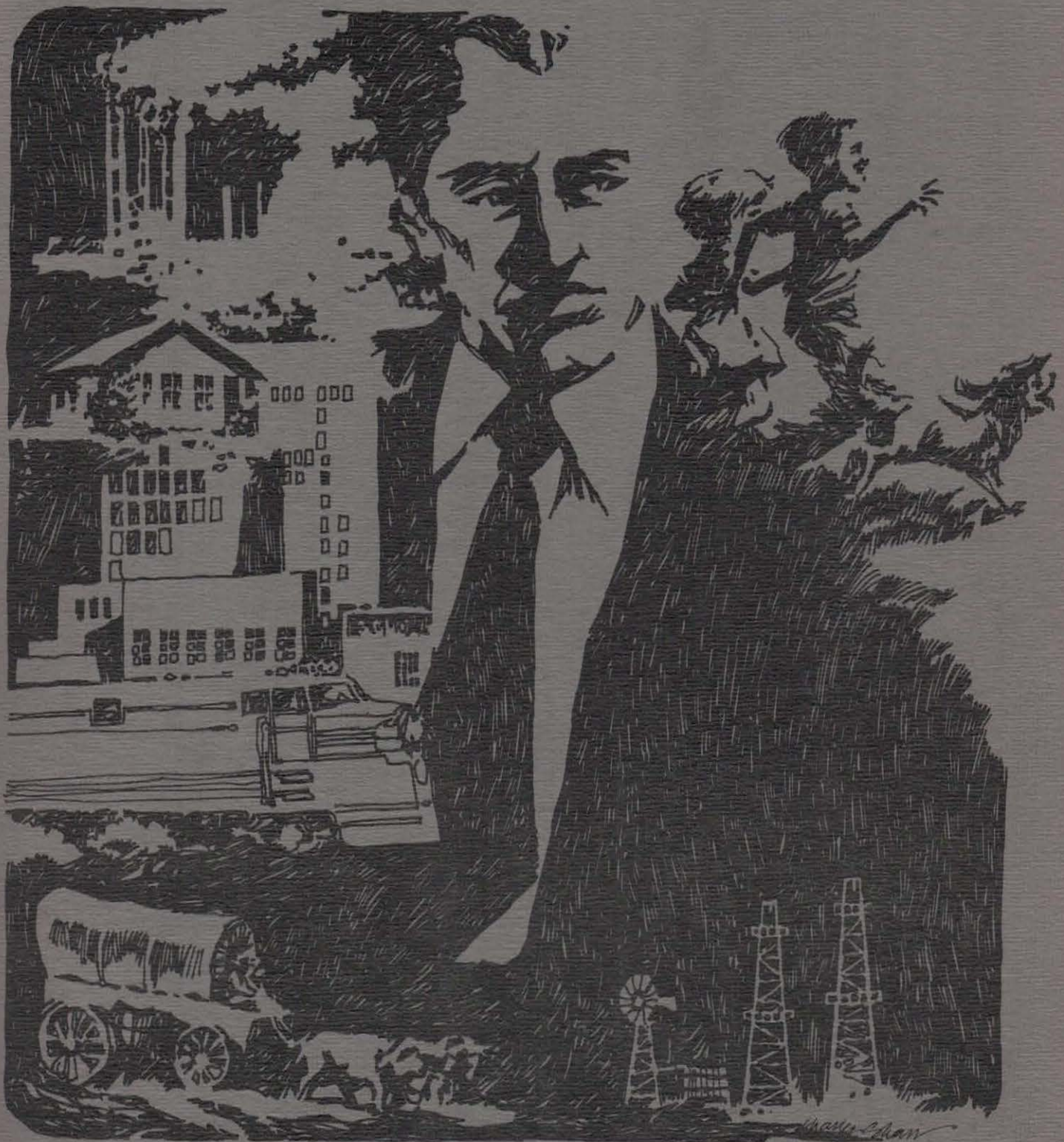


TEXAS LAND USE

V.8

8-An Informed Public



Throughout its history, Texas has been blessed with an abundant supply of land and other natural resources capable of sustaining a wide variety of uses. This heritage has enabled Texas to grow and prosper in a manner characterized by a diversity of land utilization, agricultural capabilities, and other uses which are unique to civilization.

TEXAS LAND USE

As the state has grown and developed we have the realization that our land resources are indeed finite. There is a need to study various land resource management techniques and **Comprehensive Land Resource Management Study** to solve certain land use problems. This study has been a major step in the development of a land use management study. The results of these problems has resulted in proposed federal legislation which, among other provisions, would encourage the state and local governments to develop planning and management programs and practices.

Report No. Eight: An Informed Public

The need for establishing proper land use practices throughout the state, the Governor's Office, through the Division of Planning Coordination, authorized a study of land resource management in Texas. This study is comprised of the following eight technical reports:

- * Historical Perspective - A survey of historical developments, trends, and practices in land resource management in Texas.
- * Existing Mechanisms - A survey of the present land use practices in Texas.
- * Problems and Issues - A determination of existing and potential land use problems.
- * Significant Policies - An investigation of existing land use policies relating to land use.

The Division of Planning Coordination
Office of The Governor

FOREWORD

Throughout its history, Texas has been blessed with an abundant supply of land and other natural resources capable of sustaining a wide variety of uses. This heritage has enabled Texas to grow and prosper in a manner characterized by a diversity of human lifestyles, agricultural capabilities, and business interests which are unique to our nation.

As the State has grown and developed so has the realization that our land resources are indeed finite. There is a need to study various land resource management techniques which may be useful in Texas to preclude or solve certain land use problems similar to those which have been experienced by older, more densely populated and heavily industrialized sections of the country. The seriousness of these problems has resulted in proposed federal legislation which, among other provisions, would encourage the state and local governments to develop planning and management mechanisms conducive to prudent land use practices.

Realizing the importance of these problems and the need for establishing proper land use practices throughout the state, the Governor's Office, through the Division of Planning Coordination, authorized a study of land resource management in Texas. This study is comprised of the following eight technical reports:

- * Historical Perspective - A survey of historical developments, trends, and processes in land resource management in the State of Texas.
- * Existing Mechanisms - A survey of the legal bases for existing land resource management activities in Texas.
- * Problems and Issues - A determination of existing and potential land use problems.
- * Significant Policies - An identification of existing significant public policies relating to land resource management in Texas.

- * Needs for the Future - A determination of the relative need for improving the existing approach or approaches to land resource management.
- * Management Approaches - Consideration of alternative approaches to improve land resource management.
- * Role of Planning - A study of the role and scope of land use planning as a major ingredient of a continuing land resource management program and as an element in an overall state planning process.
- * An Informed Public - Development of recommendations in regard to ways by which to best inform the citizens of the State of Texas about the need for a revitalized state and local role in land use planning and land resource management.

In this manner, factual information and objective interpretation of issues are presented with the expectation that they will provide a basis for action by those private citizens or public officials who will have the responsibility for making land management decisions in the future.

	Page
I. INTRODUCTION	1
Assumptions	1
Rationale for Assumptions	1
II. INITIAL STEPS	4
Step One	4
Step Two	4
Responsibility of the TPG	4
III. THE EDUCATIONAL PROCESS	6
Public Information Objective	6
Media	6
Films and Slide Presentations	6
Seminars and Briefings	6
Public Hearings	7
Special Mailings	7
IV. SPECIAL GROUP STRATEGY	8
State Governmental Offices and Agencies	8
Statewide Elected Officials	8
Regional Councils and Other Regional Entities--Members and Staffs	9
Local Governments	9
Members of the Press--All Major Print and Electronic Media	13
Special Interest Groups	13
V. PROGRAM MILESTONES AND ACCOMPANYING PUBLIC INFORMATION EFFORT	21
Inventory of Existing Data on Land Use	21
Inform State and Local Governmental Officials and Regional Councils/Presidents/Chairmen	21
Conduct First Round of Public Hearings	22
Conduct Second Round of Public Hearings	22
Present Plan Recommendations to Governor and the Legislature	22

V. (continued)

Governor and Legislature Act on Recommendations and Establish Texas Entity for Land Management 22

TELM Becomes Functional and Begins Plan Implementation 23

1. PUBLIC INFORMATION OBJECTIVE

2. GOVERNMENTAL OFFICES AND AGENCIES

3. EXECUTIVE OFFICIALS

4. REGIONAL COUNCILS AND OTHER REGIONAL OFFICES

5. LOCAL GOVERNMENTS

6. MEMBERS OF THE BOARD

7. AND ELECTRONIC MEDIA

8. SPECIAL INTEREST GROUPS

9. PROGRAM MISSTEPS AND RECOMMENDING PUBLIC INFORMATION REPORT

10. Inventory of Existing Data on Land Use

11. Inform State and Local Governmental Officials and Regional Councils

12. Contact First Round of Public Hearings

13. Conduct Second Round of Public Hearings

14. Present Plan Recommendations to Governor and the Legislature

I. INTRODUCTION

Assumptions

Four basic assumptions can be made with respect to a public information program regarding development of a land resource management program for the State of Texas.

- (1) The Texas land use management system, primarily a municipal program as we know it today, must change if present growth and development trends continue.
- (2) Any significant change in land resource management programs probably will be misunderstood and mistrusted until a majority of society understands and accepts the need for such changes.
- (3) An existing or newly created statewide entity must be the prime mover achieving the changes necessary to the land resource system.
- (4) The Governor's support is essential to the success of a land resource management system.

Rationale for Assumptions

It is clearly evident from all reports in this study that Texas should not and can not maintain the status quo with respect to land resource management. The reasons are:

- (a) If the State of Texas fails to move to a more positive leadership role in the field of land resource management, the federal government clearly will assume the dominant role;
- (b) Texas human and natural resources cannot achieve their potential without planning for proper apportionment of resources among society's various needs;

- (c) Existing State laws and fragmented local controls are inadequate to the task of achieving State goals or policy implementation;
- (d) Unchecked, unchartered development will alter the ecology in areas of natural environment, and;
- (e) Unplanned use of the State's land will result in an unwise use or loss of natural resources.

In view of the inadequacies of the existing system and if federal land use legislation is passed, it is likely that the federal government will intervene in states which are not attempting to strengthen land resource management programs. It is far preferable that a state act rather than react. States initiating programs at the state level will be more attuned to the state's real needs with respect to land resource management.

While most urban Texans are familiar with land use programs through City zoning laws, deed restrictions and other existing ordinances, even the City-dwelling Texan shares a strong mutual bond with small town and rural residents in a deeply inherent feeling that a man has a right to do as he pleases with what he owns.

Business interests may feel that such control will impose unnecessary economic constraints and may make some business opportunities and alternatives which could materially help society unfeasible in other ways.

At the other end of the political spectrum are dedicated conservationists/environmentalists who will likely look with suspicion on any program which attempts to balance environmental concerns against developmental needs. A middle ground must be achieved which permits continued economic growth and development while maintaining reasonable environmental safeguards.

Some state agencies may interpret land use planning and management on a statewide basis as a threat or infringement on their long standing legislative and constitutional responsibilities. On the contrary, such a program must be designed to strengthen and support existing agency programs. A well conceived land use policy and management system will actually permit an agency to operate more efficiently and effectively.

A state entity must be the prime source of initiative and innovation in achieving whatever changes are

desirable in the state's land use management system. This assumption is justified on the basis that much more than local interests are involved and this will require the broad overview that only the State can provide. Typically, local entities have not been able to cope with regional or statewide land use issues. Local and regional agencies can only exercise powers granted to them by the State. A major alteration of power would require a change at the State level.

In order for such a program to be achieved as outlined in this study, strong, unqualified support of the Governor must be assumed.

Step One

With the concurrence and active support of the Governor for program objectives and needs, a Temporary Planning Group should be created. The functions of the TPD are detailed in the report entitled "The Role of Planning" in this study.

The Governor may suggest a joint legislative resolution establishing a TPD to study the ways and means of implementing a land resource management program in Texas.

By publicly announcing support for the program, the Governor will have informed all members of the House and Senate and each individual citizen of Texas of his concern in the area of land management without making a specific commitment to the details of program implementation. This is appropriately left in the findings of the TPD and adoption of enabling legislation by the legislature.

Step Two

Responsibility of the TPD

The primary responsibility of the TPD is to formulate policy recommendations and specific enabling legislation needed to guide the creation and operation of a permanent Texas Entity for Land Management (TELM).

The TPD may provide information to the Governor, legislators and other state agencies and officials and provide assistance in the drafting of appropriate legislation needed to complete its assignments.

II. INITIAL STEPS

In order for such a program to be achieved as outlined in this study, strong, unqualified support of the Governor must be assumed.

Step One

With the concurrence and active support of the Governor for program objectives and needs, a Temporary Planning Group should be created. The functions of the TPG are detailed in the report entitled "The Role of Planning" in this study.

The Governor may suggest a joint legislative resolution establishing a TPG to study the ways and means of implementing a land resource management program in Texas.

By publicly announcing support for the program, the Governor will have informed all members of the House and Senate and each individual citizen of Texas of his concern in the area of land management without making a specific commitment to the details of program implementation. This is appropriately left to the findings of the TPG and adoption of enabling legislation by the Legislature.

Step Two

Responsibility of the TPG

The primary responsibility of the TPG is to formulate policy recommendations and specific enabling legislation needed to guide the creation and operation of a permanent Texas Entity for Land Management (TELM).

The TPG may provide information to the Governor, Legislature and other State Agencies and officials and provide assistance in the drafting of appropriate legislation needed to complete its assignments.

Legislation should provide sufficient funds to employ a full time staff to implement the programs and, assume the educational responsibility for the program as discussed in other sections of this report.

Public Information Objective

Public Information Objective

The objective of this report is to provide information to the general public and to the private and public decision makers of all levels, national, state and local land use planning and management. Such an objective must be executed in phases with the various milestones which are proposed in "The Role of Planning" of this study. The following informational goals will be attained.

Media

- (1) Electronic
- (2) Print
- (3) Periodicals
- (4) Trade Journals

Attention must be given to preparation of printed press kits which contain summaries of the land management proposals, maps showing areas included, relevant experience in other states and all supportive data possible for the overall concept of land resource management.

Film and Slide Presentations

Film and slide presentations can be most effective in providing audio visual contact through the use of television media, civic clubs, special meetings, and other group meetings.

Laminated and Bulletin

Most special interest groups can be reached through an aggressive program of scheduled seminars and meetings.

III. THE EDUCATIONAL PROCESS

Public Information Objective

The objective of this report is to recommend ways and means to inform the general public, and both private and public decision makers at all levels, regarding State and local land use planning and management. Such an objective must be executed in phase with the various milestones which are proposed in "The Role of Planning" of this study. The following informational tools will be utilized.

Media

- (1) Electronic
- (2) Print
- (3) Periodicals
- (4) Trade Journals

Attention must be given to preparation of printed press kits which contain summaries of the land management proposals, maps showing areas included, relevant experiences in other states and all supportive data possible for the overall concept of land resource management.

Films and Slide Presentations

Films and slide presentations can be most effective in providing audio visual contact through the use of television media, civic clubs, special briefings, and other group meetings.

Seminars and Briefings

Most special interest groups can be reached through an aggressive program of scheduled seminars and briefings.

Public Hearings

Through at least two rounds of public hearings, it is anticipated that the land resource management program will be presented and modified in response to public opinion and reaction to initial plans.

Special Mailings

Specialized mailing programs have proven especially effective in reaching select groups over a sustained period of time with a message containing technical and complex information.

IV. SPECIAL GROUP STRATEGY

It is important that an evaluation of the specific individuals and groups with a direct concern in land resource management in Texas takes place. Strategy for approaching these individuals and groups is presented below.

State Governmental Offices and Agencies

Statewide Elected Officials

Governor. The Governor's support is critical to the successful development and implementation of the land resource management program in the State of Texas. It is likely that the federal legislation will designate the Governor to implement the federal program at the State level. Further, the State Legislature often establishes the Governor as the chief implementor of legislation. Of equal importance, the Governor's planning and program staff can be an essential element in maintaining sustained planning development implementation and a public information program in behalf of the land resource management program. Also, the Governor is statutorily designated as the State's Chief Planning Officer. Because of the critical role the Governor will have with respect to any land resource management program, it is assumed in this report that the Governor will actively support a land resource management program and utilize his staff in the development of the program.

Members of the Legislature. With the authorization of the Governor, it is assumed that the Governor's staff and the Temporary Planning Group (TPG) as discussed in "The Role of Planning" will be instrumental in briefing the Legislature and its leaders and other officials of the State. It is desirable that appropriate visual aids be prepared for briefings for the Lieutenant Governor, Speaker of the House, members of the State Legislature and other State officials.

Potential Legislature sponsors of proposed land resource management legislation should be approached initially on an individual basis and their support for necessary provisions of a land resource management program sought. Thorough and comprehensive prior preparation of supporting documentation, basic features of the proposed land resource management program and other needed informational materials should be assured before seeking legislative support.

Affected Members of State Boards and Commissions.

As in the case of the State Legislature, members of the various State boards and commissions should be briefed on proposed changes in State roles in a land resource management program.

Recognizing that some State agencies will have valid concerns regarding possible infringement on their statutory responsibility by any new state land use management entity, it is felt that an individually tailored approach to the various State agencies would be appropriate. Such an approach could include a general evaluation of the way in which the land use management program reinforces that particular agency's on-going activities.

Regional Councils and Other Regional Entities--Members and Staffs

The initial approach to the regional agencies can be handled by statewide briefing of the presidents/chairmen, executive committees and executive directors of such entities. Briefings should be accompanied by a specially prepared summary of the land management proposal with particular attention to the role and implications for the regional organizations.

This initial round of activity should be followed by a series of specialized mailings which are intended to keep the presidents/chairmen and executive directors of regional organizations informed of progress being made with the land use management program.

Local Governments

Cities and Towns--Mayor, Council, City Manager and Key Personnel. Cities throughout the world are unique with individual traits, characteristics, tempos of growth

and mannerisms of life. Even though Texas cities are bound together by tradition, by state law and the uniqueness of the state itself, each maintains an individual dignity and character of its own. Some of our major metropolitan areas have experienced rapid growth while some smaller cities have not.

In approaching a program such as land use management, each individual citizen of Texas deserves the right to know, understand and evaluate the program. If the program is to be accepted and supported, it must be clearly and openly presented at all levels of public interest. It is of paramount importance that each citizen of Texas realize that a land resource management program is not in itself an instrument of change. A land use management program is insurance that change will be constructive and safeguard our individual rights and way of life. An informed public in metropolitan areas of our state may quickly understand the need for a land resource management program. Likewise, the small town resident should equally understand the benefits that a land resource management program conveys and that his present way of life can not only be preserved, but improved.

In summation, each individual in Texas deserves the right to know how a land resource management program affects his personal life. To the metropolitan dweller, it may mean immediate opportunities for a better environment. For those living in small towns, it should also mean better communities and environments, though perhaps not as perceptible as the urban situation.

Dissemination of Information: The need still exists to deliver the information to the individual, be he city dweller in a large metropolitan area, a resident of a small community of 200, or a rancher far removed from his nearest neighbor.

Interest in this program will be from a point and perspective dealing with our livelihood, or group interests. It is for these reasons that it is unnecessary and too costly to try to approach the subject of land use management as it is applicable to individual citizens. Rather, an approach should be structured to address the concerns and interests of communities, counties and regions.

Packaging: In developing a process to inform a community of a land use program, it should be precise

and applicable to the communities' needs. Therefore, the presentation of a land resource management program must be customized for different sizes and types of cities. Each presentation should contain an informational brochure depicting the purpose and impact of a land resource management program applicable to a community. The timing and the impact on various communities with relationship to their size should also be explained.

Presentation Grouping: Presentations should be made either on a group basis or an individual basis to Mayors, Councilmen, City Managers and other appropriate officials of large metropolitan areas. Similar presentations can be designed for the interests of several intermediate and smaller communities within a region, in small enough groups to permit individual discussions. A community's size is only one criteria. Equally important is the city's location and geographical and natural characteristics. The enlistment of such organizations as the Texas Municipal League, should be a prime mechanism to reach Texas cities--large and small.

The League's respectability among the cities of Texas, coupled with creditability of a land resource management group established by the State, are appropriate vehicles to take the lead in the dissemination of information regarding this program.

In Summation: It is recommended that the dissemination of information regarding a new land management program for Texas consider the applicability and impact it will have on communities throughout the State.

It is recommended that both an informational brochure be provided with a visual slide presentation keyed to the interest of each group of cities. The time frame for this program should be completed within the first six months. A second round of briefings should involve other interested groups within the State which were not involved in the first round of briefings. This round should be completed within the following six months.

Counties--Commissioners Court and Other Key County Elected and Appointed Personnel. Similar to the diversity within our cities, county governments in Texas possess individual and unique characteristics. While a county that contains a city of major proportions within its boundaries may grasp the need for strong land use

management program, a rural-oriented county may see no need for such a program. Therefore, the approaches must differ. Careful packaging of a county program is essential. Such a program package should be geared to the needs and tempo of the individual type of county which it addresses. When discussing land use management programs, the problems and questions anticipated would differ tremendously between those in East Texas or in West Texas. A paramount concern that may be anticipated is the dilution of counties' authority to regulate and to manage their individual county affairs. It must be emphasized at all times that this program is an additional tool for the use of county officials to better guide the developments of their individual counties with those of the state as a whole. A land use management program offers each individual county an opportunity to coordinate its activities with cities within its boundaries, neighboring counties and other communities in the State.

Presentations: Meetings with appropriate county officials and interested individuals should also be undertaken on a regional basis. In many cases, briefing of County Judges could be done in conjunction with the Mayors and City Managers of the smaller communities. Similarly, it might be appropriate that the County Judges in SMSA's be briefed in conjunction with the major metropolitan city Mayors and officials. It is obvious that County officials and Mayors of major cities share common interests and concerns. It is also rational to believe that County Judges of predominantly rural counties and small communities within those counties share mutual interests and concerns.

In any case, regardless of what grouping of counties and cities might be finally decided upon the appropriate handouts, slide presentations and other media should be utilized to the greatest extent possible. Considering that land use management is a relatively new field in some respects, at least in implementation, the presentation should begin with a history and rationale of the development of the program, thus setting the tone for implementation of a land use management planning policy in Texas at this time.

It is imperative that the County officials continue to receive information concerning the land use management program. Further, every effort should be made to work with the Texas Association of County Officials in order that the association might assist in keeping them informed.

Special Districts and Authorities. A series of specialized mailings can best inform the various policy making and staff members of the special districts and authorities in the State of Texas. In some instances, special meetings in conjunction with association meetings of river authorities, airport authorities, water districts, and others should be considered.

All such representatives of special districts and authorities in general can be reached by direct correspondence and communication with their respective associations.

Members of the Press--

All Major Print and Electronic Media

The news media, which includes all aspects of the press, should be kept fully informed at all times on the progress of the land resource management program. The possibility of a briefing with visual aids, particularly for the Capitol press at the outset of the program, should be explored. A constant flow of news releases should be undertaken as each newsworthy phase of the program unfolds. Feature stories should be prepared with examples of land resource management experiences in other states. Specialized mailings to all areas of the news media should be prepared. Briefings, again with visual aids, could be scheduled with editorial boards of the major metropolitan newspapers and with the editors of the editorial pages in smaller cities.

The program directors should be available to the press at all times to answer questions. Total cooperation with the media will help to achieve ultimate acceptance by the public for the land resource management program.

Special Interest Groups

In the case of special interest groups, it is recommended that a careful evaluation of each group's positions with respect to land resource management take place.

In each case, it is recommended that a position paper designed to respond to specific concerns expressed about the land resource management program be prepared for review by the representatives of each special interest group.

Real Estate Developers, Builders, and Associated Industries. Because of the direct impact which any alteration in the existing land resource management has on the real estate industry, it can be assumed that representatives of this industry will maintain a direct interest in the proposed land resource management program. As a general strategy for approaching the industry, it is important that the industry leaders and representatives be made aware on a continuous basis of the basic elements of the land resource management program which will be important to them and, at the same time, made aware of the exact nature of the changes which are proposed. The desirable aspects of the proposed program include the evaluation and public information about land inventory in the State of Texas, lessening of the fragmentation of control in the State and the application of more comprehensive development standards and control systems throughout the State of Texas and within given regions. If properly explained, this approach likely will be received well by most of the elements of the real estate development field. Certainly the increasing of standards tends to affect certain types of developers and builders more adversely than others, but it is assumed that large builders and developers who are accustomed to meeting relatively high standards will, in most instances, welcome the application of similar standards across the board. In all instances it is critical that the representatives of this industry be consulted at each stage of program activity in order that their concern might be properly evaluated. Further, commitment of the program to establishing a variety of ways of compensating private property owners for a loss in land value manifested by the program is a key element to winning their support. Major activity changes should be publicized well in advance of the time when they are actually effected so that investors, real estate developers, and builders have a maximum opportunity to adjust their operating programs accordingly.

It is recommended that a series of work sessions be scheduled between key representatives of the Temporary Planning Group, and perhaps various governmental offices involved with the program, and the key representatives of the various real estate developers, builders and associated industry groups. This type of activity should be supplemented with a series of informational reports and mailings directed at this specific development group per se, and with a calculated strategy of seeking their support or neutralizing their opposition to the program. They should be made aware that the program will, in the last analysis, work to their benefit and will tend to generate a more open atmosphere and a much more understood procedure for

continuing real estate development with an appropriate balance of economic gain from the land coupled with appropriate consideration for the environment, preservation of natural resources, and an evaluation of the public good as the process takes place.

As the details of the proposed land resource management program become more apparent, the second round of meetings with industry representatives should take place. It is possible that representatives of these groups should be included in policy making councils or on an advisory basis as the program moves forward.

Appropriate emphasis should be placed on making the representatives of affected industries realize that the land resource management program being recommended is far better than what might very well result at a later date if it is not adopted in substantially the form which is recommended.

Industry leaders are often those who have pioneered innovations and high standards in the field. With appropriate emphasis, the advocates of the land resource management program can establish appropriate communications, dialogue and support from these industry leaders who, in turn, will assist in establishing an appropriate atmosphere for gaining acceptance by the entire real estate development industry.

Utility Companies. Utility companies--investor-owned, municipal, and cooperatives--engaged in the delivery of electric, water, sewer, gas, and telephone service will be directly affected by the proposed land resource management program. It is important that the representatives of the utility companies be made aware of the positive aspect of the land resource management program. If these positive elements, coupled with their ability under such a system to plan for system expansion, is made available to the industry leaders throughout the planning and implementation process for the program, it is likely that much of their concern can be neutralized and, in fact, they can be expected to provide some support.

It is important that the compensation factor or investments already made be considered and that any loss in utilization of such utility investments and private property be accounted for throughout the program. Also, appropriate lead time strategy should be developed between such time that the land use management program is adopted and such time as it is actually affected to permit a

maximum adjustment by the utility companies and the real estate development industry during the interim period.

A different strategy and approach may need to be followed in some instances for investor-owned utility companies than that which will be followed with municipal companies or cooperatives. Prior to commencing any direct contacts with these industries, it is felt that a more detailed evaluation of the nature of the concern of these specific groups should be undertaken.

All such utility groups are directly involved with industry association. A great deal of knowledge can be garnered by a series of work sessions and conferences with such industry leaders as the land resource management program takes shape. Specialized mailings and maximum use of trade publication and industry reports and periodicals should be utilized by the advocates of the land resource management program.

Extraction Industries. Various extraction industry groups will have direct concern with any proposed change in land resource management policy in the State of Texas. A general discussion of some of these groups follows.

Petroleum and Mining: Because of the widespread petroleum and mining interest in Texas, special effort should be made to evaluate the impact of the proposed land resource management program on the petroleum/mining industry and such impact should be specifically evaluated in the light of their acceptance by the industry and the need for their adoption. As in the case of the real estate development industry, every effort should be made to approach industry leaders with an open and frank discussion of the land resource management program, with initial discussions taking place as early as possible. The concern of these industry leaders with respect to the program should be evaluated as the program takes place.

To the extent possible, industry publications and newsletters should be utilized as a media for reaching members of the petroleum/mining industry. Conferences should be held between industry leaders and representatives of the Temporary Planning Group as often as possible. In the last analysis, areas of adverse impact could be evaluated for what they are and controversies surrounding such areas should be maintained on a limited basis to the extent possible.

Dredging: A careful evaluation of the need for resource management control in areas where dredging operation is already taking place should be made and, as the program matures, it should continue into greater detail. At the outset, advocates of the land resource management program should meet with dredging industry leaders in an attempt to understand their concerns about land resource management and control. This process should be continued throughout the program planning and implementation stage.

To the extent possible, advance modification in change and operating policies should be well publicized in advance of the time they are effective and the intent to compensate for loss of economic activity should be made well known.

Specialized mailing and reports to industry members will likely help to reduce opposition to the program in general and to state the position for adverse actions that may be necessary.

Agricultural, Soil and Water Conservation Groups. Representatives of farms, ranchers, agri-businessmen, forestry, and water and land conservation groups will play an important role in the ultimate success of any land resource management public information program. It should be stressed that the concerns of all such groups will not be the same, although all groups will have common elements of interest and concern in the State land resource management program.

Representatives of the Temporary Planning Group and the Governor's staff should maintain a constant liaison with industry leaders and, where possible, should utilize such leadership in a positive program for stressing the favorable features of the land resource management program to their respective industries.

A detailed evaluation of industry characteristics should take place early in the land resource management program together with an evaluation of the combined impact of the adoption of such system on the agricultural and conservation group individually and collectively. Remembering the concern which property owners generally have about undue regulation from government, every effort should be made to neutralize this concern by stressing the just compensation features of the proposed program together with the desirable and beneficial aspects which the program will offer to such industries.

Where possible, industry leaders and associations should be enlisted to support the overall programs. Specialized mailings by such industry leaders are judged to be especially effective for this group.

Financial Institutions. Representatives of leading banking, savings and loan and other financial institutions should be consulted throughout the land resource management process.

It is judged that a high level of concern about undue governmental control will exist in these circles, and, for this reason, representatives of the Governor's staff and of the Temporary Planning Group should make every effort to present the most desirable beneficial aspects to the program with respect to financial investment in the State of Texas.

A detailed evaluation of the impact of the proposed program should be undertaken in conjunction with a series of meetings with industry leaders. Of primary concern to the financial institutions will be any speculative law which may be inherent in certain parts of the land resource management program on investments already made. Further, every effort should be made to limit the number of future investments that are undertaken in areas where such investments might be affected by the anticipated land resource management program.

It is important that the leadership in this industry support the land resource management effort. The series of meetings, specialized mailings, and reports directed to the financial industries concerned should be well justified throughout the land use resource management program.

General Industry and Chambers of Commerce. As the land resource management program takes more specific form, other specialized industries which will be impacted by the effort will be identified and in all instances, similar steps should be taken in these areas as have been taken in the specific industries shown above.

A general business atmosphere favorable to the land resource management program can be maintained only if special effort is devoted to reaching such groups through their normal communications channels including Chambers of Commerce, Texas Industrial Commission and other business publications.

Further, the program leadership should maintain constant liaison with various industry leaders and be especially sensitive to symptoms of undue concern about the adoption of such a program. Full use of local and state Chambers of Commerce leadership should be utilized throughout the process and every effort should be made to see that chamber executives and policy leaders support the effort, if at all possible.

Educational Institutions. Educational institutions in general may or may not have a direct interest in a land resource management program. Although, as a specific segment of society, educational institutions probably would not be prone to be either for or against the concept, they certainly represent a segment with a potentially high interest factor. They also should be considered a prime resource point for compilation of data and the expertise available in educational institutions should be utilized to the fullest extent possible.

Colleges and Universities: It probably can be assumed that some governing boards of institutions of higher education would have no direct interest in the land resource management program other than how it might effect long-term campus growth. However, as individuals there might be personal interest, and it is recommended they be kept informed and briefed whenever feasible. On the other hand, certain segments of the faculty community, particularly those departments directly concerned, such as public affairs specialists, would have a direct interest and concern. The major point to be made here is that these various segments of the academic community should offer a wellspring of invaluable talent and perhaps serve as a focal point for research materials to aid the land resource management effort as it unfolds. It is assumed those members, both faculty and student, of the academic community would be farsighted enough to realize the need for land resource management.

Local School Districts: Local school districts do not offer the potential base of support in the areas of research and expertise. Basically, local school districts probably will have as their only interest assurances for future planning of location sites which a land resource management program can afford. However, just as with any other special interest groups, local school districts should be kept fully informed of the process and its progress.

Environmental and Conservation Groups. It is obvious this special interest group will maintain an early, sustained concern and interest concerning land resource management programs, and, in some cases, it can be safely predicted some environmentalists may tend to be hostile. The segment of the environmental community dedicated to total preservation of nature or specific critical areas as it now exists certainly can be classified as one group which will require special approaches.

An assurance by the Temporary Planning Group that proper considerations will be given to maintain a proper balance between the environmental status quo and prospective development is practically mandatory. It would certainly be desirable to not only keep environmental groups totally informed on progress of the program but also to seek out their advice and suggestions. To an extent, opposition of some environmentalists can be blunted if they feel they have a direct role in the decision-making process. Representatives of environmental groups should be invited to actively participate in a policy-making council or an advisory board. Working with the TPG, they can voice their constructive suggestions, opinions or reservations about the land resource management program and gain a better understanding of the concepts and rationale involved.

Civic and Professional Clubs and Organizations. As groups, these organizations probably will present no special problems to a land resource management program. As individuals, some members might have preconceived notions. It is suggested the primary utilization of this segment of the population would be as forums from which special programs on land resource management could be launched. Basically, an informational approach, explaining the need and the goals, utilizing knowledgeable speakers, perhaps with visual aids, should be developed.

V. PROGRAM MILESTONES AND ACCOMPANYING PUBLIC INFORMATION EFFORT

An evaluation of the program milestones outlined in "The Role of Planning" of this study and the evaluation of the accompanying public information program of that stage of activity is presented below.

It would be extremely desirable if such legislation could, from the outset, be supported by the Governor.

The introduction of such legislation should be followed with appropriate releases to the Capitol press and including sample feature articles and editorials for newspapers.

Daily newspapers should be approached on an individual basis with appropriate editorial briefings and meetings with editorial boards and/or editors of editorial pages.

Inventory of Existing Data on Land Use

As the TPG gathers data regarding land management in the State of Texas and the various State agencies, local agencies and other entities, it is appropriate that a major effort accompany such activity with respect to keeping members of the press informed and informing the appropriate representatives of other agencies.

Inform State and Local Governmental Officials and Regional Councils/Presidents/Chairmen

Activities mentioned in this report are accompanied by the major informational program designed to reach appropriate State, local and regional governmental officials regarding the necessity for altering the State land resource management program. Such activity should include a secondary round of briefings, feature articles in association trade journals and newsletters and a sustained special mailing program.

Conduct First Round of Public Hearings

Activities envisioned in this report will be further enhanced by the anticipated first round of public hearings conducted by the TPG. These hearings are envisioned as a primary means of gathering on a statewide basis the ideals and opinions of State, regional and local governmental officials as well as the public at large. Further, the hearings are intended to provide a forum for educating through the news media, as well as by direct exposure, the public at large of the need for land resource management improvement in the State of Texas.

Conduct Second Round of Public Hearings

Once the preliminary plan has been formalized, the second round of TPG public hearings is intended to present plan recommendations to the various specialized interest groups and the general public.

Certainly such activity could be accompanied by an aggressive press release and press information program, making maximum use of the Capitol press and specialized mailings, feature articles and weekly newspapers.

Present Plan Recommendations to Governor and the Legislature

The newsworthy aspects of this stage of activity are apparent and it is hoped that such a presentation might garner high priority reporting from the standpoint of importance of such recommendations to the State of Texas.

It is desirable that such recommendations will have been preceded by a series of meetings with appropriate editorial and opinion-maker personnel throughout the State of Texas in both the print, electronic and trade journal media. Depending on the nature of the report, it may be feasible and desirable to attempt to gain a special message from the Governor to the Legislature with respect to the recommended program.

Governor and Legislature Act on Recommendations and Establish Texas Entity for Land Management

The Texas Entity for Land Management, a permanent land resource entity for the State of Texas, when

created by the Legislature, should be in a position to receive major press attention and review. Such creation and the initial implementation of the recommended plan should be accompanied by a constant barrage of press releases and information sheets coupled with an on-going public relations program highlighting the successes achieved in land resource management in the State of Texas.

TELM Becomes Functional and Begins Plan Implementation

As rapidly as TELM achieves permanent status it can set priorities and begin to implement the Texas Land Resource Management program in appropriate stages. As each phase is undertaken it should be accompanied by the most broadbased and effective public relations program available. This would include, but not be limited to, newsletters, press releases, television programs, talk shows and radio tapes and spots. TELM probably would want to give strong consideration to placing a public relations-oriented member on its staff. In this way, as the program hits its full stride, it can be kept constantly before the public, its accomplishments spotlighted and its goals outlined.