. The House bill, under their rules, must go to a subcommittee which it did. There wasn't any real opposition to it there.

It is quite possible that the Texas Retirement System (TRS) retirement provisions may be amended off the bill. We added a second rider to permit TRS and/or a private plan. If passed this would allow the regional councils the authority to set up some sort of private retirement plan.

We think we're in good shape but we need every representative's vote when it comes to the floor of the House. Bob Burnett needs to know where his strong support is so he can call on them when the bill comes to the floor next week. It would be advisable for you to call your House members

from your region and ask their support on the bill. We think it's a good bill and it's needed. It does make a definite provision for State financial assistance to regional planning.

[Editor's Note: This legislation was passed and signed into law by the Governor, and will become effective September 1, 1969.]

IV. NEW DEVELOPMENTS WITHIN THE GOVERNOR'S OFFICE

Dan Petty
Director
Division of Planning Coordination

MR. PETTY:

The May Newsletter from our office shows the recent changes in organization and emphasis within the "program" side of the Governor's Office. There are now four divisions. The Division of State-Local Relations, headed by Fritz Lanham, is a new Division. The Division of Operations Analysis, headed by Jim Oliver, supersedes the old Budget Office. The Division of State-Federal Relations is headed by Alton Ice, our full-time man in Washington. If you're in Washington, go by and see him. All these divisions, and including our Division of Planning Coordination, report directly to Mr. Vernon McGee, the Governor's Assistant for Program Development.

This new organization was recommended to Governor Smith by the Texas

Research League and subsequently adopted and implemented by him. We would certainly hope that it will serve the regional councils, cities and counties in Texas.

We are applying to the Department of Housing and Urban Development for a grant for a full-time model cities coordinator on the staff of the Division of State-Local Relations. We are now recruiting staff to head up the Texas Highway Safety Program and we are looking for people to work in city and county relations with the Texas Municipal League and county judges and commissioners associations. We would like to further expand our services to local governments. Our Division works with the Interagency Planning Council in the State Government. As you know, we also work with the regional councils and with the Federal agencies.

Now two of our staff people in the Division of Planning Coordination will give you progress reports on some of our activities. Both Charlie Crow and Walter Tibbitts have been on our staff for over a year now and both have done yeoman's service to help the whole regional effort in Texas. They've spent a lot of time talking with you individually; they've spent a lot of time in our office doing things which over the long run will strengthen the role of regional councils in Texas. Both are getting Master's degrees in Public Administration from the University of Texas; Walter has just finished his and Charlie is just about through with his. We are certainly glad to have them on our staff; they did an excellent job in preparing for this conference.

V. PLANNING GRANTS AND NEW APPLICATION REVIEW PROCEDURES

Charles Crow
Division of Planning Coordination

State Planning Grants. As most of you know, we are now distributing \$250,000 to the regional councils under the State of Texas regional planning assistance grant program. Eleven of the nineteen eligible regional councils have applied for their State grants; all eleven have either received their money already or will in the next few days. We have a deadline of July 1 for you to apply. We would like to get your application and process it as soon as possible.

After July 1, we will pool all the remaining money and redistribute it as soon as we can. We had two reallocations last year because quite a bit of money was never applied for. We won't have that large amount to reallocate this time.

There are four areas of the State which for various reasons are not eligible for these State planning grants. Three of the areas (Amarillo, Beaumont-Port Arthur-Orange, and Midland-Odessa) don't have the required organizations. The fourth area is Texarkana. It has a legal technicality problem because of its location on the State border. If we get the interstate legislation passed they will get their funds.

Don't miss your deadline; we'd like to give you that money as soon as you apply.

Review and Comment Procedure. We have set up a "review and comment"

procedure for regional applications for various grants and loans. The major state agencies, members of the Planning Agency Council for Texas, are participating. Your conference folders contain a list of the contact people in each of the agencies.

This procedure will get out our comments much faster on your 701 applications, innovative applications, and proposals that would involve more than one State agency. In the short period of time this system has been in operation it has received an excellent response.

Many of the comments you will see in our replies to you will be those provided us directly by the reviewing State agencies. We will be very happy to continue to help you to overcome any deficiencies.

Forthcoming Questionnaires. Soon you will be receiving a questionnaire seeking information for our annual Directory of Regional Councils in Texas. We had a tremendous reception on the one that we put out last year; this year we are going to expand it and attempt to improve it.

About a year ago the National Service to Regional Councils sent questionnaires to you for their data book on Regional Councils in the United States. This year we will tack a piggy-back questionnaire onto theirs and will not duplicate what they're asking. You will fill out one questionnaire, send it to us and we'll make our tally and then send it on to the National Service. Please fill out the questionnaires as soon as you can after you receive them.

The second questionnaire is one that about one-third of you have responded to already. It asks for the name of your president or chairman, and for the

month of the year in which you hold your elections.

The Governor's Planning Conference in September. One last questionnaire solicits your advice, comments and suggestions for the Fourth Annual Governor's Conference on Intergovernmental Relations and Planning. This year we're going to expand it. We'd like to know what areas you're interested in, what people you'd like to hear, and what topics.

We're interested in your suggestions on the format. Would you like to emphasize presentations by recognized experts? concurrent workshops? small private sessions? shirt-sleeve workshops with Federal agency people? or what? We'd also like your ideas on critical issues to be discussed.

VI. REGIONAL COUNCIL RELATIONSHIPS TO STATE PLANNING REGIONS

Walter Tibbitts
Division of Planning Coordination

There is continued confusion about state planning regions and the relationship of the regional councils to the state planning regions. The document that each of you has is one portion of a number of position papers or policy statements we expect to issue. This one attempts to clarify the state planning region concept vis-a-vis the regional councils.

The second page of that draft emphasizes the two following points:

1. The state planning regions form the outside geographic limits--the maximum permissible expansion--of regional councils; and

2. The optimum geographical area of a regional council and the boundaries of a state planning region are not necessarily identical.

There is then a section called "State Guidelines" in which there are four statements regarding your regional council and the state planning region. These four guidelines indicate whether or not we foresee the possibility of more than one regional council within your state planning region.

This paper is only a discussion draft. We want your questions, written comments, or any other responses you have concerning the state planning regions and the role of regional councils within those state planning regions. We've asked that you make these comments to Dan Petty by July 1.

A position paper on Section 204 review and the implementation of Title IV of the Intergovernmental Cooperation Act of 1968 will be distributed to you within the next thirty days. We will again ask for your comments, insights, and suggestions.

We feel that the different regions of Texas pose some unique problems and opportunities--that there is no one solution applicable to all regional councils and planning regions. We need your ideas concerning your own regional council and its relationship to other possible councils within your planning region. Also we would like your insight for other regions and other councils. A good idea not applicable to your regional council might be just what is needed somewhere else.

QUESTION: Has any thought been given to Class A and Class B memberships to allow a transition into expanding regional council boundaries?

MR. TIBBITTS: Yes. Our forthcoming position paper on Section 204 review and the Intergovernmental Cooperation Act will help to clarify this. Some regional councils encompass all the counties in the state planning region; in other words, the state planning region and the regional council are coterminous geographic areas. Some regions could conceivably be split into more than one regional council; there are some instances of isolated non-member counties within state planning regions. For example, there are a few counties within the North Central Texas state planning region which are not members of the North Central Texas Council of Governments. We will be addressing ourselves to this kind of situation.

MR. PETTY:

Thank you, Walt. These two position papers will tie right in to the implementation of the forthcoming Bureau of the Budget Circular. (This is the circular to be issued by the U. S. Bureau of the Budget, combining previous Circulars A80 and A82 and adding the new provisions of the Intergovernmental Cooperation Act of 1968.) We're looking for an October 1 date on finalizing our position papers along with the implementation of the new circular. We will try to fit all these into the same thrust.

VII. ANNOUNCEMENTS AND CONCLUDING COMMENTS

Dan Petty
Director
Division of Planning Coordination

That wraps up our presentation. We wanted to tell you a little about what is going on at the State level--some of the activities of Dr. Wade's office, Frank Allen's office, and our office.

The Five-State Criminal Justice Planning Workshop will be held at Texas A&M on June 29 through July 3. It will be primarily designed for those engaged in law enforcement planning.

The first Governor's Conference on Urban Design will be held in Austin on September 8-9; it is co-sponsored by our office and the Texas Society of Architects. The Architects were the prime movers in this effort; they came to the Governor and asked him if he would be interested in working on the Conference. We expect several people of national acclaim as program participants. We think it is the sort of thing a number of local government elected and administrative officials will want to attend.

The Governor's Conference on Intergovernmental Relations and Planning will be at the Villa Capri in Austin, September 28, 29, and 30. Be sure to turn in your questionnaires to help us in planning this conference. It will be of no value if it doesn't relate to the problems and issues you are facing. It should provide you some help on the critical areas, from the Federal agencies, the State agencies, and others.

I'd like to mention that Bill Pitstick, Executive Director of the North Central Texas Council of Governments, is a member of Dr. Wade's Health Advisory Committee; so we have a regional council represented on that committee.

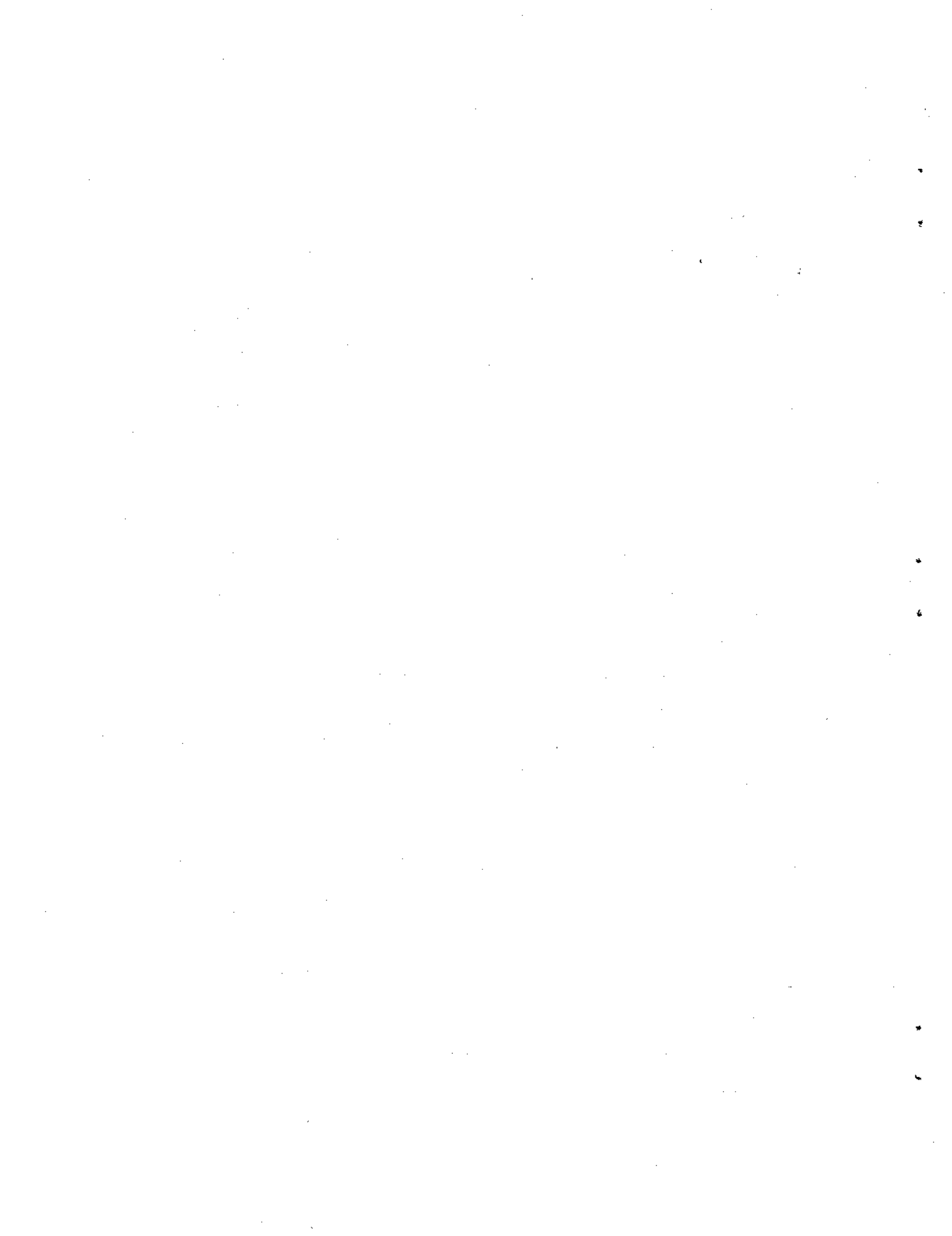
You will notice in all the materials in your folders we have used the term "regional councils" throughout. As you know, in Texas we have regional planning commissions, councils of government, development councils, and area councils. In order to be consistent and not offend anyone, our office has adopted the policy of always referring to all these areawide agencies as "regional councils," no matter what their various local names may be.

We'd like to thank Dr. Bowden and Margie Bailey for producing the proceedings of our workshop through the Community Services Seminar Program at Texas A&M University.

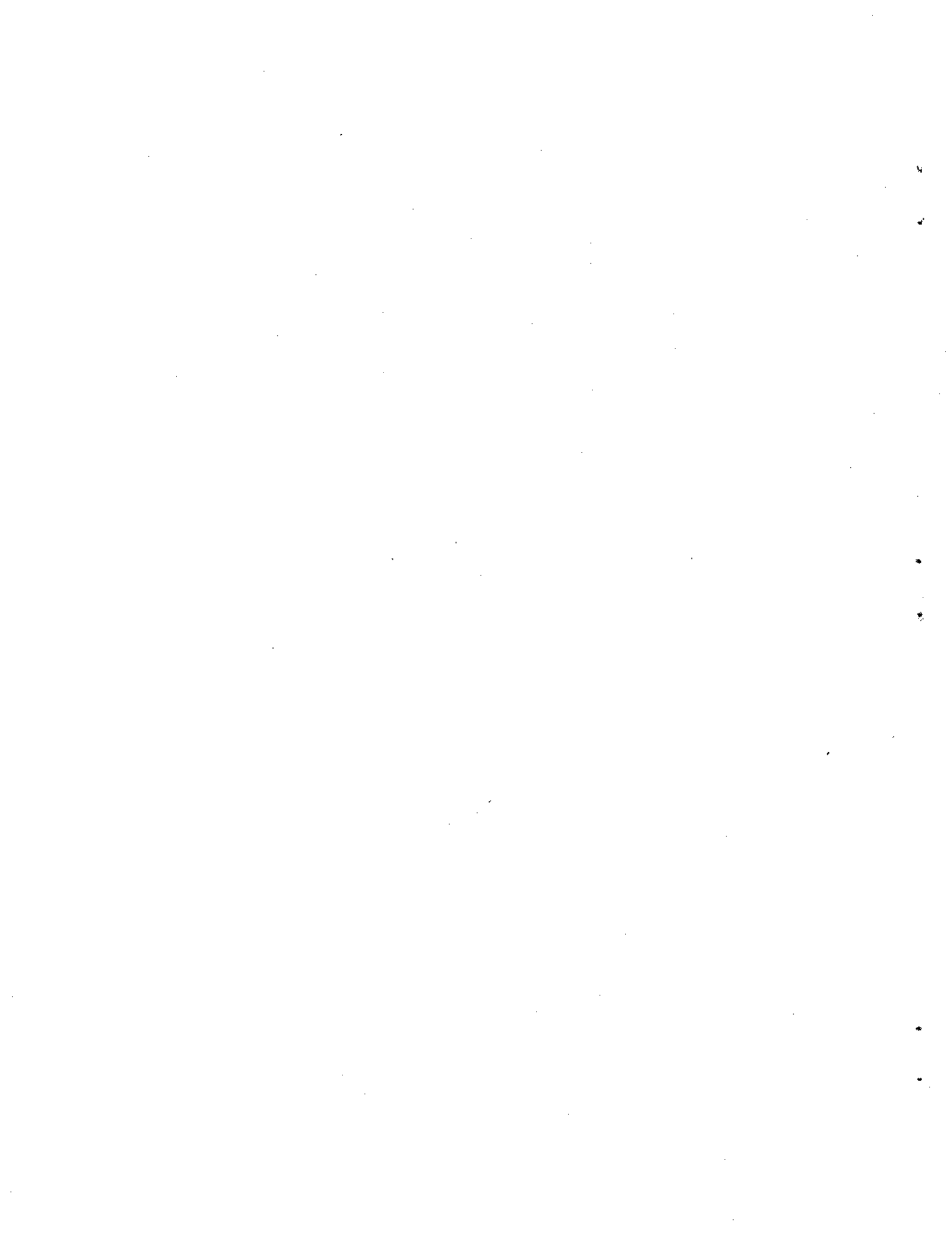
We have enjoyed working with you in putting this on; we think it has been a participating workshop. HUD has done an excellent job in presenting their portion of the program. We hope we have given you some useful information from the State level.

The efforts of the Houston-Galveston Area Council and especially Mr. Coleman, with the fine tour of NASA this morning, the hospitality here and the arrangements for the baseball game tonight, deserve a real round of applause.

Mr. Brussat, we appreciate your coming down from Washington. To the HUD people, our State agency people, the regional council representatives and the consultants: Thank you for coming. We think it has been a fine workshop. We stand adjourned.



APPENDIX



LIST OF PARTICIPANTS*

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U. S. Department of Housing and Urban Development:

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Lester Goldner, Planning Review Division
 Lessley Wiles, Division of Program Operations
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Region V

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 William R. Yerkes, Director, Planning Division
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* This list of registrants may be incomplete.

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Preston Hays

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Councilman Lee McLemore, President
Charles M. Trost, Planning Director

Lower Rio Grande Valley Development Council
Cliff Guillet
Richard McVay

Lubbock Metropolitan Council of Governments
H. Alden Deyo

Nortex Regional Planning Commission
Judge Bill Holder
Bob Mowery

North Central Texas Council of Governments
Bob Weaver
Dave Dubbink
William J. Pitstick, Executive Director
Don Kelly

Sabine-Neches Regional Planning Commission
Paul Hale

South Texas Council of Governments
Emilio Gutierrez
Alfredo Cervera
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Rosco Jones, Director, City Planning
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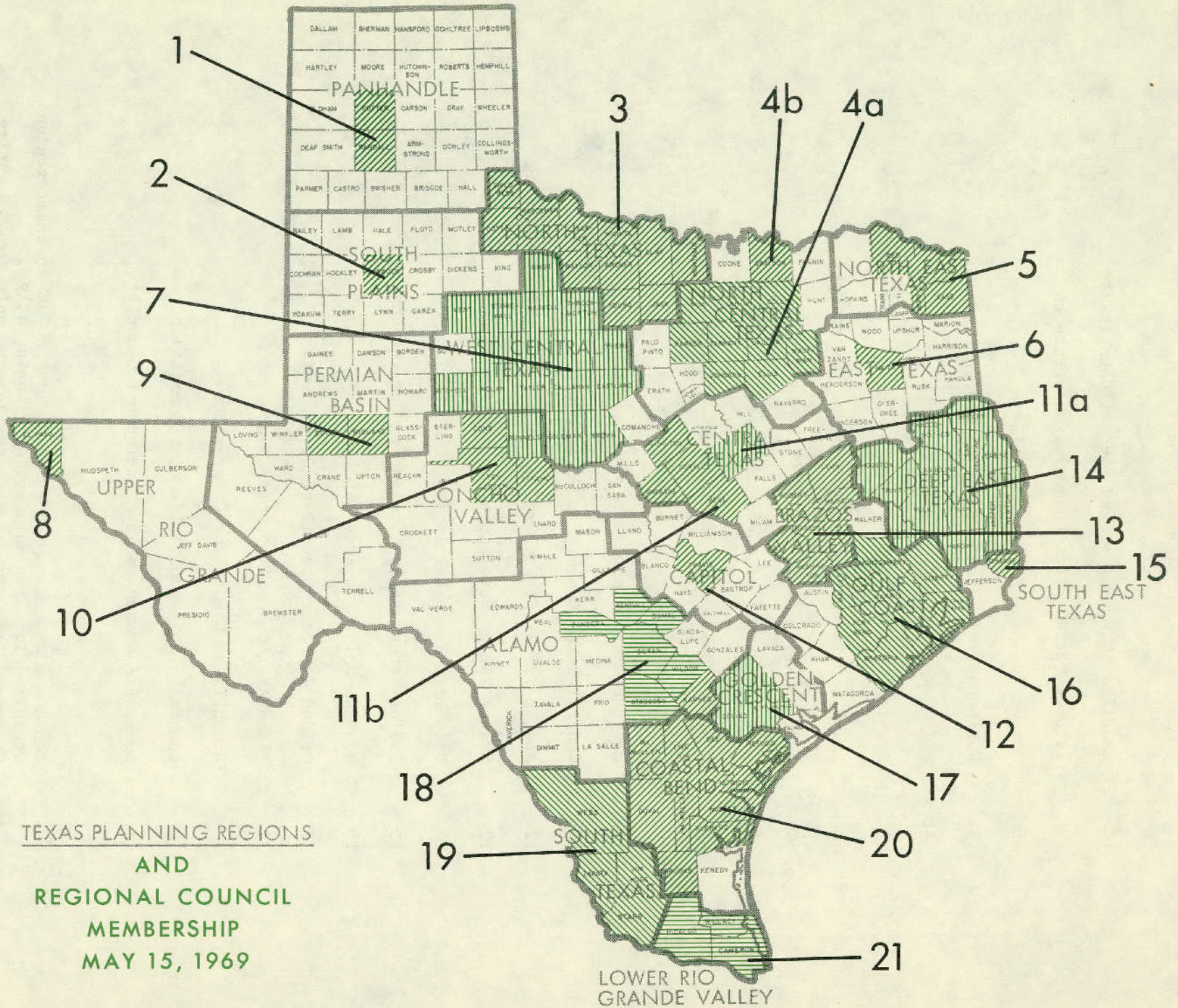
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TEXAS PLANNING REGIONS
 AND
 REGIONAL COUNCIL
 MEMBERSHIP
 MAY 15, 1969

STATE PLANNING REGIONS AND REGIONAL COUNCIL MEMBERSHIP

(Keyed to Map)

- 1 Amarillo SMSA (Potter and Randall Counties)**
- 2 Lubbock Metropolitan Council of Governments
- 3 Nortex Regional Planning Commission
- 4a North Central Texas Council of Governments
- 4b Texoma Regional Planning Commission
- 5 Ark-Tex Council of Governments
- 6 Smith County-Tyler Area Council of Governments
- 7 West Central Texas Council of Governments
- 8 El Paso Council of Governments
- 9 Midland-Odessa SMSA (Midland and Ector Counties)***
- 10 Concho Valley Council of Governments
- 11a Heart of Texas Council of Governments
- 11b Central Texas Council of Governments
- 12 Austin-Travis County Organization for Regional Planning
- 13 Brazos Valley Development Council*
- 14 Deep East Texas Development Council*
- 15 Sabine-Neches Regional Planning Commission****
- 16 Houston-Galveston Area Council
- 17 Golden Crescent Council of Governments
- 18 Alamo Area Council of Governments
- 19 South Texas Council of Governments
- 20 Coastal Bend Regional Planning Commission
- 21 Lower Rio Grande Valley Development Council*

* Serve as both a regional council and an EDD in their regions

** Organized for Criminal Justice Planning only

*** Organized for Criminal Justice Planning only; covers entire
17-county planning region

**** Covers Orange County only; separate organization for Criminal
Justice planning for the Beaumont-Port Arthur-Orange SMSA

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(Organized under Article 1011m, V.A.C.S.)

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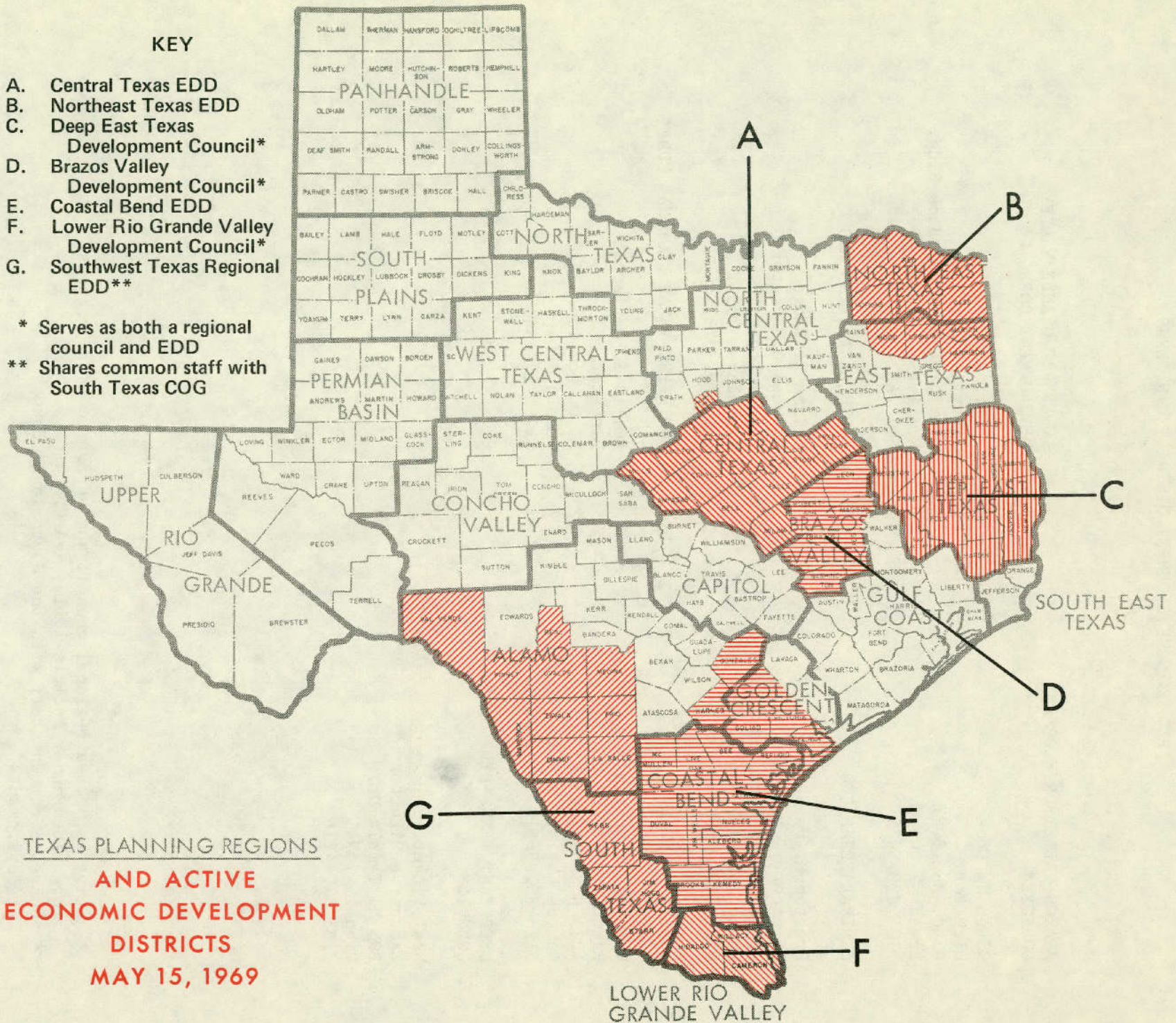
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KEY

- A. Central Texas EDD
- B. Northeast Texas EDD
- C. Deep East Texas Development Council*
- D. Brazos Valley Development Council*
- E. Coastal Bend EDD
- F. Lower Rio Grande Valley Development Council*
- G. Southwest Texas Regional EDD**

* Serves as both a regional council and EDD
 ** Shares common staff with South Texas COG



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* Serve as both a regional council and an EDD in their regions
(organized under Article 1011m, V.A.C.S.)

** Shares a common staff with the South Texas Council
of Governments

