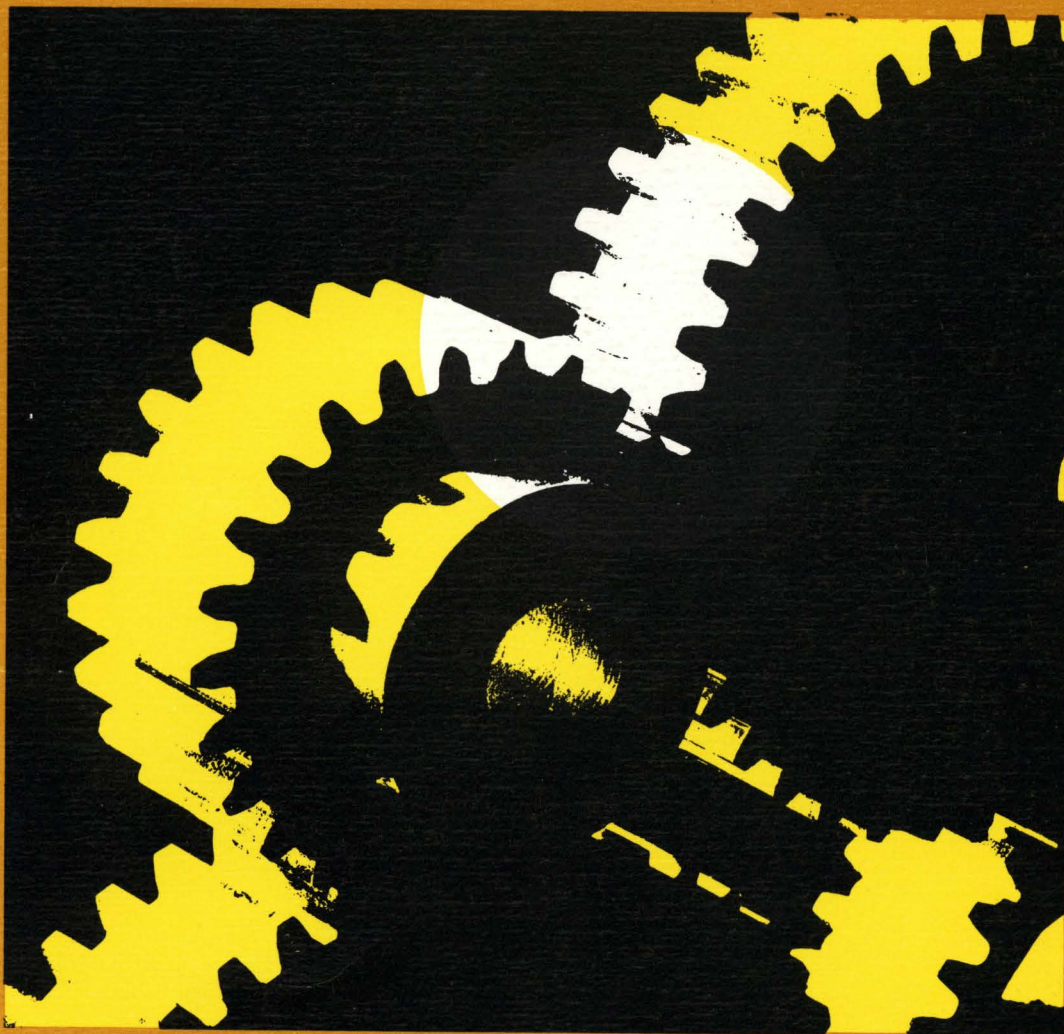


regional planning
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organizations
THE TEXAS POLICY



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**preston smith
governor of texas**

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PRESTON SMITH
GOVERNOR OF TEXAS

Fellow Texans:

The pace and complexity of government at all levels in Texas has increased significantly during the last decade. Along with this increase, one of the most painful lessons we have learned is that careful planning for development is a necessity and that procrastination in facing difficult policy questions is a breach of trust with the people which government serves.

I am proud to present a policy document representing several years of work by a number of agencies at different levels of government. Titled *Regional Planning and Development Organizations: The Texas Policy*, it addresses the need for comprehensive, coordinated program planning at the regional (areawide) level in Texas. It presents (1) the State Planning Regions, the geographic framework for planning at the regional level; (2) the regional councils of governments as the focal point for regional development planning; (3) a description of several types of regional planning and development organizations funded in part by Federal and State agencies; and (4) an outline of State policy for each type of organization.

A number of Federal and State agencies have been involved with the Governor's Office from the beginning in mutual efforts to improve planning and program development and coordination at the regional level, and to provide a consistent policy and geographic framework. The following agencies have provided support in developing this policy:

Federal

Department of Health, Education and Welfare
Department of Housing and Urban Development
Department of Labor
Department of Transportation
Economic Development Administration, Department of Commerce
Office of Economic Opportunity
Soil Conservation Service, Department of Agriculture

State

Office of Comprehensive Health Planning, Office of the Governor
Texas Criminal Justice Council
Texas Department of Community Affairs

Through the cooperation of all agencies involved, Texas has taken a leadership role in the coordination of regional planning and development. This is an accomplishment of which we can all be proud.

Sincerely,

Preston Smith
Governor of Texas

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I. REGIONAL PLANNING AND DEVELOPMENT ORGANIZATIONS: THE GOAL

Governmental programs requiring areawide planning to solve problems of local governments have encouraged cities, counties, and other local units of government to form—in addition to regional councils of governments—regional organizations, including economic development districts, resource conservation and development projects, and community action agencies. These multi-jurisdictional organizations often cover the same geographic area, compete for scarce funding sources and for the same local leadership, and frequently duplicate planning and service activities.

Since 1965, when enabling legislation was passed authorizing regional councils of governments in Texas, interest in regional or areawide approaches to problem-solving has grown rapidly. Presently, there are 24 regional councils of governments functioning in the 21 State Planning Regions. Approximately 97 percent of the State's population lives in counties which are members of regional councils. In terms of local government membership and program activities, the regional council movement has been successful. A shortcoming, however, has been the inability of the regional council to assume coordination of—if not responsibility for—all areawide planning functions. Such was the hope when the enabling legislation was adopted; the regional council, a voluntary association of local governments, was visualized as a comprehensive development planning agency.

In 1967, the State Legislature designated the Governor as the Chief Planning Officer of the State. In this capacity, the Governor has a responsibility for coordinating State, regional, and local planning efforts. This responsibility was exercised in 1968 when Governor John Connally established the 21 State Planning Regions. These Regions were revised on September 1, 1971, by Governor Preston Smith and are scheduled for the next regular biennial review prior to September 1, 1973. The Regions are multi-county areas which are similar in terms of geography, sociological characteristics, and economic factors. The State Planning Regions provide a single, uniform framework of boundaries for the regional councils and other multi-jurisdictional organizations, as well as a geographic framework for the planning and service districts of State and Federal agencies. In his Official Memorandum initially delineating the Regions, Governor Connally stated, "It is intended that the Regions serve as the master regions for planning within State government. The overall objective is to better coordinate State plans and programs with one another and with programs in the federal, regional, and private sectors." The resulting State Planning Regions have had a positive effect on the planning and programming activities of State, regional, and local governmental agencies.

According to State law, the regional councils of governments are the focal point for regional planning and development for the State of Texas. (See Article 1011m, V.A.C.S., cited as Appendix.) With this in mind, some considerable coordination and unification has been effected. Several economic development districts (EDDs) have been successfully merged with regional councils of governments to form "development councils." In some instances, the boundaries of resource conservation and development projects (RC&Ds), and other multi-jurisdiction organizations are coterminous with State Planning Regions or recognized subregions thereof. (The recognized subregions are located in the Alamo, Central Texas, and North Central Texas State Planning Regions.)

But the aim of unification has not been fully realized. Instead of all areawide planning organizations being under the umbrella of the regional council, new and separate organizations have been formed; instead of the boundaries of all multi-jurisdictional planning and development organizations conforming with the boundaries of the State Planning Regions and recognized subregions, a patchwork, overlapping pattern has persisted.

In an effort to improve and better coordinate regional planning and development, the Governor's Office has encouraged the formation of a single, comprehensive planning organization in each State Planning Region or recognized subregion thereof. This organization should be *the* comprehensive planning agency—an umbrella organization located wholly within a State Planning Region and responsible for coordinating planning and development efforts throughout the Region. It is anticipated that in most cases this will be a regional council of governments.

The comprehensive planning agency is not expected to physically accomplish all of the regional planning itself; other multi-jurisdictional organizations might be responsible for certain types of planning. But the regional council has overall coordinating responsibilities and would insure that the necessary planning is accomplished.

The goal of the "Regional Planning and Development Organizations Policy" is a unified regional development planning process in each State Planning Region.

This document attempts to further this goal by formulating concrete policies. Section II summarizes the points of policy. The remaining sections describe each type of multi-jurisdictional planning development organization, identify the relationship of these organizations to a regional council of governments, and present analyses and conclusions.

STATE PLANNING REGIONS



1. Regional councils of governments organized under State law are the *focal points* for regional planning and development in the State of Texas.
2. Regional councils of governments are the areawide comprehensive planning agencies which function as "umbrella" organizations and under which other areawide planning organizations must coordinate their planning.
3. There will be one recognized regional council of governments in each State Planning Region or recognized subregion thereof.
4. Regional councils of governments are the metropolitan/regional clearinghouses as designated by the Office of Management and Budget and the Governor's Division of Planning Coordination.
5. Regional councils of governments are the areawide criminal justice planning agencies.
6. Regional councils of governments are the areawide comprehensive health planning agencies.
7. Regional councils of governments are the manpower planning agencies in areas designated as "Balance of State."

1. No additional EDD will be recognized by the State of Texas unless it forms part of a "development council" (combined regional council and economic development district).
2. In those geographic areas in which there are separate regional councils of governments and economic development districts, consolidation of those organizations into development councils should be accomplished at the earliest opportunity, and no later than January 1, 1974.
3. In those State Planning Regions meeting criteria for EDD designation, regional councils of governments are encouraged to seek this designation from the Economic Development Administration and to form a "development council." Advantages of EDD status, in addition to possible planning grant assistance to regional councils, include a decreased local matching requirement for federal planning grants and an increase in EDA's grant rate in redevelopment counties.

4. The Coastal Bend EDD is to merge with the Alamo Area Council of Governments, the Coastal Bend Council of Governments, and the Golden Crescent Council of Governments to form three development councils coterminous with the boundaries of the existing regional councils. This merger should be accomplished at the earliest opportunity, and no later than January 1, 1974.
 5. The two regional councils of governments in the Central Texas State Planning Region, the Heart of Texas Council of Governments and the Central Texas Council of Governments, are to merge with the Central Texas EDD to form a Central Texas development council at the earliest opportunity, and no later than January 1, 1974.
 6. The North East Texas EDD is to merge with the Ark-Tex Council of Governments to form a North East Texas development council (or Ark-Tex development council) at the earliest opportunity, and no later than January 1, 1974.
-
1. Regional councils of governments should provide RC&Ds located in their region, associate membership and representation on natural resource-related committees and on the government applications review committee.
 2. Previously approved and funded RC&Ds will continue to serve their present membership areas.
 3. Projects which have been approved by the Governor but not federally funded by January 1, 1973, must realign their boundaries to conform to State Planning Region or subregion boundaries, or request in writing from the Governor's Office an exception which can be justified.
 4. New RC&D project applications will be approved by the Governor's Office only if the boundaries of the project are wholly within or coterminous with a single State Planning Region or subregion thereof.
-
1. State Planning Regions or recognized subregions shall serve as the boundaries for manpower planning purposes.
 2. Regional councils of governments in "Balance of State" areas will assume the responsibility for manpower planning in their respective geographic area and will establish Ancillary Manpower Planning Boards (AMPBs) to advise them on manpower planning. (Those State Planning Regions or recognized subregions not covered by Manpower Administration CAMPS grants to mayors are referred to collectively as the "Balance of State" area.)

3. The area manpower plans developed by mayors with CAMPS grants and in "Balance of State" regional councils of governments will be reviewed by the respective regional councils of governments.
 4. Mayors are encouraged to place on the staff of the regional councils of governments, manpower planning staff made available through the Department of Labor, and at a minimum, mayors with CAMPS grants are urged to include representation from the respective regional council of governments on their Manpower Area Planning Councils (MAPCs).
-
1. The formation of additional multi-county CAAs which constitute a logical subregion and which do not cross State Planning Region boundaries is encouraged.
 2. The Governor's Office will not recognize any new multi-county CAA which crosses State Planning Region boundaries.
 3. Existing multi-county CAAs will, at the earliest feasible time, adjust their boundaries so that the agency does not cross State Planning Region boundaries.
 4. Each CAA is expected to establish liaison and coordinate its planning and program activities with the regional council of governments, or regional councils, located in its member or service area.
 5. Regional councils of governments are expected to coordinate their human resources and manpower planning efforts with the local CAAs.

A regional council of governments is a voluntary association of local governments organized under Article 1011m, Vernon's Annotated Civil Statutes, the "Regional Planning Commission" law, for the purpose of providing areawide cooperation, coordination, communication and planning. Regional planning commissions are known variously in Texas as "councils of governments," "area councils," "regional planning commissions," "development councils," and "associations of governments." Their governing bodies are comprised of at least a 66-2/3 percent voting majority of local elected officials representing the member governments. The primary objective of the regional council of governments is areawide planning. However, Article 1011m contains broad contracting powers which allows the local member governments to contract with a regional council to perform a number of services.

Article 1011m, V.A.C.S., grants to regional councils the power to "make studies and plans to guide the unified, far-reaching development of the area, to eliminate duplications, and to promote economy and efficiency in the coordinated development of the area." Based upon this Article, and other State and Federal administrative guidelines, regional councils of governments are the **focal point** for regional planning and development for the State of Texas.

Policy: Regional councils of governments shall perform the following functions:

- Serve as the focal point for coordinated and unified regional planning and development.
- Serve as the areawide comprehensive planning agency for the region. In this capacity they serve as "umbrella" planning organizations for all governmental agencies engaged in regional or areawide planning and development programs.
- Serve as the vehicle for improved coordination, cooperation, and communication among and between local governments within their regions.
- Serve as a mechanism to promote and implement plans and program activities where appropriate.
- Serve as the metropolitan/regional clearinghouses pursuant to Office of Management and Budget Circular A-95 and Article 1011m, V.A.C.S. As such, it is their responsibility to review and comment on grant-in-aid applications for Federal and State assistance.
- Serve as the areawide criminal justice planning agency.
- Serve as the areawide comprehensive health planning agency.

- Serve as the areawide manpower planning agencies in areas designated as "Balance of State."
- Serve on the Urbanized Area Transportation Study Groups established to meet program requirements of the Federal Highway Administration and provide data to these organizations, assist State transportation agencies in establishing and maintaining a regional transportation planning process, and assist in integrating transportation planning with the regional comprehensive development planning process.

Regional councils are the sole agencies designated and funded by the Department of Housing and Urban Development (HUD) to perform areawide planning and development services as described in the Housing Act of 1954, Section 701, as amended. Funding provided to regional councils is used for planning in functional areas such as housing, transportation, land use, water and sewer, solid waste, as well as other problems of an areawide nature, and for general administration and clearinghouse operations. The objective of the HUD 701 program is to establish and maintain a comprehensive, areawide approach to planning and development.

Policy:

- Regional councils will continue to perform areawide planning and development services as prescribed in existing "701" legislation and any future successor legislation.
- Regional councils are expected to achieve areawide certification under guidelines developed by HUD. Regional councils are expected to achieve and maintain certification because this certification is a prerequisite for eligibility for certain Federal project grants to local governments.
- The Governor's Office encourages HUD and other Federal agencies to provide regional councils with maximum flexibility in regard to work programming and the expenditure of grant funds. Where possible, decisions of this nature should be locally determined because of the unique needs of various State Planning Regions or subregions.

Areawide comprehensive health planning agencies [314(b) agencies] are authorized under Public Law 89-749, as amended. The Office of Comprehensive Health Planning in the Governor's Office is the State Comprehensive Health Planning Agency, also known as the 314(a) agency. In this capacity it has developed policies regarding areawide comprehensive health planning agencies.

Policy:

- Only regional councils of governments will be recognized as 314(b) or areawide comprehensive health planning agencies.
- The Office of Comprehensive Health Planning will provide technical assistance and limited grant assistance to regional councils of governments for comprehensive health planning services.
- Areawide Health Advisory Committees will be a standing committee of the regional council, and their actions will be subject to the approval of the governing body of the regional council.

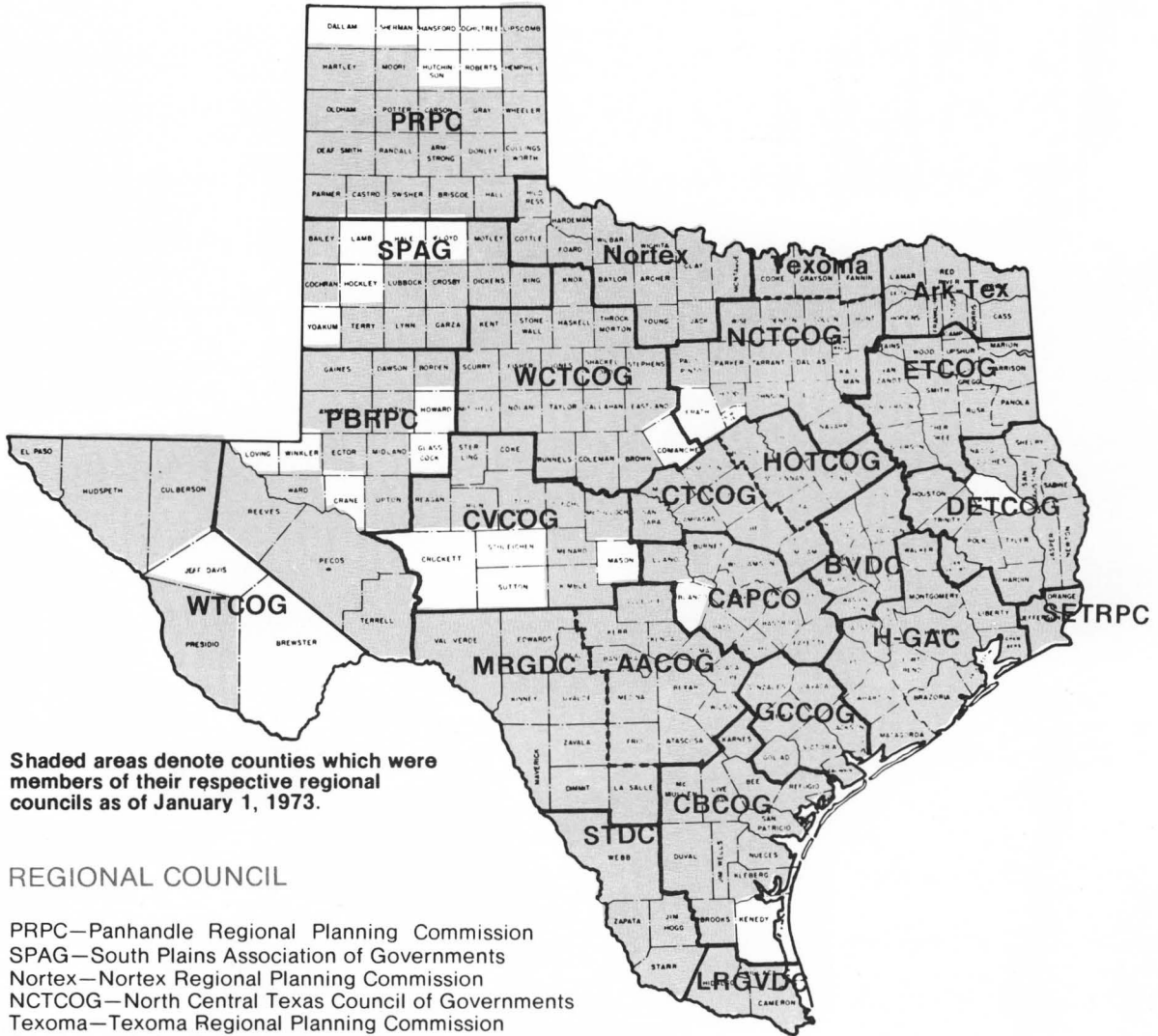
D. Regional Criminal Justice Planning Agencies

Statewide, regional and metropolitan criminal justice planning has become a reality in Texas due to the passage of the Omnibus Crime Control and Safe Streets Act of 1968, and the establishment of the Texas Criminal Justice Council. The regional councils of governments serve as the regional criminal justice planning agency in each of the State Planning Regions and recognized subregions. As such they receive planning grant assistance from the Texas Criminal Justice Council.

Policy:

- Regional councils of governments will serve as the regional criminal justice planning agencies.
- Regional councils of governments will have the opportunity to review and comment on (1) metropolitan planning grants and (2) local criminal justice action grants or local applications for Law Enforcement Assistance Administration discretionary grant funds.
- Regional councils of governments will have the opportunity to review and comment on applications of State agencies or statewide organizations which will have definite impact in their regions.

REGIONAL COUNCILS OF GOVERNMENTS IN TEXAS



Shaded areas denote counties which were members of their respective regional councils as of January 1, 1973.

REGIONAL COUNCIL

- PRPC—Panhandle Regional Planning Commission
- SPAG—South Plains Association of Governments
- Nortex—Nortex Regional Planning Commission
- NCTCOG—North Central Texas Council of Governments
- Texoma—Texoma Regional Planning Commission
- Ark-Tex—Ark-Tex Council of Governments
- ETCOG—East Texas Council of Governments
- WCTCOG—West Central Texas Council of Governments
- WTCOG—West Texas Council of Governments
- PBRPC—Permian Basin Regional Planning Commission
- CVCOG—Concho Valley Council of Governments
- HOTCOG—Heart of Texas Council of Governments
- CTCOG—Central Texas Council of Governments
- CAPCO—Capital Area Planning Council
- BVDC—Brazos Valley Development Council
- DETCOG—Deep East Texas Council of Governments
- SETRPC—South East Texas Regional Planning Commission
- H-GAC—Houston-Galveston Area Council
- GCCOG—Golden Crescent Council of Governments
- AACOG—Alamo Area Council of Governments
- MRGDC—Middle Rio Grande Development Council
- STDC—South Texas Development Council
- CBCOG—Coastal Bend Council of Governments
- LRGVDC—Lower Rio Grande Valley Development Council

IV. ECONOMIC DEVELOPMENT DISTRICTS

Economic development districts (EDDs) were authorized by Congress because the individual Economic Development Administration Redevelopment Areas were unable to provide a solid base for economic development. An EDD area is supposed to be large enough, in terms of population, size, and economic potential, to allow for effective redevelopment. The economic development district under present criteria is a group of adjacent counties which (1) is the proper size to permit effective staffing for economic planning and development, (2) contains at least two redevelopment areas (an "area" is a county or an Indian reservation), (3) includes a center of economic growth (a city) which has the potential to stimulate the economic expansion of the entire area and has a population of less than 250,000 and (4) has been officially designated by the Economic Development Administration with the concurrence of the Governor. The EDD program is designed to provide technical assistance and assist eligible areas gain financial assistance in order that they may share in the general prosperity of the Nation. The program is authorized under the Federal Public Works and Economic Development Act of 1965.

It is the policy of the State of Texas to encourage the formation of a single regional planning and development organization in each State Planning Region or recognized subregion thereof. Such organizations are to be multi-jurisdictional, multi-purpose, and multi-funded. In those regions of the State in which there are *separate* regional councils of governments and economic development districts, the State of Texas will work toward the merger of the separate organizations into single organizations generally known as "development councils," at the earliest opportunity. A *development council* is a combined regional council of governments and an economic development district.

In addition to the six EDDs which are development councils, there are presently three separate EDDs in Texas. These are the Coastal Bend Economic Development District, the Central Texas Economic Development District, and the North East Texas Economic Development District. Following is an optimum configuration accomplished by forming development councils from these three EDDs and the affected regional councils. This configuration should be accomplished at the earliest possible opportunity, or by January 1, 1974.

Coastal Bend EDD: is comprised of counties in three State Planning Regions (Alamo, Coastal Bend, and Golden Crescent). There are or will soon be at least two redevelopment counties in each of the three State Planning Regions. Its growth centers, Victoria and Corpus Christi, are respectively in the Golden Crescent and Coastal Bend State Planning Regions. There is no eligible growth center in the Alamo State Planning Region.

The *optimum configuration* amounts to a three-way splitting of the Coastal Bend Economic Development District (CBEDD) to create three development councils—Alamo Area, Coastal Bend, and Golden Crescent. This would be accomplished by "merging" the CBEDD with the three regional councils of governments serving the same area—the Alamo Area Council of Governments, The Coastal Bend Council of Governments, and the Golden Crescent Council of Governments. The obstacles to this configuration are the

limited EDA funds available for planning grants and the need for an eligible growth center in the Alamo Area subregion. The most logical growth center in the Alamo Area subregion would be the City of San Antonio or a portion of the City of San Antonio comprising less than 250,000 people.

This configuration requires the creation of two new EDDs, and acceptance by EDA of the City of San Antonio, a portion of the City of San Antonio or another city in the Alamo Area subregion as a growth center.

Central Texas EDD: its geographic area is nearly coterminous with the Central Texas State Planning Region. The district includes Somervell County located in the North Central Texas State Planning Region and does not include Mills and San Saba Counties of the Central Texas State Planning Region. There is a growth center in each subregion of the State Planning Region—Waco in the upper half, and Killeen and Temple in the lower half.

The acceptable arrangement in the Central Texas State Planning Region would be the formation of a single organization, the Central Texas development council. This would require merging two regional councils of governments—the Heart of Texas Council of Governments which serves the upper six counties and the Central Texas Council of Governments which serves the lower seven counties—with the Central Texas EDD. It should not be difficult to extend the present boundaries of the economic development district to include Mills and San Saba counties, which are presently not members of the economic development district. This consolidation into a Central Texas development council should be accomplished at the earliest opportunity, and no later than January 1, 1974.

North East Texas EDD: completely covers the North East Texas State Planning Region as well as several counties in the East Texas State Planning Region. There are several redevelopment counties in the North East Texas State Planning Region, but none in the East Texas State Planning Region. There is at least one growth center in each of the two affected State Planning Regions. In the North East Texas State Planning Region there are the Cities of Texarkana and Sulphur Springs and the Northeast Texas Municipal Water District; in the East Texas State Planning Region there are the Cities of Jefferson and Marshall. The Cities of Tyler and Longview are potential growth centers in the East Texas State Planning Region.

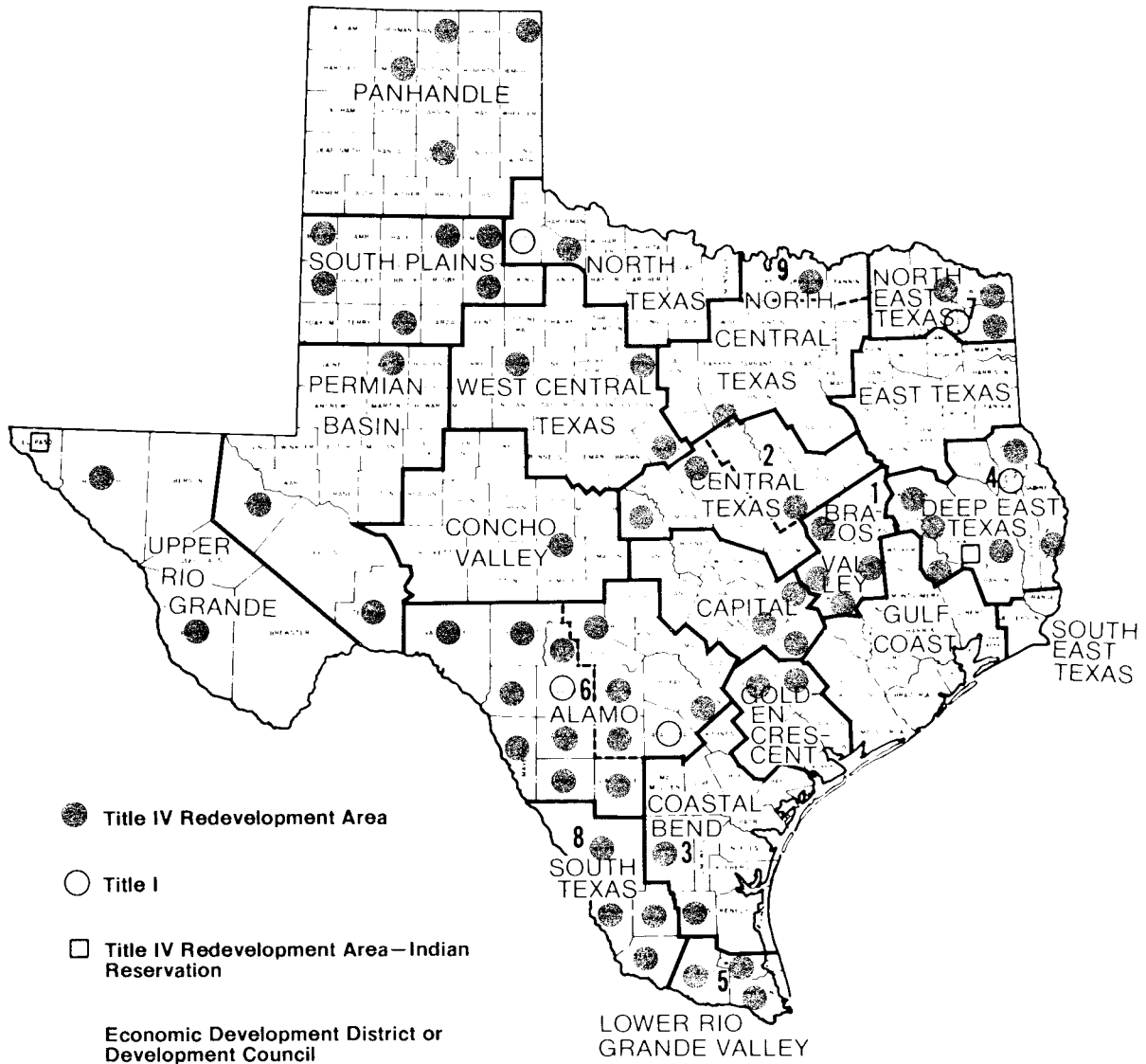
The acceptable arrangement would be the formation of a North East Texas (Ark-Tex) development council, by merging the North East Texas EDD and the Ark-Tex Council of Governments, the service area being limited to the North East Texas State Planning Region.

Conclusion: When the optimum merging of organizations and creation of additional economic development districts is accomplished, there will be a single regional planning and development organization (a development council) in the: (1) Alamo Area subregion of the Alamo State Planning Region; (2) the Coastal Bend State Planning Region; (3) the Golden Crescent State Planning Region; (4) the Central Texas State Planning Region; and (5) the North East Texas State Planning Region. In each of these State Planning Regions

or subregion thereof, there are presently at least two multi-jurisdiction organizations involved in regional planning and development which have common member counties. This is uneconomical, duplicative, and unnecessary. State of Texas policy calls for mergers to form development councils in each of those State Planning Regions and in the Alamo Area subregion at the earliest opportunity, or by January 1, 1974.

ECONOMIC DEVELOPMENT DISTRICTS IN TEXAS

FORMED UNDER U.S. PUBLIC WORKS AND ECONOMIC DEVELOPMENT ACT OF 1965.



1. Brazos Valley Development Council*
2. Central Texas Economic Development District
3. Coastal Bend Economic Development District
4. Deep East Texas Council of Governments*
5. Lower Rio Grande Valley Development Council*
6. Middle Rio Grande Development Council*
7. North East Texas Economic Development District
8. South Texas Development Council*
9. Texoma Regional Planning Commission*

*Multi-purpose organization which serves as combined regional council and economic development district.

The resource conservation and development project (RC&D) is often mistakenly referred to as a "district." Although the RC&D project is performed within the limits of a specified geographic area, it is not a "district." The purpose of the RC&D program is to provide for natural resource planning, conservation and development in adjacent counties having similar social, economic, and natural resource problems. The role of the RC&D project is to locally initiate and sponsor activities aimed at expansion of area economic opportunities through conservation, improvement, development, and proper use of natural resources.

Although RC&C projects are locally initiated and prepared, they are authorized under federal legislation. Section 102 of the Food and Agriculture Act of 1962 (Public Law 87-703) provides that the Secretary of Agriculture may "cooperate with Federal, State, territorial, and other public agencies in developing plans for a program of land conservation and land utilization, (and) to assist in carrying out such plans." The projects may receive Federal funds and may receive staff assistance from the Soil Conservation Service (SCS) of the Department of Agriculture.

Department of Agriculture policy has authorized the governor of each state to be a reviewing authority on all project applications for Federal assistance. The governor also reviews project plans proposed by the RC&D membership. Section 3.54 of the Department's "Resource Conservation and Development Projects Handbook" states that "The relationship of the proposed project plan to any overall State or regional development plan, in existence or being developed, should be set forth in . . . the statement of the Governor. . ." The same section continues, "Applications not favorably considered by the Governor . . . will be returned to the sponsors . . . with suitable explanation."

There are several key factors which must be considered when determining the present and future role of RC&D projects and State policy:

- RC&D projects are somewhat duplicative of the role and objectives of regional councils of governments which are organized in each State Planning Region.
- The functional areas of natural resource development and conservation are important and are the major areas of interest to RC&Ds, while they are only a part of the interest of regional councils of governments.
- The existence of RC&Ds which are not under the umbrella of regional councils of governments has contributed to the proliferation of multi-jurisdictional organizations. Furthermore in many instances, the RC&D project areas cross State Planning Region and subregion boundaries which is inconsistent with the purpose of State Planning Regions and with State policy.
- The RC&Ds—because they are eligible for federal funding—represent a potential source of additional grant-in-aid funds that would not otherwise be available to the area and its localities.

- RC&Ds perform valuable services for the areas which they serve. Significant improvements and successes have been demonstrated in soil and water conservation practices, tourism development, economic development, and natural resource preservation.
- Since some counties are not members of regional councils of governments, the RC&D project often serves as the only multi-jurisdictional planning and development organization for those non-members. Approximately one-third of the counties within the project areas of the three RC&Ds funded for operation are not members of the regional councils serving their areas. The RC&D, in this respect, helps to fill a planning and development vacuum.
- Although the RC&D does duplicate regional council planning to some extent, the duplication can be minimized by review and comment requirements which allow the regional council to coordinate RC&D activities with the overall areawide planning program.

Policy concerning RC&D projects is based on two broad objectives:

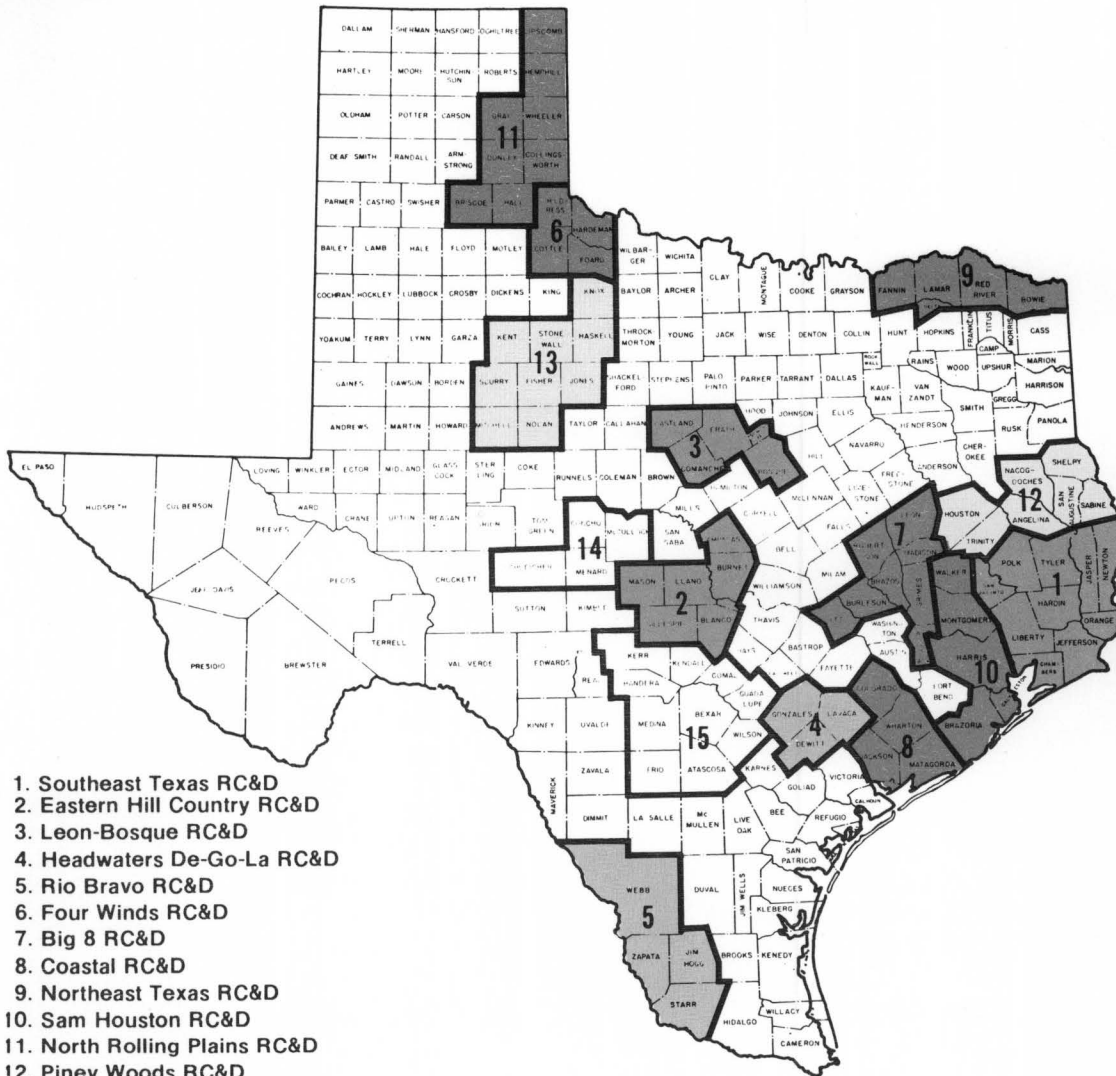
1. To ultimately have the boundaries of all multi-jurisdictional organizations (including RC&Ds) consistent with State Planning Region or subregion boundaries.
2. To retain RC&Ds, but with sufficient constraints to eliminate needless duplication of effort with regional councils of governments and to prevent creation of additional RC&Ds which would cross State Planning Region or subregion boundaries.

Policy: To achieve the objectives stated above, the following State policy guidelines will be followed in regard to RC&D projects:






- Previously approved and funded RC&Ds will continue to serve their present membership areas.
- Proposed RC&D projects which were approved by the Governor but which have not been funded for planning purposes by SCS by January 1, 1973, must realign their boundaries to conform to State Planning Region or subregion boundaries, or request in writing from the Governor's Office an exception which can be justified.
- New RC&D project applications will be approved by the Governor's Office only if the geographic boundaries of the project are wholly within or coterminous with a single State Planning Region or subregion thereof.
- Regional councils of governments are encouraged to extend at least associate membership to RC&D projects, and are encouraged to provide RC&D projects will full voting representation on natural resource and project review committees.

RESOURCE CONSERVATION AND DEVELOPMENT PROJECTS

(SPONSORED BY THE U.S. DEPT. OF AGRICULTURE SOIL CONSERVATION SERVICE)



1. Southeast Texas RC&D
2. Eastern Hill Country RC&D
3. Leon-Bosque RC&D
4. Headwaters De-Go-La RC&D
5. Rio Bravo RC&D
6. Four Winds RC&D
7. Big 8 RC&D
8. Coastal RC&D
9. Northeast Texas RC&D
10. Sam Houston RC&D
11. North Rolling Plains RC&D
12. Piney Woods RC&D
13. Big Country RC&D
14. San Saba Valley RC&D
15. Alamo Area Council of Governments RC&D

-  Approved for operation.
-  Approved and funded for planning only.
-  Planning application pending with USDA.
-  Approved by Governor and by Texas Office of Soil Conservation Service; currently pending acceptance for future planning by U.S. Department of Agriculture, Washington, D.C.
-  Application for recognition pending by Governor's Office and Texas Office of Soil Conservation Service.

The Comprehensive Area Manpower Planning System (CAMPS) was formally established by Presidential Executive Order in 1968 to promote cooperative planning and execution of manpower training and supportive manpower service programs. At the national level, the National Manpower Coordinating Committee formulates policy guidelines and budget estimates for federally funded programs of the nine cooperating agencies. This committee is composed of a representative from the Department of Labor, the Department of Health, Education and Welfare, the Department of Housing and Urban Development, the Department of Agriculture, the Department of the Interior, the Department of Commerce, the Office of Economic Opportunity, the Civil Service Commission and the Environmental Protection Agency. A Regional Manpower Coordinating Committee exists in each of the ten federal regions and is composed of regional representatives from each of the cooperating agencies.

Formerly, the CAMPS process at the State level was conducted under the auspices of the Texas Employment Commission. Under the guidelines in Interagency Cooperative Issuance 72-2, the system was restructured in Texas giving the Governor responsibility for developing a State Manpower Plan. Currently, the Statewide Manpower Planning Committee of the Interagency Health and Human Resources Council is the State-level committee which acts as advisor to the Governor in manpower matters.

Local, State and regional manpower planning is conducted by two types of bodies. Mayors of twelve cities were given grants to acquire staffs to conduct manpower planning. Three mayors have placed their manpower planning staffs in their respective regional councils of governments. With the exception of the Mayors of Dallas and Fort Worth who combined their grants, each of the mayors established a Manpower Area Planning Council and conducts areawide planning. The mayors are responsible for an entire State Planning Region or recognized subregion.

In those areas not covered by Manpower Administration CAMPS grants to mayors, regional councils of governments will act as the elected official authority to establish advisory committees for manpower planning called Ancillary Manpower Planning Boards. The regional councils of governments will be responsible for manpower planning in their entire State Planning Region or recognized subregion.

An annual manpower plan will be developed for each State Planning Region or recognized subregion. The plans are submitted to the Governor for integration into the Statewide Manpower Plan.

Policy: In order to improve manpower planning at the State and regional levels and to integrate manpower planning into a comprehensive development planning process, the following State policies are identified:

- State Planning Regions or recognized subregions shall serve as the planning area boundaries for manpower planning purposes.

- Regional councils of governments in "Balance of State" areas will assume the responsibility for manpower planning in their respective geographic areas and establish Ancillary Manpower Planning Boards to advise them on manpower planning. (Those State Planning Regions or recognized subregions not covered by Manpower Administration CAMPS grants to mayors are referred to collectively as the "Balance of State" area.)
- The annual manpower plans prepared by mayors and "Balance of State" regional councils of governments will be reviewed and commented upon by the respective regional councils of governments serving the same geographic area.
- Mayors are encouraged to place on the regional council staff, the grant staff they are authorized by the Department of Labor. Most manpower problems are regional, or at least metropolitan, in nature and should be addressed regionally. At a minimum, mayors are urged to include representation from the respective regional councils of governments on the Manpower Area Planning Councils and to utilize the resources of the regional councils for manpower planning purposes.

VII. COMMUNITY ACTION AGENCIES (MULTI-COUNTY)

Community action agencies (CAAs) were authorized by the Economic Opportunity Act of 1964, as amended. A CAA is defined as a State or political subdivision of a State (having elected or duly appointed governing officials), or a combination of such political subdivisions, or a public or private non-profit agency or organization which has been designated by a State or such political subdivision or combination of such subdivisions. The 47 CAAs and 12 Limited Purpose Agencies (LPAs) in Texas are all public or nonprofit agencies. Of these, 19 CAAs and 2 LPAs are multi-county.

The purpose of a CAA is to better focus all available local, State, private and federal resources upon enabling low-income families, and low-income individuals of all ages, in rural and urban areas to attain the skills, knowledge and motivation to become self-sufficient. CAAs strengthen community capabilities for planning, coordinating, organizing, and delivering services, for using innovative approaches in attacking the causes of poverty, for involving the poor in such programs, and for broadening the resource base for the programs directed at eliminating poverty.

Each local CAA has a governing board made up of a maximum of 51 citizens, of which one-third are public officials, one-third representative of business, industry, labor, religious and other groups, and one-third representatives of the poor in the community. Each CAA stimulates programs that meet or deal with needs or problems of the poor. These include programs such as Head Start, Family Planning and Emergency Food and Medical Services.

It should be noted that the CAAs in Texas had established their boundaries and were in operation before the State Planning Regions were established and before many regional councils of governments had become operational. Also, the Regional Office of OEO has decided that no new CAAs can be established because of the limitation on funds.

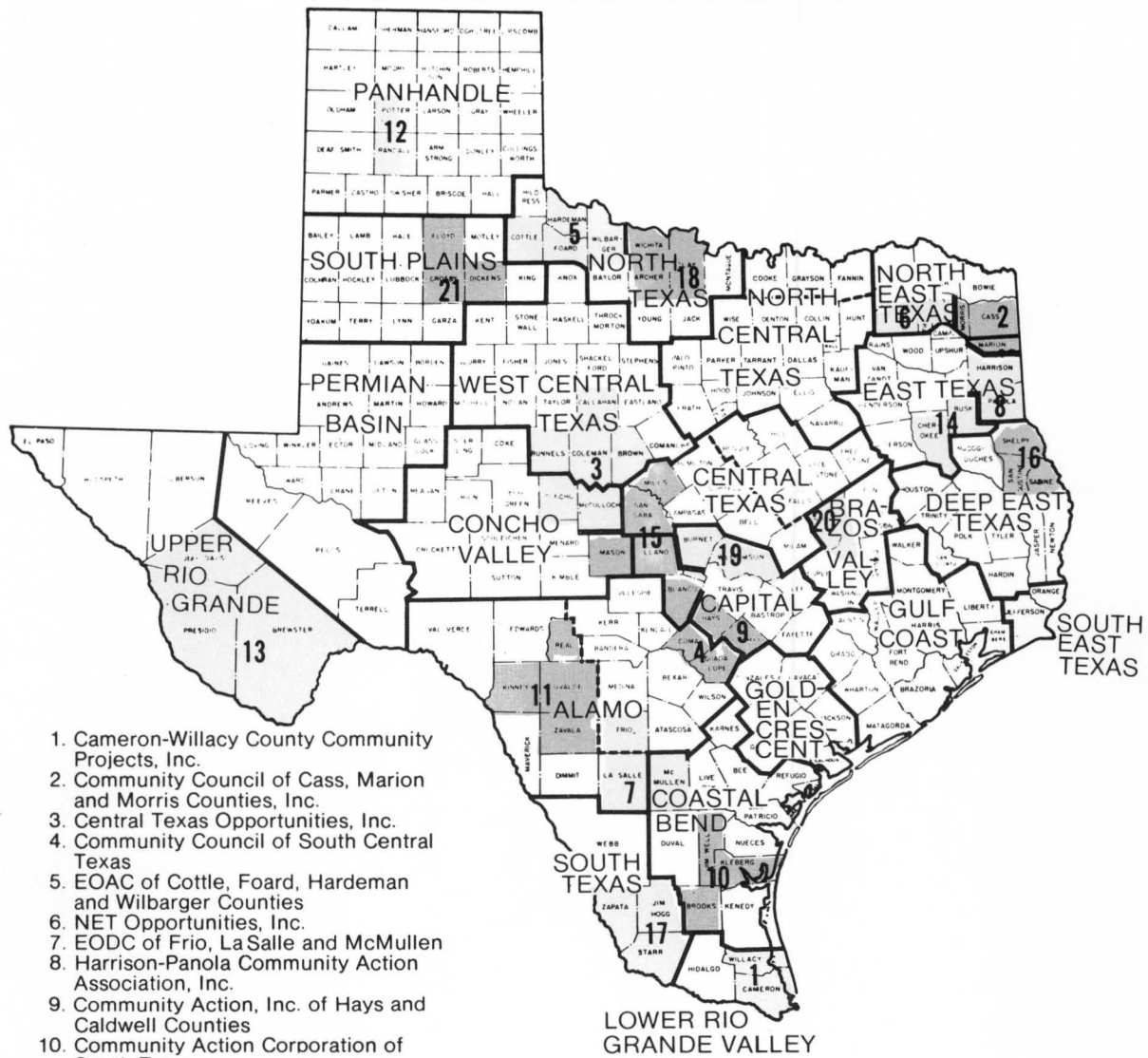
To date, most CAAs have not been deeply involved in the regional development planning process. For the most part they have aimed their programs at the possible OEO funding programs and worked on a year-to-year basis. As regional councils of governments become involved in human resource planning, the CAAs should be able to provide considerable expertise and support.

Policy:

- As most CAA grant applications are now subject to review and comment by regional councils of governments, regional councils are expected to furnish community action agencies with procedures for processing CAA applications.
- Regional councils are encouraged to include CAAs as a governmental agency to be notified of applications submitted for review to the regional council, and are encouraged to include a CAA representative on their project review and human resource committees.

- Regional councils are expected to involve CAAs in their human resource and manpower planning and development programs. Regional councils and CAAs are expected to cooperate and coordinate their programs.
- The formation of additional multi-county CAAs which do not cross State Planning Region boundaries and which constitute a logical subregion of a State Planning Region is encouraged.
- Multi-county CAAs are expected to adjust their boundaries so that the organization does not cross State Planning Region boundaries. An exception will be granted by the Governor's Office on an annual basis to CAAs which cross State Planning Region boundaries if there is no alternative CAA for present member counties to join at this time.
- Single county CAAs and LPAs which provide services across State Planning Region lines are expected to fully coordinate those services with all affected regional councils.

MULTI-COUNTY COMMUNITY ACTION AGENCIES AND LIMITED PURPOSE AGENCIES



1. Cameron-Willacy County Community Projects, Inc.
2. Community Council of Cass, Marion and Morris Counties, Inc.
3. Central Texas Opportunities, Inc.
4. Community Council of South Central Texas
5. EOAC of Cottle, Foard, Hardeman and Wilbarger Counties
6. NET Opportunities, Inc.
7. EODC of Frio, LaSalle and McMullen
8. Harrison-Panola Community Action Association, Inc.
9. Community Action, Inc. of Hays and Caldwell Counties
10. Community Action Corporation of South Texas
11. Community Council of Southwest Texas
12. Texas Panhandle Community Action Corp.
13. Big Bend Community Action Committee, Inc.
14. Rusk-Cherokee Community Action Program, Inc.
15. Hill Country Community Action Association, Inc.
16. Tri-County Community Action, Inc.
17. Community Action Council of South Texas
18. Community Action Corp. of Wichita Falls and North Texas Area
19. Williamson-Burnet County Opportunities, Inc.
20. Brazos Valley Community Action Program
21. Community Action Council of Floyd, Crosby and Dickens Counties

APPENDIX
ARTICLE 1011m, V.A.C.S., REGIONAL PLANNING COMMISSIONS

Definitions

Section 1

A. "City" means any incorporated city, town or village in the State of Texas.

B. "Governmental Unit" means any county, city, town, village, authority, district or other political subdivision of the state.

C. "Commission" means a Regional Planning Commission, Council of Governments or similar regional planning agency created under this Act.

D. 'Region,' 'Area,' or 'Regional' means a geographic area consisting of a county or two or more adjoining counties which have common problems of transportation, water supply, drainage or land use, similar, common or interrelated forms of urban development or concentration, or special problems of agriculture, forestry, conservation or other matters, or any combination thereof. It is the intention of this Act to permit the greatest possible flexibility among the various participating governmental units to organize and establish Commissions most suitable to the nature of the area problems as they see them.

E. "Comprehensive Development Planning Process" means the process of (1) assessing the needs and resources of an area; (2) formulating goals, objectives, policies and standards to guide its long-range physical, economic, and human resource development; and (3) preparing plans and programs therefor which (a) identify alternative courses of action and the special and functional relationships among the activities to be carried out thereunder, (b) specify the appropriate ordering in time of such activities, (c) take into account other relevant factors affecting the achievement of the desired development of the area, (d) provide an overall framework and guide for the preparation of function and project development plans, (e) make recommendations for long-range programming and financing of capital projects and facilities which are of mutual concern to two or more member governments, and (f) make such other recommendations as may be deemed appropriate.

F. 'General purpose governmental unit' means a county or incorporated municipality."

Objectives

Section 2

The purpose of this Act is to encourage and permit local units of government to join and cooperate with one another to improve the health, safety and general welfare of their citizens; to plan for the future development of communities, areas, and regions to the end that transportation systems may be more carefully planned; that communities, areas, and regions grow with adequate street, utility, health, educational, recreational, and other essential facilities; that needs of agriculture, business, and industry be recognized; that residential areas provide healthy surroundings for family life; that historical and cultural value be preserved; and that the growth of the communities, areas, and regions is commensurate with and promotive of the efficient and economical use of public funds.

Creation

Section 3

(a) Any two or more general purpose governmental units may join in the exercise, performance, and cooperation of planning, powers, duties, and functions as provided by law any or all such governmental units. When two or more such governmental units agree, by ordinance, resolution, rule, order, or other means, to cooperate in regional planning, they may establish a Regional Planning Commission. But nothing in this Act shall be construed to limit the powers of the participating governmental units as provided by existing law. The participating governmental units, by appropriate mutual agreement, may establish a Regional Planning Commission for a region designated in such agreement, provided that such region shall consist of territory under their respective jurisdictions, including extraterritorial jurisdiction.

(b) The geographic boundaries of Commission established under this Act must be consistent with State Planning Regions or Subregions as delineated by the Governor and subject to review and modification at the end of each State biennium.

Powers

Section 4

(a) Under this Act, a Regional Planning Commission shall be a political subdivision of this State, the general purpose of which is to make studies and plans to guide the unified, far-reaching development of the area, to eliminate duplication, and to promote economy and efficiency in the coordinated development of the area. The Commission may make plans for the development of the area which may include recommendations on major thoroughfares, streets, traffic and transportation studies, bridges, airports, parks, recreation sites, school sites, public utilities, land use, water supply, sanitation facilities, drainage, public buildings, population density, open spaces, and other items relating to the effectuation of the general purpose.

(b) The plans and recommendations of the Commission may be adopted in whole or in part by the respective governing bodies of the cooperating governmental units. The Commission may assist the participating governmental units individually or collectively in carrying out plans or recommendations developed by the Commission. The Commission may assist any participating governmental unit individually in the preparation of effectuation of local planning consistent with the general purposes of this Act.

(c) The Commission may contract with one or more of its member governments to perform any service which that government could, by contract, have any private organization without governmental powers perform, provided that such contract imposes no cost or obligation upon any member government not signatory thereto.

(d) A Commission may purchase, lease or otherwise acquire, hold, sell or otherwise dispose of real and personal property. It may employ such staff, and consult with and retain such experts as it deems necessary. It may provide for retirement benefits for its employees by means of a jointly contributory retirement plan with an agency, firm, or corporation authorized to do business in this State. A Commission may participate in the Texas Municipal Retirement System, the State Employees Retirement System or the City, County, and District Retirement System when such established systems by

legislation or administrative arrangement make such participation permissible.

(e) Agencies of the State government and of governmental units are authorized to detail or loan employees to a Commission on either a reimbursable or nonreimbursable basis as may be mutually agreed by the State agency or governmental unit and the Commission. During the period of loan or detail the person will continue to be an employee of the lending agency or unit for purposes of salary, leave, retirement and other personnel benefits but will work under the discretion and supervision of the Commission. A loan or detail made pursuant to this section shall expire at the mutual consent of the loaning or detailing agency or governmental unit and the Commission.

(f) In each State Planning Region or Subregion in which a Commission has been organized, the governing body of each governmental unit within the Region or Subregion, whether or not such unit is a member of the Commission, shall submit to the Commission for review and comment any application for loans or grants-in-aid from agencies of the federal government (for a project for which the federal government at the time is requiring the review and comment of an areawide planning agency) or agencies of the State of Texas before such application is filed with the Federal or State government. For federally-aided projects for which an areawide review is required by federal law or regulation, the Commission shall review such application from the standpoint of consistency with regional plans and such other considerations as may be specified in federal or State regulations and shall enter its comments upon the application, returning same to the originating governmental unit.

(g) With respect to other federally-aided projects and to State-aided projects, the Commission shall advise the governmental units as to whether or not the proposed project for which funds are requested has region wide significance. If it does not have region wide significance, the Commission shall certify that it is not in conflict with the regional plan or policies. If it does have region wide significance, the Commission shall determine whether or not it is in conflict with the regional plan or policies. In making such determination, it may also consider whether the proposed project is properly coordinated with other existing or proposed projects within the region. The Commission shall thereupon record upon the application its views and comments and transmit the application to the originating governmental unit, with a copy to the federal or State agency concerned.

(h) The Governor shall issue guidelines to Commissions and governmental units to carry out the provisions of this Act relating to review and comment procedures.

(i) The Governor and agencies of the State shall provide such technical information and assistance to members of Commissions and their staffs as will increase to the greatest extent feasible the capabilities of such Commissions in discharging the various duties and responsibilities set forth in this Act.

Operations

Section 5

The cooperating governmental units may through joint agreement determine the number and qualifications of the governing body of the Commission. The governing body of the Commission shall consist of at least sixty-six and two-thirds percent (66-2/3%) elected officials of general purpose governmental units. The joint agreement may provide for the manner of cooperation and the means and methods of the operation of the

Commission. The joint agreement may provide a method for the employment of the staff and consultants, the apportionment of the cost and expenses, and the purchase of property and materials. The joint agreement may allow for the addition of other governmental units to the cooperative arrangement.

Funds

Section 6

(a) A Regional Planning Commission is authorized to apply for, contract for, receive and expend for its purposes any funds or grants from any participating governmental unit or from the State of Texas, federal government, or any other source.

(b) The Commission shall have no power to levy any character of tax whatever. The participating governmental units may appropriate funds to the Commission for the cost and expenses required in the performance of its purposes.

(c) A Commission which meets the conditions set forth below shall be annually eligible for a maximum amount of State financial assistance based on the formula: Ten Thousand Dollars (\$10,000.00) base grant to each certified organization, plus an additional One Thousand Dollars (\$1,000.00) per dues paying member county, plus an additional ten cents (\$.10) per capita for all population served of dues paying member counties and incorporated municipalities. The minimum amount of annual State financial assistance for which a Commission shall apply shall be Fifteen Thousand Dollars (\$15,000.00).

(d) A Commission to qualify for State financial assistance must have an amount of funds available annually from sources other than federal or state governments equal to or greater than one-half of the State financial assistance amount for which the Commission applies.

(e) In order to be eligible for State financial assistance, a Commission shall comply with the regulations of the agency responsible for administering this Act and shall:

(1) Offer membership in the Commission to all general purpose governments (counties and incorporated municipalities) included in the State Planning Region or Subregion;

(2) Be composed of two or more general purpose governments having a combined population equal to not less than sixty percent (60%) of the total population of the State Planning Region or Subregion, and for purposes of this Act the population of the county shall be the population outside any dues paying member incorporated municipality;

(3) Encompass a geographical area that is economically and geographically interrelated and which forms a logical planning area or region and includes at least one full county;

(4) Be engaged in a comprehensive development planning process.

Interstate Commissions

Section 7

With advance approval of the Governor, a Commission including a region or area which is contiguous to an area lying in another state may join with any similar commission or planning agency in such areas to form an interstate Regional Planning

Commission or may permit the Commission in the contiguous area to participate in the planning functions of a Commission formed pursuant to this Act, and the funds provided under the provision of Section 6 of this Act may be comingled with the funds provided by the state governments having jurisdiction over the contiguous areas.”

International Areas

Section 8

With advance approval of the Governor, a commission in a region or area contiguous to areas in the Republic of Mexico may expend the funds available under the provisions of Section 6 of this Act in cooperation with agencies of the Republic of Mexico or its constituent states or local governments for planning studies encompassing areas lying both in this state and in contiguous territory of the Republic of Mexico.

Dissolution

Section 9

Unless it has been agreed to the contrary, any participating governmental unit may, by a majority vote of its membership qualified in serving, withdraw from its participation in any Regional Planning Commission.