

DEVELOPMENT IN RURAL TEXAS

AN ASSESSMENT OF TEEEX ECONOMIC DEVELOPMENT REPORTS



© The Bush School of Government & Public Service 2012. All Rights Reserved.

Disclaimer:

The views expressed in this publication do not necessarily reflect the views of the Bush School of Government and Public Service. The designations employed and the presentation of the material do not imply the expression of any opinion whatsoever on the part of the Bush School of Government and Public Service concerning any county, city or area, or of its authorities.

Editing, design realization, photographs, layout and production: The Bush School TEEEX 2012 Capstone

Design Concept: The Bush School TEEEX 2012 Capstone.

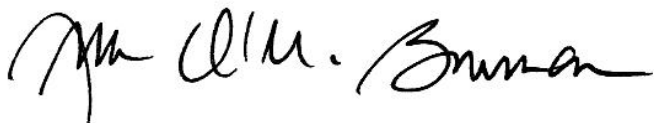


FOREWORD

This report, *Development in Rural Texas*, tackles a compelling subject: economic development in rural Texas communities. It does so at the request of the Knowledge Engineering Division of the Texas Engineering Extension Service (TEEX). Leaders in small towns all over this expansive state have reached out to the Knowledge Engineering Division (or, as it was known prior to 2010, Technology and Economic Development) seeking information and guidance in economic development. After delivering their carefully-crafted and well-researched reports to these communities, officials at TEEX were left to wonder what would happen next. Would the recommendations in the reports be implemented or would the reports be left to gather dust on a shelf in a little-used office? Perhaps their fate rested somewhere in between: aspects of the report might be embraced; perhaps some features would be modified by community leaders. In effect, officials in the Knowledge Engineering Division were interested in assessing the utility of their reports. And they wanted to know what had happened in these communities since their reports were delivered.

Enter the Bush School Capstone team: a group of nine intrepid graduate students eager to put their skills to work on a real-world issue. The Capstone students have taken care to dig deeply into these communities, conducting background research and asking the right kinds of questions of a diverse set of interviewees. They worked independently, in small groups, and as a whole over the two semesters. The students learned to look below the surface, to probe beyond the initial response and to seek alternative explanations. They worked indefatigably and they often found that there was more to the story than initially thought. And, in the process, they developed an affinity for rural Texas.

Development in Rural Texas demonstrates that the reports undertaken by TEEX have had an impact in the 10 communities that were studied. The impact varies, to be sure, but it is notable nonetheless. In this report, the Capstone team has identified a series of best practices that will be useful as TEEX continues its work with rural communities. Challenges exist, and the search for solutions should be analytical and judicious. *Development in Rural Texas* offers both a look back and a way forward.



Dr. Ann O'M. Bowman

Professor and Hazel Davis and Robert Kennedy Endowed Chair in Government and Public Service



THE BUSH SCHOOL OF GOVERNMENT AND PUBLIC SERVICE

CAPSTONE TEAM



Faculty Advisor

Dr. Ann O'M. Bowman, Professor and Hazel Davis and Robert Kennedy Endowed Chair in Government and Public Service

Members

Edgar Adrian Calcaneo, Master of Public Service and Administration

Ramsey Cripe, Master of Public Service and Administration

Taylor Davis, Master of Public Service and Administration

Ramon Gonzalez, Master of Public Service and Administration

Joshua Grimes, Master of Public Service and Administration

Olivia Hemby, Master of Public Service and Administration

Colby Humphrey, Master of Public Service and Administration

Paul Keppy, Master of Public Service and Administration

Ken Surgenor, Master of Public Service and Administration

TABLE OF CONTENTS

Executive Summary	ix
Part I: Introduction	1
What is TEEX?.....	2
TEEX & the Community Process.....	2
Purpose of the Capstone.....	3
PART II: Literature Review	4
Rural Texas.....	4
Introduction.....	4
Defining a Measurable “Rural”	4
Defining “Rural” as a Lifestyle	4
Profile of Rural Texas	5
Demographics	5
Rural Economy in Texas.....	5
Organizations of Rural Texas	6
Governmental Organizations	6
Non-Profit Organizations.....	7
Rural Texas in Politics	7
Conclusion.....	8
Economic Development	9
Introduction.....	9
Role of Local Development Agencies	9
Development Strategies.....	11
Regionalism.....	11
Entrepreneurship	12
Rural-Metropolitan Cooperation	13
Citizen Engagement	13
Challenges to Local Economic Development.....	13
Conclusion.....	14
Part III: Methodology.....	15
PART IV: General Information	17
Table 1: Work Demographics	17
Table 2: Population	17
Table 3: Race/Ethnicity	17



Table 4: Income	18
Table 5: Education	18
Part V: Pilot	19
Hearne, TX	20
Background.....	20
TEEX Recommendations	20
Pilot Study Methodology.....	21
Findings	22
PART VI: Facilities Studies	25
Beeville, TX	26
Background.....	26
TEEX Recommendations	26
Findings	28
Brazoria, TX.....	32
Background.....	32
TEEX Recommendations	33
Findings	33
Bastrop, TX.....	38
Background.....	38
TEEX Recommendations	38
Findings	40
Canton, TX	44
Background.....	44
TEEX Recommendations	44
Findings	45
Paris, TX.....	48
Background.....	48
TEEX Recommendations	48
Findings	49
Part VI: Comprehensive Studies.....	51
Jacksboro, TX.....	52
Background.....	52
TEEX Recommendations	53
Findings	54
Vernon, TX	58

Background.....	58
TEEX Recommendations	59
Findings	59
Permian Basin, TX.....	64
Background.....	64
TEEX Recommendations	64
Findings	65
Paris, TX & Lamar Co.....	72
Background.....	72
TEEX Recommendations	72
Findings	74
PART VI: Best Practices	77
Facility Best Practices	78
Maintaining a Positive Political Environment.....	78
Engaging the Community and Marketing the Project	78
Finding a Local Champion	78
Identifying Funding Sources	78
Providing a Range of Projections.....	79
Tying Facilities to Current Economic Conditions	79
Community Economic Development Best Practices	79
Engaging the Community.....	79
Finding a Champion.....	79
Provide Flexible Recommendations and Promote an Adaptable Community	80
Promote Cooperation through Communication	80
Ground and Group Recommendations	80
Promote Public-Private Communication.....	80
Annex:	83
The Bush School of Government & Public Service	83
The Master of Public Service and Administration (MPSA) Program	83
Master of Public Service and Administration (MPSA) Capstones.....	83
Acknowledgments	84
References	85

EXECUTIVE SUMMARY

The Development in Rural Texas report provides an evaluation and assessment of economic development recommendations made by the Texas Engineering Extension Service (TEEX). Due to the nature of its work, TEEX seldom has an opportunity to revisit the communities it has worked with in the past. In 2011, the Bush School of Government and Public Service was contacted with the opportunity to assist in evaluating several of the economic development recommendations and plans put in place by TEEX. The Capstone group evaluated ten TEEX reports that were written from 2006-2009. Their subjects vary between facility development plans to regional economic development strategies.

Providing the context for evaluation was essential before any evaluation could take place. This Capstone report provides a brief background on TEEX, as well as steps the organization takes during its “community process” of identifying cities and organizations with which to work. The literature review section is broken down into two parts, one focusing on rural Texas and the other on economic development. The rural Texas literature review provides several historical definitions of rural, while also highlighting demographics and organizations of importance in Texas. The economic development literature review offers an academic background of the theory and approaches to local economic development in the United States. This section also addresses the need to bridge the gap between the evidence found in academia with the results of past community development efforts in order to provide a practical blueprint going forward.

The methodology section of this report examines the steps taken by the Capstone team to conduct their research. This work included analyzing historical community data, conducting interviews with public officials and other individuals involved with the TEEX reports, and making site visits. A demographic breakdown is also provided for each community, which includes economic, population, race/ethnicity and education information. Following this, the TEEX Hearne Report from 2007 is reviewed, serving as a pilot study and introducing the structure of research undertaken in the remaining reports.

Nine individual case studies are presented, each evaluating the work done by TEEX in communities throughout Texas between 2006 and 2009, asking the central question: What has happened since TEEX delivered its report. The case studies are:

- Beeville – Development Market Study
- Brazoria – County Fairgrounds & Expo Market Study
- Bastrop – Convention and Exhibit Center
- Canton – Economic Impact Study
- Paris – Feasibility Study of Multi-Purpose Arena
- Jacksboro – Economic Development Study
- Vernon – Community & Economic Development Initiative
- Permian Basin – Economic Development Strategy
- Paris and Lamar County – Baseline Study

Following these case studies, this report provides a series of best practices and recommendations going forward. This section is broken down between facility and community reports provided by TEEX. In summary, the Capstone group found that the cities and organizations TEEX works with that have local cooperation, effective leaders, and community involvement have a greater chance of moving forward with any projects or recommendations made. However, given the many variables influencing community and economic development, it is difficult to assert that these variables, by themselves, made the difference. Causation in these cases is hard to establish. In order to improve upon future projects, the organization should work towards tying the local economic and political conditions of the community with the report, particularly in cases dealing with site-specific development. Additionally, it is recommended that TEEX provide information detailing potential limitations to the recommendations given.

The Capstone group would like to sincerely thank all participants who offered their time and knowledge as interviewees for this project.

PART I: INTRODUCTION

INTRODUCTION

RURAL ECONOMIC DEVELOPMENT

RURAL: a. Of an occupation, employment, or work: carried out in or involving the country as opposed to a town or city; pastoral, agricultural. b. gen. Of, relating to, or characteristic of the country as opposed to a town or city; situated or occurring in the country. Opposed to urban.

ECONOMIC DEVELOPMENT: the process whereby simple, low-income national economies are transformed into modern industrial economies. Although the term is sometimes used as a synonym for economic growth, generally it is employed to describe a change in a country's economy involving qualitative as well as quantitative improvements.

What is TEEEX?

The Texas Engineering Extension Service (TEEX) is an organization that “offers a wide range of technical and skills training programs aimed at employed workers and those entering the labor force” (TEEX, 2012). TEEX is located within the Texas A&M University System and is home to the National Emergency Response and Rescue Training Center. Its primary mission is to “[develop] a skilled and trained workforce that enhances public safety, security, and economic growth of the state and the nation through training, technical assistance, and emergency response” (TEEX, 2012). Fostering economic growth was the basis for a series of projects focused on developing rural communities in Texas, under the Knowledge Engineering Program.

TEEX & the Community Process

Although Texas has enjoyed high rates of economic growth over the past decade, this prosperity has not been experienced uniformly across the state. Many rural areas of the Lone Star State have been bypassed even as urban areas have flourished. The Knowledge Engineering Division “provides assistance to communities to encourage growth and prosperity” (TEEX Community Economic Development, 2010). As part of its effort, TEEX staff work with numerous rural communities around the state to create development plans to increase their economic growth. After reviewing the unique circumstances of these communities, TEEX produces a tailored report identifying the strengths and weaknesses of each locale and providing recommendations on future development efforts.

The reports produced by TEEX vary in style, type, and scope. Some are aimed at specific development projects, while others are overarching baseline studies, and some are produced for entire counties, while others are directed at single cities. The reports also differ in their scope. Many of the reports provide clear, measurable recommendations and goals for the communities to follow to move toward economic development and growth. Other reports serve as feasibility or economic impact studies that assess the viability of future projects, given certain assumptions.

There are four avenues through which TEEX obtains clients for its Economic Development program. The first is through recommendations from the Economic Development and Tourism Organization within the office of the Governor. Secondly, past clients recommend TEEX to other communities. Knowledge Engineering has developed reports and marketing materials for local communities to distribute in the hope that they will share their experiences with other communities across the state. The third avenue is through networking opportunities. Members of the division seek out strategic conferences organizational meetings throughout the state for the chance to meet with local leaders to discuss potential partnerships on economic development projects. The final avenue for TEEX to obtain clients is through local communities finding Knowledge Engineering online or by chance.

TEEX does not do any marketing in the form of direct outreach through email or mail. The opportunities to enhance the division’s online presence through social media outlets and its website is a priority, but at this point has not been pursued. Thus far, the organization has relied more on networking and leveraging previous clients in order to grow the Economic Development program.

Once a community has contacted TEEX, representatives from Knowledge Engineering will travel to the local community to begin the process. The organization follows the philosophy of Listen, Learn, and Create (TEEX Knowledge Engineering, 2012). Initial interviews are made to provide an estimate as to what the community wants to pursue and how TEEX can assist them in reaching their goal. The initial site visits are made to allow Knowledge Engineering to understand the businesses and people in the community. By listening and learning from local government, business and community leaders, Knowledge Engineering believes they are able to create “unique solutions” for every community.



Purpose of the Capstone

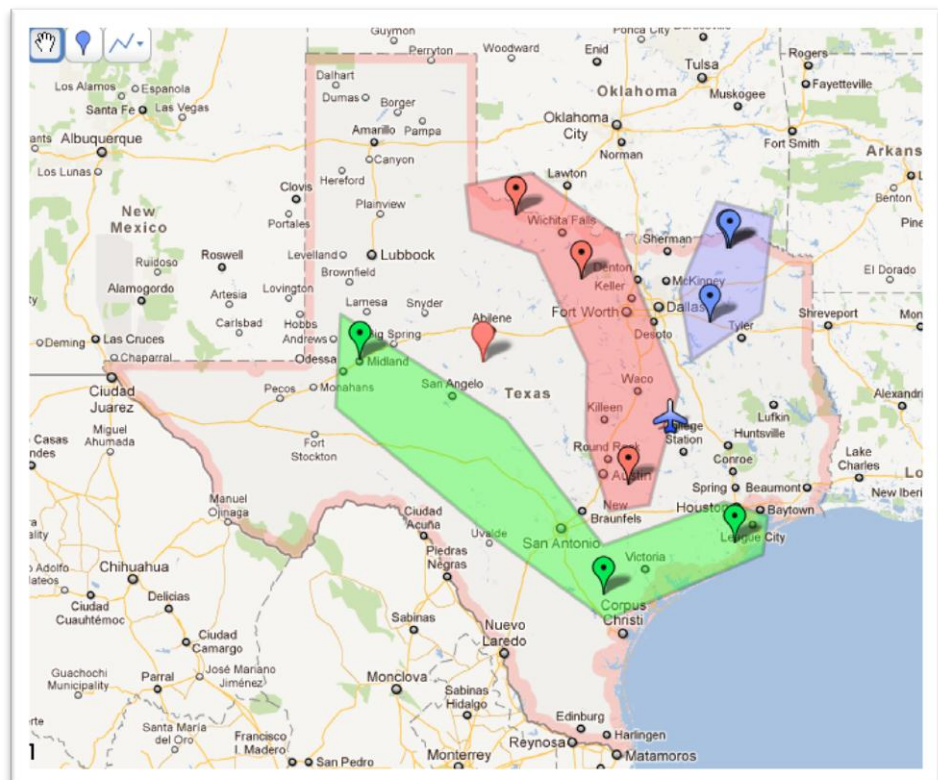
Due to the nature of its work, TEEEX seldom has an opportunity to revisit the communities in which it has worked after the completion of its report. Officials in the Knowledge Engineering Division contacted the Bush School of Government and Public Service in 2010 to propose the creation of a Capstone course that would pursue a seemingly simple question: What has happened in these communities since the TEEEX report was delivered? Of particular interest was the role of the TEEEX report in effecting whatever changes may have occurred. The Bush School, through the Master of Public Service and Administration program, agreed to sponsor such a Capstone course during the 2011-12 academic year.

As one of its responsibilities, this Capstone project reviewed the contents of ten Technology and Economic Development reports completed from 2007 to 2009. Once the evaluations were complete, field surveys and interviews were conducted to compare the recommendations provided with the results on the ground. After the data were compiled, a list of best-practices was provided to TEEEX for its use in future development efforts in rural Texas.

The Capstone report contains the following:
literature reviews on rural
Texas and on community



economic development, a methodology section, a comparison of communities, the Hearne Pilot Study, and the finally, the findings from our research. The literatures on rural Texas and on community economic development are reviewed in an effort to provide thematic context for the study. The methodology section explains the approach taken by the Capstone in designing and executing the research. Subsequently, the communities themselves are compared on important indicators in several data charts. A pilot study that was conducted prior to beginning the field work sets the stage for the individual case studies. These case studies are organized into two subsets: comprehensive community economic development studies and facility-focused feasibility/impact studies. The findings from the research are used in the final section of the report to generate a series of best practices.



MAP 1: SELECTED STUDY SITES

SOURCE: GOOGLE



PART II: LITERATURE REVIEW

Rural Texas

INTRODUCTION

For purposes of grants, programs, classifications, etc., “rural” has a quantifiable definition. This definition varies depending on the organization and between the federal, state, and local governments. Yet, that is not the only divergence in the definition of rural. Rural can also be a lifestyle or state of mind. Finding a uniform definition for both the lifestyle and quantifiable elements is difficult. This literature review will examine the meaning of the word rural - both across the United States as a whole and specifically in Texas. Finally, an overview of rural Texas will be provided, by examining demographics, economy, organizations, and politics.

DEFINING A MEASURABLE “RURAL”

One of the goals of a quantifiable explanation of rural is to categorize a particular area as either rural or urban. There are varying definitions and degrees between the two. At the federal level, there are three main definitions used for rural, provided by the United States Department of Agriculture (USDA), U.S. Census Bureau, and the Office of Management and Budget (OMB).

According to the USDA, “the classification of people and territory as rural poses a number of challenges for researchers, policy makers, and program managers throughout the Federal system and beyond.” The USDA (Economic Research Service, 2007) uses two principal questions in the quest for a definition of rural: “At what population threshold do rural places become urban?” and “where along the urban periphery do suburbs give way to rural territory?” The Census Bureau defines urbanized areas (UA) based on population density. Similarly, the OMB defines rural versus urban using population through metropolitan statistical areas.

Due to the lack of one concrete definition of a rural area, several complications arise. According to Jerry Hagstrom (2011), a political correspondent for The Progressive Farmer, the current plethora of rural definitions makes it difficult for communities to qualify for government programs that are essential to many small rural towns. Furthermore, the eligibility

requirements for different government programs often vary from program to program. This makes it almost impossible for communities to receive the various assistance they need. As Isserman (2005, 465) sums up, “at stake is the misunderstanding of rural conditions, the misdirection of federal programs and funds, and a breakdown of communication that confuses people.” Isserman (2005, 474) also poses that the use of a better rural definition can be used “to determine whether government programs are reaching the rural people and places they are intended to serve.” His solution to this problem is the creation of more concrete rural statistics that he believes current technology would allow, in order to make it possible to study rural areas separate from urban regions (474).

DEFINING “RURAL” AS A LIFESTYLE

There is more to rural areas than just sparsely populated counties miles away from a metropolis and meet some threshold in terms of density. In the words of Isserman (2001, 55) “The world does not separate into urban and rural activities at county boundaries.” Many images come to mind when picturing rural America. Agrarian is a common adjective, but hospitable, hardworking, self-sufficient, traditional, cohesive, and family oriented may come up as well. These descriptors are not captured by population or distance to a metro area, yet are very important to those in rural America. Residents of rural communities also find natural areas, parks, and trails to be important elements to their lifestyles a contrast to the environment often found in dense, urban settings (Ryan 2004).

One difficulty that arises from the rural lifestyle existing beyond any metric is that the lifestyle and the “definition,” as provided by the USDA, OMB, or the Census, differ significantly. In fact, active farming is occurring in areas that are defined as “urban”, with almost two-fifths of the nation’s farmers located in urban areas (Isserman 2001, 46). It is quite possible for many communities throughout Texas and America that are quantifiably urban to see themselves as rural.



A report by the W.K. Kellogg Foundation (2002, 55) used interviews with federal Republican and Democratic legislators to show that legislators “see rural America as an important part of the nation’s landscape... As an incubator of American values, such as self-reliance, stewardship of the land and faith, it represents an important source of American tradition.” As rural America continues to grow and evolve, many communities struggle to hold on to the rural lifestyle even though the USDA, Census, or OMB may no longer define the community as rural. Rural America has enjoyed a privileged position in the American psyche because there is more to it than the simple metrics used by the government agencies to measure rurality.

PROFILE OF RURAL TEXAS

In order to discuss rural Texas, it is important to have a basic understanding of the population and economic demographics that make rural Texas unique. Additionally, it is critical to understand how government agencies and non-profit organizations are working with rural communities throughout the state in areas of economic and community development, as well as the political changes that are impacting the operations of these organizations in rural communities.

DEMOGRAPHICS

In terms of land area, Texas is the second largest state in America, behind Alaska. With a population of 25,145,561, Texas is also the second largest state in terms of population, as measured by the 2010 Census. This number shows a 21% increase in population from the 2000 Census. As data from the 2010 Census is still being processed, demographic information will be used from the 2000 Census and the 2003 report by the Texas Office of Rural Community Affairs (ORCA) on “The State of Rural Texas.”

The total population of Texas in 2000 was 20,851,820. Of that population, 86% lived in urban/metropolitan areas, 7% lived in micropolitan areas, and 7% lived in rural areas. Urban areas are defined as areas with at least one population cluster of more than 50,000, micropolitan areas as having at least one population cluster of 10,000-50,000, and rural areas as anything “other” (ORCA 2003). Between 2000 and 2005, 93% of the rural areas of

Texas decreased in population, a trend that is expected to continue. There is a rising concern that this depopulation trend in rural Texas will prohibit critical infrastructure investments in the future due to a declining tax base (Texas Comptroller 2001).

As of 2000, the population of rural Texas was 51% White, 32.8% Hispanic, and 12.1% Black, with varying ethnic groups making up the remaining 3.7% of the population. However, in 2005, Texas became the fourth state to have a non-white majority (Minority Population 2005). According to the 2010 Census data, between 2000 and 2010, the White population grew only 19.6% versus a 41.8% increase in Hispanic/Latino populations.

Age of Texas residents in 2000 was distributed with the highest population percentage (38.5%) between the ages of 20 and 44, 20.2% between 45 and 64, and 15.8% between 5 and 14 years old. Growing depopulation, as discussed earlier, is characterized by younger individuals and families moving towards urbanized areas in seeking education and employment opportunities. Overall, this trend has left rural Texas with a shrinking, aging populace (ORCA 2003). However, there is research suggesting this transition has made rural areas attractive retirement destinations (Day and Barlett 2000). Thus, while the workforce continues to diminish, there are areas of Texas that can benefit from an increased tax base from retirees moving into rural communities.

RURAL ECONOMY IN TEXAS

The rural economy of Texas has traditionally been dominated by the agriculture, oil, and gas industries (Texas Ahead 2011). Texas is a national leader in agricultural exports, as the state is the third highest agricultural exporter in the nation with a value of over \$6 billion in 2010 (USDA 2011). Texas produces 20 percent of the nation’s beef cattle, putting it as the number one beef cattle state. Additionally, the state processes a fifth of the nation’s oil and one third of the country’s natural gas resources (Netstate 2011).

While these industries still play a key role in the economy, new economic opportunities have become factors in the rural economy. Federal funding has played a significant role in the rural economy, as Texas has received an average of \$9,994 per



resident in federal assistance for agriculture, national defense, and community resources in recent years (USDA 2011). Recreation activities, particularly those located near the state's shorelines, lakes, rivers, and mountains, provide employment opportunities for thousands of Texas residents (Texas Ahead 2011). Telecommunications companies, in the form of telemarketing and data processing, have also created employment opportunities in the state (Texas Ahead 2011). Additionally, Texas has become the second-ranked retirement state behind Florida, with 6.8% of all retirees nationwide deciding to retire in Texas providing another avenue for potential economic growth going forward (Texas Ahead 2011).

Employment opportunities in rural Texas vary throughout the state. Retail trade and education services have the highest percentage of employment by industry in rural Texas. Healthcare and construction are also key industries, as are the agriculture, fishing and hunting industries. Office and administrative support is the most common form of employment in rural Texas, with the least common being aircraft and traffic control operations. The overall trend in rural Texas indicates that the historical occupations in agriculture and energy production are declining, and are being replaced by opportunities in a variety of service industries.

The unemployment rate in rural Texas has been declining from its high of 8.8% in January of 2010 to the current rate of 7.6% (Texas Department of Rural Affairs 2010). This unemployment rate is one percentage point lower in rural areas than in urban areas in Texas. Over the past decade, the poverty rate in rural Texas has increased from 18.7% to 19.5%, nearly five percentage points higher than the current national poverty rate.

Technological advances offer the opportunity for the rural economy to continue to grow. Research in this area, including work done by Johnson (2001, 36), has found that "economic and technological trends are reducing the cost of distance and increasing the value of space." Moreover, technology has decreased the need for companies to maintain a large labor force, making rural communities more attractive as potential manufacturing centers. Additional industries have the potential to grow in

rural areas due to technology, including computer and data services, warehousing, and logistics. Johnson and others have noted that the attractiveness of the rural lifestyle, combined with technological advances, could lead to increased economic opportunities and output in rural areas.

ORGANIZATIONS OF RURAL TEXAS

There are several governmental and non-profit organizations that have been established in Texas to assist rural communities in their economic and community development efforts. These organizations provide a variety of funding opportunities, training initiatives, and lobbying assistance to local leaders throughout rural Texas.

GOVERNMENTAL ORGANIZATIONS

At the federal level rural Texas is served by the USDA Office of Rural Development. Headquartered in Temple, Texas, the USDA maintains a number of regional offices throughout the state (USDA Rural Development 2011). The organization provides assistance and funding, through both loans and grants, for business cooperatives, housing, renewable energy and efficiency programs, property management, and water and environmental efforts

In 1914, the United States Congress passed the Smith-Lever Act in an attempt to assist land grant universities educate and assist in developing rural areas in the country. Following its passage, the Texas legislature created the Texas Agriculture Extension Service, placing it within the Texas A&M University System. Changing its name in 2008 to the Texas AgriLife Extension Service, the organization is now the largest extension service in America with 250 county office and 900 professional educators throughout Texas (May 2011). AgriLife's current mission is to improve "the lives of people, businesses, and communities across Texas and beyond through high-quality, relevant education" (Texas AgriLife Extension Service 2011). The organization has four program areas: Agriculture and Natural Resources, Family and Consumer Sciences, 4-H and Youth Development, and Community Economic Development. Additionally, AgriLife provides certificates in management, leadership, and agricultural methodology with the goal of improving the quality of life in rural communities.



The Office of Rural Affairs, housed within the Texas Department of Agriculture, is the state government's primary resource for rural communities (Texas Department of Agriculture 2011). Before October 2011, the office was a separate department known as the Texas Department of Rural Affairs. However, the 2011 Texas legislature decided to eliminate the department, opting to place it as an office within the Texas Department of Agriculture. The Office of Rural Affairs allocates state and federal grant funding for rural Texas. The office distributes grants in renewable energy, rural health, and emergency services as well as community and economic development efforts. Following the American Recovery and Reinvestment Act of 2009, the organization was responsible for distributing rural recovery and reinvestment funds throughout Texas. Additionally, the Office of Rural Affairs manages the Texas Rural Foundation, a nonprofit organization established to raise additional funding for the development and health of rural Texas. The majority of the funding for the Office of Rural Affairs comes through federal grants, with the remaining coming through the state's general revenue fund. Since 2001, the Office of Rural Affairs has awarded over 4,891 grants totaling more than \$642,309,774.

NON-PROFIT ORGANIZATIONS

The Association of Rural Communities in Texas (ARCIT) is an organization that lobbies the Texas legislature in favor of rural interests (ARCIT 2011). Founded in 2001, the organization has been able to influence public policies affecting rural Texas, focusing on economic development, community development, and environmental issues. The organization maintains a current database of 1,110 rural cities, counties, and economic development corporations that assess each community's economic development and environmental needs.

Texas Rural Communities (TRC) is a non-profit organization that focuses on the environment, education, and economic development issues facing rural Texas. Established as part of the Federal Emergency Relief Act of 1934, TRC offers grants and loans to rural communities who qualify for assistance in the areas of economic development and education (Texas Rural Communities 2011). Grants from \$5,000-\$25,000 are available, and loans are made available at a fixed rate of three

percent. In 2010, TRC awarded five grants totaling \$30,000 to communities in rural Texas.

The Texas Rural Health Association (THRA) was established in 1984 to promote health concerns and issues facing rural Texas. The organization lobbies the state legislature and assists communities in obtaining state and federal assistance for rural health programs and initiatives (Texas Rural Health Association 2011). Additionally, the organization works towards ensuring that rural communities have the facilities and personnel needed to ensure the safety and well-being of their citizens. Although the THRA does not provide direct funding opportunities, the organization does hold annual conferences and provide regional training opportunities that work towards educating public officials on ways to address community health challenges in rural Texas.

The Texas Center for Rural Entrepreneurship (TCRE) promotes the development of entrepreneurship in rural communities. The organization does this by providing the capital management and leadership training needed to all self-selected business leaders that choose to seek assistance (Texas Center for Rural Entrepreneurship 2011). TCRE frequently hosts conferences and boot camps that give entrepreneurs the technical training and resources they need to succeed.

Another organization that contributes to greater rural development in Texas is the Texas Economic Development Council (TEDC), a non-profit organization that promotes economic development efforts throughout the state. Founded in 1961, the TEDC offers workshops and conferences that educate county judges, city managers, economic developers, and other local officials on how they can grow their local economies (Texas Economic Development Council 2011). The goal of these workshops and conferences is to promote local economic growth in the state by providing applicable tools and knowledge to public officials in rural Texas.

RURAL TEXAS IN POLITICS

Rural Texas has not been immune to the budget deficit issues that consumed the Texas Legislative session in 2011. During the State of the State speech on February 8th, 2011, Governor Rick Perry



called for the merger of the Department of Rural Affairs with the Texas Department of Agriculture (Aaronson 2011). Facing a potential \$27 billion budget shortfall, Governor Perry proposed the merger in order to save \$20-\$30 million in the state's budget (Rangel 2011). Formally brought up by state Senator Robert Duncan from Lubbock, Texas, the proposal passed through the legislator on October 1, 2011, officially renaming the Department of Rural Affairs as the Office of Rural affairs within the Texas Department of Agriculture (Texas Department of Agriculture 2011). The merger resulted in the termination of half of the Department of Rural Affairs' personnel; however, there currently is insufficient data to determine if this merger and personnel loss

has led to a decrease in the quality of services being provided in the state (Aaronson 2011).

CONCLUSION

Moving forward, there is a lot of change coming to rural Texas. As rural areas try to adapt to an aging and declining population as well as cope with greater budget constraints and shrinking tax base, it may be increasingly difficult for these communities to support themselves. Though there are many organizations devoted to providing resources such as health, education, and agricultural support to rural communities, it is hard to determine how effective they are. Additionally, there is the challenge of varying definitions of rural, which can confuse, aid, or hinder communities in accessing these resources.



Economic Development

INTRODUCTION

Rural communities are consistently the economic ground trodden upon by their larger neighbors. In many cases, these neighbors offer better infrastructure, greater access to higher education and health facilities, greater access to capital and talent pools, and a larger marketplace. Each of these issues is pressing but also conquerable. This literature review will encompass some of the various ideas rural communities can use to increase their competitiveness. These ideas include a growing trend toward regionalism, a new relevance on growing local business through entrepreneurship, and focusing on local amenities and assets readily available in order to diversify the local economic structure.

Rural communities have rarely relied on a diverse economic structure. This is a problem and is exacerbated by access to natural resources. In most cases, competitiveness was supported by a heavy reliance on land and low labor prices without a strategic plan for economic growth or development. As long as those resources were abundant, there was no problem. However, in the second half of the 20th century, with the advancement of technology, many jobs that were previously performed by humans started being performed by industrial equipment. This deterioration of the competitive position of traditional rural industries is what Weiler (2007, 32) called "lower input cost for commodity production." Furthermore, Weiler (2007) also argues that the rapid change in the world marketplace has increased the challenges faced by rural communities. This resulted in the loss of jobs and migration into suburban areas and made rural communities realize the importance of planning and implementing economic development policy.

Economic development has become a priority for rural communities. These communities traditionally depended on agriculture, forestry, fisheries, mining, or some other resource-based source of employment and were largely self-sufficient (Albrecht 2004). Now, things are different and rural communities have shifted their focus to adapt to current economic and industry trends. According to Crowe (2008), there are certain characteristics that have a major impact in rural economic development. She mentions social infrastructure, human capital,

information communication technologies, natural endowments, organizational structure of communities, and physical infrastructure. Furthermore, Crowe (2008) suggests that because the macroeconomic picture has been stagnant, rural communities need to focus on a community-based development.

At the community level, economic development involves direct or indirect actions that result in the creation of local jobs and a rise in the real income of residents (Crowe 2008). It is important to mention that, along with the creation of jobs, there must be an increase in real income of residents to satisfy the criteria of economic development. Therefore, economic development is no longer simply job creation but wealth creation, creating a paradigm shift from a quantity approach to a quality approach. Albrecht (2008), who discusses the effect of globalization in the nonmetropolitan United States and the growth of the service industry in rural communities as an economic development tool, illustrates this important concept. Albrecht (2004) asserts that from 1980 to 2000, communities with extensive natural amenity resources, such as parks and open spaces, had a much greater increase in service employment. The increased service sector employment in amenity rich counties resulted in more extensive population growth. These service sector jobs are more likely to be attracted to areas with greater amenity resources while areas with more extensive traditional resources will likely attract fewer of those jobs. Furthermore, the author notes the different implications that come from different industries particularly influenced by wage structure, education requirements, and work schedule. In the case of the service sector Albrecht (2004) notes that, in some cases, even though there was an increase in the number of jobs, there was a decrease in real income, most likely explained by the low wages and, often, seasonal jobs in the service sector.

ROLE OF LOCAL DEVELOPMENT AGENCIES

Green, et al. (2002) attempted to answer the true impact of economic development organizations, particularly in rural America. By conducting survey research in cities and towns, they determined whether development organizations, i.e., bodies that



exist independently from the local government for the express purpose of economic development, perform as they are meant to. One thing that the authors discovered through their survey work is that over 71% of nonmetropolitan municipalities participated in either a local or regional development organization. Moreover, Green, et al. (2002) found that most development agencies have at least one full time staff member, and usually have some support staff working for the agency. Finally, most local governments said that the purpose of the agency was to liaise between the private and public sectors, while the second most common purpose was that the agency is the primary resource for development.

The primary focus of Green, et al.'s (2002) research was to compare the performance of local development organizations to that of their government counterparts. The first area examined was the development activities of each entity. In both recruitment and retention/expansion of businesses, development organizations had greater participation and success in these areas. Development organization also developed better contacts in the community that contribute to economic growth, such as education and lending (407). However, it is possible that with the development of these agencies, cities and counties conduct less development activities to not interfere. However, the authors examined this possibility and determined that there was not a discernible difference between local governments without development agencies and governments with separate development agencies (412). Greene et al. (2002, 413) surmise that these results stem from the expertise that the development agencies provide, i.e., development agencies have staff that are specifically dedicated to economic development, whereas local governments are not usually able to provide the same level of expertise.

Another way that local development organizations can be deemed a success is through its regional participation. In a case study of the Philadelphia metropolitan area, Hanson (2009) examined the effect of creating a regional development agency. Her study identified some of the unique circumstances regarding the region, including the fact that the metropolitan area extends into multiple counties and states. The idiosyncrasies of the region resulted in a number of development agencies

competing against each other to lure business that would benefit the entire region, creating inefficiency. To combat this problem, the Greater Philadelphia Chamber of Commerce created a council of local CEOs and an organization named Select Greater Pennsylvania to focus on regional development and to prevent the various cities, counties, and states from competing against each other. These regional ventures were largely considered successes and the article suggests that Philadelphia is now better positioned for future economic development due to its focus on the regional rather than local level.

Another question that might be addressed in the role of an economic development agency is whether there is a moral imperative beyond the development of the community. Wilson (1995) suggests that this may be the case. She argues that traditional economic development agencies, focusing on land use and business development, focus on improvements for a more affluent and wealthy local population rather than helping the poor and others who would benefit the most from economic development. The author suggests that focusing on small business development, especially women and minority-owned businesses, is a better alternative to the traditional economic development organization structure. This is due to the higher likelihood of these small businesses creating jobs than probability of a rural community landing a multinational corporation. Blakely and Leigh (2010, 266) quotes Andrew Cuomo as saying, "Increased business investment can transform many inner cities from places left behind by the new economy into places leading the way to economic success—bringing shoppers, billions of dollars in consumer spending, and new jobs to urban America."

Involving women in entrepreneurship can also contribute to the greater empowerment of women. Blakely and Leigh (2010, 278) cite the WomenVenture program as a successful effort in providing the necessary tools for economic empowerment to low income women. The WomenVenture program and organization offers a number of classes that are focused towards providing the necessary skills to succeed in small business. These classes, as well as other programs offered by the non-profit, work towards empowering men and women of diverse backgrounds professionally and socially (WomenVenture, 2011; Blakely and Leigh, 2010, 278). Overall, Wilson



(1995) suggests that development should pay more attention to social movements. The author argues that this will create more sustainable and useful development. Furthermore, this type of development, which pays attention to perceived moral imperatives, will be more likely to help those in poverty. And who should lead this development? According to Wilson (1995) local agencies are best positioned to do so, since they are the most sensitive to the needs of their community.

DEVELOPMENT STRATEGIES

Jessica Crowe (2008) claims that, in the past, researchers made a clear distinction between the strategies of industrial recruitment and self-development. In most instances, these two strategies are set at odds with each other. The author believes that these two strategies can be implemented together, as long as the gap between the two strategies is successfully bridged. According to Crowe (2008, 52), "Industrial recruitment involves efforts to attract outside firms and industries to locate to the area". This can be done through a number of ways: tax incentives, low-interest loans, cheap land, and development opportunities. The major attraction of this strategy is that it brings a large number of jobs to a community quickly. However, this is often criticized for its fostering of low-wage jobs and short-term success. On the other hand, self-development focuses on established business in the community. It encourages local businesses and other entrepreneurial activities, along with relying on local resources, to aid in development from within the community. This strategy, according to the author, is viewed positively due to its propensity to foster growth from within. However, the reward for this tactic is much smaller than that of the industrial recruitment strategy (Crowe 2008).

The most prevalent model for encouraging economic development in a rural area is industrial recruitment (Drabenstott 2004,). Many rural areas attempt to recruit or retain an industrial base through tax breaks and other means. However, these attempts must be questioned in terms of effectiveness. Drabenstott (2004) uses Galesburg, Illinois to illustrate his point. Galesburg lost Maytag in 2003 only a few years after providing financial incentives to keep the appliance company. This move proved to be costly for the city because Maytag left despite the "sizable" financial incentives provided by the city

The Maytag example illustrates an important point: instead of focusing on attracting a single economic producer, rural communities should look to "join forces if they want to close the gap with the rest of the nation" (Kolzow 2008, 1).

REGIONALISM

"Probably no single strategy has become more important to rural regions than thinking and acting regionally" (Drabenstott 2004, 6). In the current economic environment, rural communities must determine how they can work together to attract economic development. In previous environments, a single town could pursue economic development on its own by citing the advantages of a business locating in their community instead of a neighboring community. This is no longer the case. While a business may decide to locate in Town A, the decision could be based on the closeness of resources in Town B coupled with the experienced workforce in Town C.

Blakely and Leigh (2010) cite Thomas Friedman in their discussion on this type of partnership. Described in terms of globalization, but also relevant on a microeconomic level, Friedman explained that development "called for an orientation away from traditional business development and recruitment toward ensuring all participants in a local economy have adequate preparation to make maximum contributions. Recovering from the global recession and creating a new path for prosperity clearly means a shift from "business as usual" (Blakely & Leigh 2010, 3). Communities should no longer believe they are isolated from global economic events. The tsunami that struck Japan in March 2011 slowed US auto production because the supply of key parts was interrupted. This one event, a tsunami in Japan, had an economic impact in rural American communities where automobile production plants are usually located. This assessment also promotes the idea of regionalism advanced by Drabenstott and Sheaf (2002): "Rural policy should encourage more regional partnering among rural firms, communities, and governments." Tsunamis cannot be prevented, but communities can work together to ensure less trivial situations do not disturb economic growth.

Crowe (2007) also makes different distinctions between the various types of social networks that can be built and used to accomplish the development goals. According to the author, there



are four types of social structural networks: complete, factional, coalitional, and bridging. Factional is the worst, where individual factions form, based upon different interests in development. The next level is coalitional, which is similar to factional. The primary difference is that the different factions coordinate with each other to accomplish the development goals. After coalitional is the bridging structure, where the coalition has grown more interconnected in its scope. Under this structure, organizations can spread and share information and resources. Finally, there is the complete social network structure. The complete network is a massive web of relationships between different actors in a community and the various resources available for development, as shown in Figure 1. The goal, according to the Crowe (2007), is to move from a coalition structure to a complete network to maximize available resources.

Raitano (2010, 9) describes regionalism in rural economic development as “the development of regional economic clusters”. The author stipulates that these clusters should be self-forming and not imposed on any community. These clusters should be designed to take the advantages of Town A and combine them with the advantages of Town B and Town C. Raitano (2010, 10) explains that “if a region of communities works together to identify cluster opportunities, more communities could benefit from that strategy”. For these communities to work together, “rural leaders need to understand their competitive position, what their key economic assets and liabilities are, and where markets critical to their region are headed” (Kolzow 2008, 3). In short, for regionalism to work in maximizing the probability of success of productive partnerships, these collaborations must be designed to take into account regional assets to make “the regional whole greater than the sum of its parts” (Weiler 2007, 34).

ENTREPRENEURSHIP

Another key to rural economic development is leveraging entrepreneurship. Atkinson and Correa (2007) place entrepreneurs in the “new economy” category. They identify the new economy as “a set of qualitative and quantitative changes that in the last 15 years have transformed the structure, functioning and rules of the economy” (Atkinson and Correa 2007, 3). The creation and adoption of the internet and technology has changed the way the economy works. Businesses can connect with

markets around the world without having a physical presence. Often, these businesses are successful with just a few employees. The ability to leverage strengths and outsource weaknesses (someone else’s strength) is a desired competitive advantage.

A number of factors drive this “new economy”: dependence on knowledge, globalization, entrepreneurship, information technology, and innovation (Atkinson and Correa 2007, 3-4). Each attribute is extremely important for the development of entrepreneurs. Globalization, and the attraction to inexpensive, overseas labor forces for larger firms, puts even more emphasis on attracting entrepreneurs at the local level. “Entrepreneurial activity is more important to state economic well-being than it was even a decade ago. Although only one in twenty entrepreneurial firms is high-growth in terms of adding jobs, firms that survive the first few years create jobs and also often innovative goods, services, and processes” (Atkinson and Correa 2007, 36). Drabenstott (2004, 7) also argues “the future lies in growing more entrepreneurs – particularly those who can start high-growth businesses that create jobs and wealth. Such businesses will be the real key to growing new economic engines.” These entrepreneurs create jobs within a community, utilizing the community’s available resources.

Small, local business can offer more “bang-for-the-buck” in terms of job creation and wealth creation. In a sense, this is the Wal-Mart approach to economic growth. Wal-Mart is successful because it captures a small margin on many different products instead of trying to capture a large margin on a single product. Rather than trying to lure large corporations with many jobs into an area, why not try to gather many small businesses that may only offer a couple of jobs each? Collectively, these businesses will spur each other and drive the entire economy. Additionally, this approach allows a rural community to absorb a company leaving more readily than Galesburg did with Maytag.

Blakely and Leigh identified six attributes that communities can utilize to “foster an entrepreneurship local economic development strategy” (2010, 270):

1. Develop diverse sources of capital
2. Create an enabling community culture



3. Foster networking
4. Provide supportive infrastructure
5. Make government entrepreneur friendly
6. Foster entrepreneurship education

Often, the entrepreneurs attracted to rural communities are small businesses. Raitano (2010, 9) points out that “successful rural communities continue to give rise to entrepreneurs who in turn drive their economies.” Additionally, “promotion of small businesses assists all economic strategies, but because small businesses are a larger segment of most rural economies, the promotion of small businesses has a proportionally greater impact on rural areas” (Raitano 2010, 9).

RURAL-METROPOLITAN COOPERATION

After examining the rich and complex interactions between metropolitan and rural America, Dabson (2007, 15) argues that it is possible to see the basis for a new social contract that “recognizes the unique assets and contributions that rural America makes to metropolitan America, which in turn provides the markets, resources, jobs, and services necessary for rural sustainability and competitiveness.” He cites the following rural contributions to metropolitan prosperity: food, energy, workforce, stewardship, waste management, congestion relief, and experiences such as wide-open spaces, pristine rivers, and wildlife. Conversely, he mentioned markets, jobs, specialized services, and resources as metropolitan contributions to rural prosperity. He argues that a “natural assets” contract would recognize both the distinctiveness and the interconnectedness of metropolitan and rural America (Dabson, 2007).

CITIZEN ENGAGEMENT

Koven and Lyons (2011) examine the challenge faced by economically developing communities during times of recession. The authors discuss the different measures that can be taken to address those challenges: engage in economic development strategic planning, find partners and build networks, invest in entrepreneurship, and engage in bootstrapping. The first measure the authors recommend is to “engage in economic development strategic planning” (Koven and Lyons 2011, 26). When times of economic upheaval occur, the authors believe communities abandon their economic development efforts and see them as a luxury they can no longer afford. Koven and Lyons

(2011) feel that this is the time when economic development is needed the most. This situation leads to an ironic instance where what is needed is being discontinued. The major point of this recommendation is that communities should make the decision to move toward economic development and commit to it despite changes to the economic environment.

Secondly, Koven and Lyons (2011, 26) recommend communities “find partners and build networks”. The authors state that the world has become increasingly globalized, making the prospect of economic development appear daunting to local communities. This overwhelming sense can be countered by building relationships with those in the surrounding community. According to the authors, “Each community is part of a regional economy. Each regional economy is a component of the national economy, which in turn, is a player in the global economy” (Koven and Lyons 2011, 26). The authors posit that communities that share boundaries can build social capital and form “coopetition,” or cooperative competition.

The third measure is to “invest in entrepreneurship” (Koven and Lyons 2011, 26). Much like Drabenstott (2004), Koven and Lyons (2011) believe the driving force of the economy is the entrepreneur, which they view as a low-cost, sustainable strategy to fostering economic development. “They create the new companies...that become the corporations of tomorrow. They create wealth by building business assets...a community’s entrepreneurs collectively create community wealth” (Koven and Lyons 2011, 26). Another recommendation that builds on this one is to “engage in bootstrapping”. Bootstrapping “involves a variety of techniques for attracting and utilizing other people’s resources to help entrepreneurs accomplish their goals”(26). In other words, communities need to attract investors who will provide the resources, but will allow the local entrepreneurs manage those resources to achieve local development goals.

CHALLENGES TO LOCAL ECONOMIC DEVELOPMENT

Falcone, et.al. (1996) mention that rural settings are more likely to have a traditional hierarchy, a formal manager as a top administrator, and make more use of auxiliary staff like part-time employees and volunteers, suggesting a larger degree of



centralization. While virtually every citizen wants to improve his or her economic well-being, there is hardly ever a consensus on how to do it. This is especially challenging in rural communities, since their budgets are usually smaller than those of their urban counterparts.

Economic development policies in rural communities are typically oriented towards stimulating employment growth (Renkow 2003). These communities often see their function as one of maintaining and creating jobs, recruiting new businesses, and retaining existing ones (Falcone 2006; Renkow 2003). While new jobs may still benefit the community via spillovers, employment growth policy will not be optimal unless local citizens are being employed (Renkow 2003). Along these lines, communities should focus their public finance on making their community inviting to new businesses and growth (Falcone 2006; Aldrich 1997). This includes low taxation, easy access to financing, and growth promoting infrastructure (Aldrich 1997).

Another major factor affecting growth is human capital. Rural areas often have an older and less educated workforce. Having a strong workforce is essential to attracting business and retaining existing ones. According to Schultz (1961), direct expenditure on education, health, and internal migration is crucial to the development of human capital. Bell (1997, 59) mentions that “employees must have the capacity and opportunity to learn new job skills as business and industry human resource needs change to utilize new technologies.” Furthermore, rural communities in the 21st century must be “wired” if they are to compete in the globalized economy. Technology, specifically the internet, not only helps businesses but also those individuals who work from home (Bell 1997). Thus, to fulfill the needs of the new economy and social lifestyle, technology has become a vital amenity in the lives of American people.

With regards to health care, Bell (1997) mentions that some aging residents may be forced to move out of their communities to satisfy their health care needs. Thus, rural communities, must balance retaining health care professionals to treat those who need it, and making their community more

attractive to those considering moving in, especially retirees. For communities facing difficult budgets, he recommends considering managing health care from a multi-community perspective to achieve greater efficiency and economies of scale.

Rural communities are facing an uncertain economic future with “the rapid out-migration of the educated youth” (Weiler 2008, 32). This is referred to as “brain-drain” (Shield and Snyder 2007). Several studies have concluded that the lack of opportunity in the non-metropolitan counties is causing an out flux of college-educated workers into metropolitan areas in search of better opportunities for employment, as well as, recreational and cultural activities (Brown 2002; Johnson 2003). Human capital is fundamental for the viability of rural America and is an area where rural communities face stiff competition from urban centers. Shields and Snyder (2007) propose investment in traineeships custom made to match local industry needs as opposed the focus on traditional 4-year degrees. They argue that, because the competition for college graduates with urban areas is stiff and is one area that rural areas are likely to lose, rural communities should not pursue young, college-educated workers. Instead, they should implement a policy that emphasizes enhancing the skills and capabilities of those innovative workers, as they would be less likely to move (Shields and Snyder 2007).

CONCLUSION

The evidence and research involved with community economic development is extensive but still incomplete. Local communities have sought strategies for economic development for years, but a comprehensive, detailed method for economic development is still lacking. While there are plenty of pieces of literature to help rural communities in their efforts, there are still gaps in academic research. Clearly more research is necessary. The emphasis of this research should shift from the theoretical principles found in many academic papers to the practical evidence found in economic development. Bridging the gap between the evidence found in academia with the results of past attempts at community development will help provide a more practical blueprint for communities undertaking their economic development efforts.



PART III: METHODOLOGY

The Capstone's charge was to answer this research question: What has happened in selected rural communities since the TEEEX report was delivered? More specifically, what was the impact of the TEEEX report in each of these places? With these questions in mind, the Capstone group was responsible for identifying which research method would best help answer these questions. Given the holistic context of our research, it was decided that the case study method would yield the most information to help us answer the questions at hand. According to Yin (2011, 18), a case study is "an empirical inquiry that investigates a contemporary phenomenon in depth and within its real-life context, especially when the boundaries between the phenomenon and context are not clearly evident." The inherent nature of the study suggested that a case study was the best approach to answering our questions. As Yin (2011, 4) adds, "The case study method allows investigators to retain the holistic and meaningful characteristics of real-life events." This method has an advantage when a "how" or "why" question is being asked about a contemporary set of events over which the investigator has little or no control (Yin 2011, 13).

The research started with a thorough review of the literature on rural Texas and rural economic development, as suggested by Yin (2011, 3). As Capstone students began their background research on each of the communities and the related TEEEX projects, the Institutional Review Board (IRB) at Texas A&M University reviewed the Capstone research proposal. In January 2012, the IRB authorized the implementation of the project. Subsequently, the Capstone group identified and contacted current community leaders and others involved in economic development at the time when the projects were developed. An important part of identifying possible subjects was the use of "snowballing," which is the process of recruiting subjects who have been referred by others already participating in the study. In compliance with IRB guidelines for research involving human subjects, the participants were informed of their rights and functions as participants in the study. They were also assured that their participation was voluntary and that their current and future relations with Texas

A&M University would not be affected by their decision to participate or not.

TEEX provided the Capstone research team with 10 different reports they had produced between 2006 and 2009. These reports were a representative sample of the economic development work undertaken by TEEEX in rural Texas. Prior to beginning field work, Capstone researchers acquainted themselves with the TEEEX reports and the communities to the extent possible with the use of several sources including city reports, newspaper articles, U.S. Census, and Sites on Texas, among others. The Capstone group was divided into three subsets; each of the subsets was responsible for three TEEEX reports. After securing agreements to participate, researchers set up specific appointment times with the persons to be interviewed. It is worth noting that most potential participants were enthusiastic about the opportunity to be interviewed about the TEEEX report and their community. Interviewees, most of whom were elected or appointed local government officials and other community leaders, were guaranteed confidentiality. In most cases, these interviews were conducted in person, at the site. In nearly every case, two Capstone researchers were present for these interviews. In some instances, the interviews took place over the telephone. In all cases, researchers took written notes. The researchers sought to understand why TEEEX was contacted, what the situation was in the communities at the time of contact with TEEEX, who the key actors were, and most importantly, what has happened since the delivery of the TEEEX reports, and why.

Field work was conducted in one pilot community, and subsequently in seven of the nine locations. One location, Paris, Texas, was the focus of two separate TEEEX reports. Canton, Texas, was the only community in which a site visit was not conducted. The uniqueness of each report made it difficult to identify a list of best practices that applied to all cases. Thus, the Capstone divided the projects into two categories: communities and facilities. Communities are those TEEEX projects focusing on community wide economic development. Facilities reports, on the other hand, focused on the feasibility and economic impact associated with the



construction of a facility. While a wide range of factors affects the outcome in each of the cases, several commonalities arose. These commonalities are discussed later in the report.

A common set of interview questions was used by the researchers. These questions are listed below:

- Did the community implement the plan (or project) established in the TEEEX report?
- If the response was “yes” then the next question was: “What has happened since the plan (or project) was implemented?”
- If the response is “no” then the next question was an open-ended “Why wasn’t the plan (or project) implemented?”

Related, subsidiary questions followed these initial questions.

- How familiar are you with the TEEEX report?
- What did you think of the TEEEX report when it was developed?

- In your estimation, how aware were community members of the TEEEX report?
- In your estimation, how much community support existed for the TEEEX report?

If the answer to the primary research question was “yes,” then these additional questions were asked:

- Why do you think the plan (project), as implemented, has worked (or not worked)?
- What factors led to the plan’s (or project’s) success (or failure)?
- What might be done to make plans (or projects) like this more successful in the future?

If the TEEEX report included a series of specific recommendations, researchers tried to determine the current status of these recommendations. Finally, because each of these projects was unique, additional questions were derived from this common set of questions as the need arose.



PART IV: GENERAL INFORMATION

SOURCE: SITES ON TEXAS 2012

Table 1: Work Demographics

City	Total Population In Labor Force	Unemployment	Labor Force %	Median Travel Time to Work (in minutes)
Canton	1,575	8.50%	56.90%	20
Jacksboro	1,865	6.90%	53.90%	12
Hearne	2,091	8.90%	59.10%	25
Bastrop	3,214	4.10%	66.70%	25
Vernon	4,640	4.50%	59.40%	10
Beeville	5,133	9.70%	51.30%	13
Paris	11,127	6.60%	56.80%	13
Lamar County	23,692	6.90%	60.20%	16
Brazoria County	158,406	6.80%	64.90%	24
Permian Basin	200,743	5.90%	62.10%	15

Table 2: Population

City	Population	Population Change (00-10)	Median Household Income	Change in Median Household income (00-10)	Land area (sq mi)	Population Density(sq mi)
Canton	3,526	5%	\$47,361	42.90%	5.6	629.64
Jacksboro	4,153	-3%	\$43,695	40.20%	6.8	610.74
Hearne	4,387	-7%	\$27,729	10.73%	4.1	1070.00
Bastrop	6,290	15%	\$58,669	40%	7.3	861.64
Vernon	10,736	-5%	\$38,531	36.20%	8.1	1325.43
Beeville	13,007	-1%	\$29,864	14.76%	6.1	2132.30
Paris	24,428	-2%	\$30,327	10.95%	44.4	550.18
Lamar County	49,793	3%	\$38,283	20.9%	932	53.43
Brazoria County	313,166	30%	\$66,012	35.50%	1,597	196.10
Permian Basin	417,679	11%	\$48,165	46.20%	23,484	17.79

Table 3: Race/Ethnicity

City	White	Black	Other	Hispanic Ethnicity	Not Hispanic or Latino
Canton	89.8%	3.5%	6.7%	7.8%	92.2%
Jacksboro	86.4%	3.7%	9.9%	17.8%	82.2%
Hearne	43.8%	38.4%	17.8%	31.8%	68.2%
Bastrop	77.8%	10.8%	11.4%	22.1%	77.9%
Vernon	75.7%	9.2%	15.1%	28.3%	71.7%
Beeville	79.0%	2.7%	18.3%	71.7%	28.3%
Paris	67.8%	23.2%	9.0%	8.1%	91.9%
Lamar County	79.3%	13.5%	7.2%	6.5%	93.5%
Brazoria County	70.1%	12.1%	17.8%	27.7%	72.3%
Permian Basin	77.0%	5.0%	18.0%	46.6%	53.4%



Table 4: Income

City	Total Population In Labor Force	Unemployment	Labor Force %	Median Travel Time to Work (in minutes)	Age 25+ Population
Canton	1,575	8.50%	56.90%	20	2,376
Jacksboro	1,865	6.90%	53.90%	12	2,509
Hearne	2,091	8.90%	59.10%	25	2,958
Bastrop	3,214	4.10%	66.70%	25	4,141
Vernon	4,640	4.50%	59.40%	10	6,339
Beeville	5,133	9.70%	51.30%	13	8,184
Paris	11,127	6.60%	56.80%	13	16,637
Lamar County	23,692	6.90%	60.20%	16	33,232
Brazoria County	158,406	6.80%	64.90%	24	205,395
Permian Basin	200,743	5.90%	62.10%	15	265,533

Table 5: Education

City	Age 25+ Population	High School Graduate	Some College, No Degree	Associates Degree	Bachelor's Degree	Graduate Degree
Canton	2,376	34.80%	20.80%	9.30%	9.90%	4.80%
Jacksboro	2,509	40.60%	23.70%	4.20%	8.90%	1.80%
Hearne	2,958	39.60%	19.80%	4.40%	8.10%	2%
Bastrop	4,141	31.20%	31.90%	5.60%	12.80%	7.60%
Vernon	6,339	31.70%	17.70%	5.10%	9.70%	5.90%
Beeville	8,184	30.60%	18.20%	5.90%	4.90%	2.10%
Paris	16,637	32.80%	22.90%	7.80%	10.50%	6.60%
Lamar County	33,232	34.50%	20.90%	10.00%	12.40%	5.60%
Brazoria County	205,395	25.10%	24.60%	7.80%	18%	9.40%
Permian Basin	265,533	29.90%	22.60%	6.00%	11.30%	4.40%



PART V: PILOT



HEARNE, TX

A PILOT STUDY

In 2007, the City of Hearne contacted TEEX to conduct a preliminary study on ways to expand the Hearne Municipal Airport. Their recommendations consisted of a list of short, medium, and long-term goals, which included remodeling the pilot's lounge, expanding hanger space, and installing a GPS and new fuel tanks. The City of Hearne administration is using the report as a pseudo checklist to institute the items it sees as practical, and some progress has been made.



HEARNE, TX

A PILOT STUDY



MAP 2: HEARNE, TX

Background

The city of Hearne is located in Robertson County in central Texas, approximately thirty miles outside of College Station. Hearne is governed by a city council of six, which includes the mayor, mayor pro tem, and four city council members. It also has the services of a city manager. According to the 2000 Census estimates, Hearne's population is approximately 4,357. This is a decline of 12% since the 1990 Census and a decline of 6% since the 2000 Census (American Towns, 2011). Its land area is 4.1 square miles. Hearne benefits from its location at the crossroads of two major Union Pacific Railroad lines and several major highways, which makes shipping and receiving in all directions easier.

Hearne's largest single sector employer is the local government, which employs 28% of the available workforce. Another large chunk of the Hearne workforce is employed by the manufacturing, trade/transportation, and natural resource mining industries. The final sector that encompasses more

than 10% of the population is the education and health services sector. Hearne also supports strong agricultural interests, which produces cotton, cattle, corn, milo, and alfalfa hay (City of Hearne, 2005).

Hearne possesses two economic development boards, the Hearne Economic Development Corporation and the Infrastructure Improvement Corporation, which receive funding from the 4A & 4B Sales Tax Board. The economic development boards' primary duties are to "encourage new businesses to come to Hearne, to lure existing businesses to Hearne, to keep existing businesses open and economically viable, and to create an environment that attracts businesses to and keep businesses in Hearne" (City of Hearne, 2006).

In March 2006, the City of Hearne's Economic Development staff met with the TEEX Economic Development program staff to discuss options for technical assistance for the community. In particular, city officials requested specific instruction for improving the Hearne Municipal Airport. In February 2007, TEEX delivered the "Hearne Municipal Airport Preliminary Market Study and Plan for the City of Hearne." In this report, TEEX made twenty-one recommendations consisting of short, medium, and long-term goals.

TEEX Recommendations

TEEX's short term goals were intended to make the Hearne airport attractive to the "cross country traveler or pleasure pilot market" (TEEX Hearne 2007, 4). Part of this reasoning stemmed from Hearne's proximity to the Bryan-College Station metropolitan area. To accomplish this goal, TEEX recommended:

1. Events that attract pilots
2. On site food availability
3. Discounts on gas, food, etc.
4. Ground transportation into Hearne



5. Heavy marketing/awareness to the cross country traveler or pleasure pilot
6. Full time staff

Following these goals, TEEEX recommended that Hearne begin focusing on increasing the number of aircraft that will be based at the airport and attracting corporations doing business in the area to use the airport. To accomplish this goal, TEEEX recommended:

1. Hangars
2. Security fencing with a keypad security gate
3. Expanded on-Airport convenience/comfort facilities (pilot's lounge and possibly an on-site restaurant)
4. Hearne Holiday Inn Express available to offer overnight lodging to visitors
5. Excellent restaurant choices in Hearne to offer visitors fine dining experiences to compete with Bryan College Station restaurants to encourage overnight stays in Hearne
6. Business incentives for businesses that wish to locate at the Hearne Municipal Airport

In the long term, as Hearne sought to transform the Hearne Municipal Airport to an industrial airport, TEEEX recommended:

1. A terminal building
2. Runway enhancements
3. Expanded restaurant and lounge facilities on-Airport
4. Significant lodging and restaurant choices in Hearne
5. Significant ground transportation and parking
6. Significantly expanded hangar capacity
7. Professional maintenance service options
8. Avionics business establishment
9. Other on-Airport businesses

In addition to these recommendations, TEEEX concluded that the City of Hearne would be further served by "establishing a Master Plan for the Hearne Municipal Airport that includes an Airport

Development Plan with companion Strategic Marketing and Financial Plans" (TEEX 2007, 5). This plan would allow Hearne to realize the costs of implementing the recommendations and give the city a path to follow toward completion.

TEEX also made note of the fact that their research indicated the majority of airport revenues come from fuel sales and hanger rents. Thus, TEEEX suggested that Hearne develop the airport to at least the level of the medium term goals and remember that the long term goals could change depending upon the future needs of the airport and the City of Hearne. TEEEX also warned that TXDOT Aviation grant programs, while a nice source of revenue for projects such as this, can be quite time consuming.

Pilot Study Methodology

Hearne offered the Capstone a geographically convenient location as a pilot case. It acquainted the researchers with the logistics of fieldwork and provided them an opportunity to develop their interviewing skills. The Capstone team made a brief preliminary site visit to Hearne in November 2011 but because this visit occurred prior to IRB approval of the research project, no official fieldwork was undertaken. The purpose of this preliminary site visit was simply to familiarize the Capstone team with the Hearne area in general, and the airport in particular. The rationale was that a preliminary site visit would facilitate the shift into the data gathering phase, once IRB approval was secured.

Upon obtaining IRB approval in January 2012, members of the Capstone made appointments to interview various elected and appointed officials in Hearne. Informed consent to participate was obtained from the interviewees. Thus in January 2012, Capstone members returned to Hearne to tour the airport and to interview these officials. Seven different individuals were interviewed. Following the protocol outlined in the IRB proposal, the intent of the fieldwork was to determine what had happened at the Hearne Municipal Airport since the TEEEX report was delivered. Which of the various TEEEX recommendations had been implemented, which ones had not? What explained the implementation (or its absence)? How familiar were these officials with the TEEEX plan for the airport? How much



community support existed for the airport plan? In effect, the pilot study provided a “dress rehearsal” for the larger study. Because all of the Capstone researchers were involved in the data collection process in Hearne, the pilot study was accomplished expeditiously. However, the involvement of the entire team differentiates the pilot case from the subsequent site visits. The findings from the fieldwork are summarized in the next section.

Findings

Progress in implementing the recommendations put forth by TEEEX has been slowed significantly by the bureaucratic process associated with expanding a city owned piece of property. Despite these impediments, several improvements have been made. Many of the recommendations that were provided by TEEEX were already being considered by the public officials in Hearne.

The report was well received by some, who saw it as both a form of legitimacy for their plans and as a best practices guide. In many of these communities, there can be a great deal of apprehension concerning large projects being undertaken by city officials. The hope of the cities is that having an official report from a state-known organization like TEEEX will allay the fears of those that oppose any improvements. However, this was not the case with all members of the community. Some city officials expressed their disappointment with the limited scope of the report and their expectation that the report would contain more divergent ideas. These city officials were looking for new suggestions and found some of their own ideas delivered to them.

Another major point of discrepancy is the usefulness of the airport itself to the City of Hearne. Some members of the city administration view the airport as “an economic tool to expand Hearne’s situation.” These are the officials that will be most receptive to suggestions from TEEEX on how to further develop the airport. On the other hand, other city officials view the airport as something of a lesser importance to the city, which explains some of the difficulties of achieving airport development. In fact, one city leader referred to the airport as simply “fun and games.”

Two of the recommendations from TEEEX, a perimeter fence and new fueling tanks, are in the bidding process. Currently, there has been delay in implementation due to differences in budgeting and in the bidding. There was a bit of discrepancy from the city officials interviewed as to the actual cost of these projects and the amount of money available to spend. Estimates provided indicate that in some instances the actual cost has come in at more than double the original bid offered. Furthermore, before the installation process could proceed, the City of Hearne was required to perform a Waste Water Study and Fuel Containment Study at a cost of over \$100,000.

A private citizen invested significant resources in erecting four large hangars at the airport. Following a model put forth by the Brenham Airport, he built and signed a twenty-twenty-five year lease for the use of the hangars, after which they will revert back to ownership by the City of Hearne. This has provided the airport with a low-cost method by which to expand the carrying capacity of the field.

In addition to the hangar improvements, Hearne has also repaved the runway and installed a new GPS. According to one airport official, it took the city five years to get FAA approval to purchase the new system. As part of the approval process, Hearne had to spend \$60,000 to have an Airport Layout Plan created. This plan shows the location and elevation of all objects in and around the airport.

There have been active attempts at recruiting possible corporate clients for the airport. The former Airport Manager has contacted both FedEx and UPS about the possibility of using the Hearne Airport as an offloading site for package delivery to the area surrounding Hearne. These efforts have been in vain. “When asked what it would take to establish a Package Center or similar operation in [Hearne], [UPS] replied that a huge volume increase in the area would be necessary” (TEEX Hearne 2007, 11). In addition to this, he has also made attempts at recruiting flight training schools from the surrounding area to relocate permanently in Hearne.

Many officials within the city have expressed their view of the TEEEX plan as list of possible renovations to be made to the airport. However, the city does not



have any plans to follow all the recommendations found in the report, as some are not financially or practically feasible. Of the first list of recommendations, only the first has been performed and with very little success. There are no plans for an onsite restaurant and/or hotel. Another recommendation that is not being considered at this time is ground transportation from the airport to downtown Hearne, and it is unknown as to whether or not discounts on fuel will be offered once the fuel tanks are installed.

Significant headway has been made concerning the second list of recommendations. The business agreement with the private citizen to construct hangars at the airport addresses the first recommendation. The airport officials are in the process of installing a perimeter security fence, and the on-site pilot's lounge was renovated recently. The City of Hearne has, to the extent possible, created incentives for businesses to locate to the airport, but it has had little success in this endeavor. None of the third list of the long-term recommendations have been addressed at this time.



PICTURE 1: GAS TANK CONSTRUCTION

Lessons Learned

One of the primary purposes of the Hearne pilot study was to gain knowledge that would benefit the

research team on the later field studies that would be conducted. The major source of lessons learned was in knowing how to conduct interviews and allow the interview to develop. Among the important lessons learned:

- Obtain as many perspectives as possible. Even those that seem unimportant at first can lead to previously unrealized information.
- Use the “snowball” technique, whereby one interviewee will refer the interviewer to another possible source of information. However, it must also be kept in mind that it is rare for an interviewee to direct the interviewer to a source of information that conflicts with their views.
- It is also important to, whenever possible, have a second interviewer attend all interviews. This will decrease the chances of a crucial piece of information slipping notice.

Along with lessons learned about the interview process itself, there were also important things one must always consider when dealing with people:

- The personal biases of the interviewees, especially when in a political setting, must always be looked for and set aside during the interview process. This can often be seen in disconnects between the members of an administration.
- Whenever possible, all information should be checked and verified using hard data, to insure all possible accuracy.
- When interviewing multiple people serving in different capacities, it is important to attempt to find continuity in the different accounts offered.

These lessons were central in implementing the research methods outlined in the protocol and used by the research teams, as they went out into the field to conduct interviews.



PART VI: FACILITIES STUDIES

CHASE SETS THE PACE

CHASE FIELD

BEEVILLE, TX

DEVELOPMENT MARKET STUDY

In 2007, the Bee Development Authority contacted TEEEX to conduct a marketing study and aviation development plan for the Chase Field Industrial and Airport Complex in Beeville, TX. The TEEEX BDA report included a series of marketing, administrative, and business development recommendations to facilitate the development of the site. Progress has been made in developing the facility, but funding limitations, local cooperation, and local business conditions have prevented the full implementation of recommendations made by TEEEX.



BEEVILLE, TX

DEVELOPMENT MARKET STUDY



MAP 3: BEEVILLE, TX

Background

Beeville is the largest town and county seat of Bee County, with a land area of 6.1 square miles in the southeastern part of Texas close to the Gulf of Mexico, sixty miles from Corpus Christi, Texas. According to the 2010 Census, Beeville's population is approximately 13,007, shrinking 1 percent from its 2000 population (Sites on Texas 2012). Beeville's economy is served by a diverse group of industries. The majority of the employment opportunities are found in the service sector, followed by sales, transportation, and professional jobs ("Economy in Beeville, TX" 2011). The agriculture, fishing, and forestry industries also play a critical role in Beeville's economy ("Economy in Beeville, TX" 2011). The city is served by the Beeville Independent School District, which is also a significant employer in the area (Beeville Independent School District 2011). Additionally, the recent development of the Eagle Ford Shale oil and gas formation has led to significant employment growth in the area.

The Bee Development Authority was created in 2001, following the state legislators' actions from the Base Realignment and Closure (BRAC) initiatives by the U.S. Department of Defense. The BDA was charged with developing the Chase Field Industrial and Airport Complex (CFIAC), a "1,491 acre former Naval Air Station Base and training field," located in Beeville (TEEX BDA 2008, 1). In addition to business development opportunities on site, Chase Field has the capacity to be the local airport for the community as well.

The BDA receives a majority of its funding from the Bee Economic Improvement Corporation (BEIC), an entity created by the city to "encourage the creation, retention and expansion of jobs that will directly benefit the economic well-being of the citizens of Beeville" (City of Beeville 2012). This organization does not have a full time staff, but consists of a board appointed by the city council. The BEIC utilizes sales tax revenue generated from the 4B sales tax in the area.

In 2007, the BDA, led by executive director Joe B. Montez, contacted TEEX to "conduct a Marketing Study ... and provide suggestions for an aviation development plan" for the complex" (TEEX BDA 2008, 1). TEEX utilized primary and secondary research, including interviews with the airport's tenant, Sikorsky Support Services, to determine the viability of expanding Chase Field and provided the BDA with recommendations for improving the facility. In this report, TEEX made twenty-three recommendations contained in five separate action plans, as well as a series of next steps.

TEEX Recommendations

TEEX's recommendations fell under four separate plans: Business Retention and Expansion Action Plan, the Marketing Outreach Action Plan, the Incentives and Infrastructure Action Plan, and the Administrative Operations and Local Collaboration



Plan. Additionally, TEEEX created a set of next steps for the BDA to pursue immediately after receiving the report.

Business Retention and Expansion Action Plan

The Business Retention and Expansion Action Plan recommended that the BDA formally commit to a long-term partnership with Sikorsky Services. TEEEX also recommended that the BDA lead a community-wide initiative to transfer the General Aviation designation from Bee Municipal Airport to Chase Field. The action plan recommended the exploration of alternative site options for General Shelters at Chase Field, focusing on retention and new, local and private investment.

TEEX also recommended developing relationships with representatives of the Governor's Economic Development Office, including the regional representative, aviation and domestic expansion and recruitment specialists, for potential aviation industry funding opportunities. Additionally, it was suggested that the BDA meet with regional economic developers in Corpus Christi to explore a regional aviation industry expansion and retention plan.

Marketing Outreach Action Plan

TEEX outlined several marketing and outreach initiatives for the BDA to follow. Recommendations were made to contact a professional services provider to assist in developing a targeted marketing and branding strategy for the BDA and Chase Field. In conjunction with this, it was suggested that the BDA update the information on the Bee Development Authority's website regarding Chase Field, and make any changes consistent with new branding strategies. Partnering with local economic developers in the area to develop and promote potential aviation industry development was discussed as well.

Incentives and Infrastructure Action Plan

TEEX's analysis found that the establishment of a Tax Increment Finance Zone could be used as a potential funding source for the BDA for infrastructure improvements. Actively engaging local community leaders and organizations was suggested to explore funding and financial aspects

involved with transferring all air traffic designations from Bee Municipal to Chase Field. TEEEX also recognized the importance of the funding opportunities available from the BEIC, and recommended strengthening this relationship while also pursuing state and federal funding sources for infrastructure improvements.

Administrative Operations and Local Collaboration Action Plan

Developing a work plan in coordination with the BEIC and Bee County Chamber of Commerce was suggested as a long term option for local collaboration efforts. TEEEX recommended that the BDA adopt a regular reporting and updating schedule to these organizations as well. Working with the BEIC, Bee County Chamber, or other community projects that promote the BDA's aviation industry development mission was recommended as well.

At the time of the TEEEX report, the BDA had two full time employees working towards developing Chase Field. TEEEX recommended developing a long-term staffing plan, including establishing both an Economic Development Coordinator and an Aviation/Industrial Park Facilities Management position. Additionally, TEEEX recommended developing several workshops with regional chamber groups to discuss and plan for regional industry targeting, expansion, retention, entrepreneurship and workforce development.

Recommended Next Steps

TEEX recommended that the BDA immediately plan a BDA Board of Directors retreat to go over the report and consider its recommendations. Following this, it was recommended that the BDA formally adopt and implement a Chase Field Industrial and Airport Complex redevelopment action plan, and remain committed to the plan by providing periodic progress reports to the BDA board. TEEEX stated that the BDA should follow the action steps laid out in their report and focus on continuing to develop the relationship between Sikorsky Services while attempting to bring in other clients. Lastly, TEEEX recommended that the BDA utilize its relationship with TEEEX to assist in



acquiring state and federal funds for upgrading the airport as well as economic development projects at Chase Field.



PICTURE 2: HANGARS

Findings

Business Retention and Expansion Plan

The BDA has not fully met the recommendations made in this section of the TEEEX report. The relationship between the BDA and Sikorsky Services has continued since the time of the report; however, a formalized, long-term commitment has not been made. Interviews conducted on site revealed that Sikorsky has not committed to staying beyond August of 2012. Local leaders also indicated that the company has already left once in the past, making any Sikorsky commitment of staying uncertain.

The BDA has not formally committed to any community-wide initiative to transfer the General Aviation designation to Chase Field from the Bee Municipal Airport. Negotiations have taken place, but there seems to be a preference among a group of local citizens to keep the designation at the municipal airport. Upgrading the facilities at Chase Field is a priority for the leadership, but local resistance indicates that moving this designation may take more time.

General shelters have not been built at this time by the BDA. A private investor has built an onsite shelter for his own use. Quarterly meetings with state representatives and leaders have not taken place. However, state officials have visited the site and “taken plenty of tours and pictures” of the facilities. New funding opportunities have been

pursued with the FAA, but no federal or state funds have been obtained at this time.

The BDA has been in negotiations with the City of Corpus Christi to become their reliever airport in times of distress. However, no discussions have been had regarding any regional aviation industry expansion and retention planning.

Marketing and Outreach Action Plan

No professional service provider has been hired full time to help develop marketing and branding strategies for the BDA and Chase Field. The BEIC funded the use of a consultant for trial purposes, but leaders in the community indicated that this was a failure. Officials stated that the hired consultant was unable to meet the work demands of the BDA. Additionally, interviews indicated that the individual hired was “not a cultural fit” for the organization. At this time, there is no unified marketing and branding strategy for the airport.

The BDA does work with the BEIC and other local economic development initiatives. However, there has not been any collaboration on a plan that deals specifically with aviation industry development.

The BDA website contains no information regarding how the Chase Field can be utilized as an industrial and commercial site. The website does have information on the size and capabilities of airport, but contains no information on potential development of the site. The BDA is in the process of completing a new website with this information, but it has not been released at this time.

Incentives and Infrastructure Action Plan

The BDA has been unsuccessful in establishing a Tax Increment Finance (TIF) Zone at Chase Field. Local leaders explained that the earliest this could happen would be during the 2013 legislative session. This is because Chase Field is outside the city limits of Beeville, and the current law in place does not allow for entities outside the city limits to get money from TIF zones. Additionally local officials indicated that there is “currently not enough development going on at Chase Field for the establishment of a [TIF] to make sense.” The closest thing that the BDA has to this is the use of



reinvestment zones for development, in which organizations can get a tax abatement for 10 years if they make improvements to the facilities at Chase Field.

Formal and informal leadership meetings have taken place to explore the funding and financial aspects of transferring the counties' full time airport status from Bee Municipal to Chase Field. However, local preferences for the old airport have stalled this transition.

The BDA has continued to work with the BEIC on funding infrastructure improvements. They have received \$100,000 to install a new GPS precision approach system at Chase Field that is required before any state and federal funding can be pursued. Additionally, capital improvements and maintenance costs have been obtained from the BEIC. The two parties are currently negotiating a performance agreement to build a new warehouse on site for public and private use. However, interviews conducted indicated that there has been internal tension between the BDA and the BEIC. One source suggested that, "All the BDA wants is money, and they never allow for any follow up to take place." The local politics of Beeville have been a source of tension and could continue to come up in the future.

Administrative Operations and Local Collaboration Action Plan

There has not been any long-term commitment between the BDA, the BEIC, and the Bee County Chamber of Commerce in regards to the development of Chase Field. At this time, the BDA must submit individual funding requests to these organizations for each funding request. No formal work plan has been developed or is in the process of being developed between the three organizations. It was not indicated by the leadership of the BDA that regular reporting and updating from the monthly BDA Board meetings has taken place.

There has not been any long-term staffing plan created by the BDA in regards to hiring an Economic Development Coordinator or an Aviation/Industrial Park Facilities Manager. Local officials cited a shortage of funds for not

following through on this recommendation. However, others in the community indicated that the BDA is hesitant to share authority, and that this may be a hindrance to any new hiring opportunities.

There have been no workshops between the Beeville Chamber of Commerce or other regional chamber groups to plan for regional industry targeting, expansion, retention, entrepreneurship and workforce development. Additionally, no collaboration promoting the BDA's aviation industry development mission has occurred between the BEIC, Bee County Chamber or Main Street projects.

Recommended Next Steps

The BDA has followed through on some of the recommended next steps made by TEEX. The organization appears to be in regular conversations with Sikorsky Services in regards to their commitment to staying and developing Chase Field, even though Sikorsky has not made a long-term commitment to stay beyond August of 2012. The BDA has committed to the plans made by TEEX, but reporting is only being made to the BDA board members and the BEIC.

Elements of TEEX's report have been adopted as part of the redevelopment action and management plan for Chase Field. According to local leaders, aspects of the plan have not been able to overcome political, financial and development hurdles. Furthermore, it does not appear that the BDA has leveraged TEEX's relationship with state and federal agencies in any funding pursuits.

In general, TEEX was seen as "being very beneficial to the development planning" of Chase Field. The BDA has attempted to follow the recommendations laid out by TEEX, but has thus far had mixed results. The organization has been unable to attract other long-term clients to the facility. Funding for renovations remains a cause for concern, and community politics appear to be a hindrance to the further development of Chase Field.





BRAZORIA, TX

COUNTY FAIRGROUNDS AND EXPO

MARKET STUDY

In late 2007, Brazoria County sought to improve the Brazoria County Fairgrounds in Angleton, Texas. TEEX was hired to create a facilities and marketability report to enable the county to better serve its citizens as well as attract outside markets to the county. The TEEX Brazoria report was delivered in March 2008, but a failed bond referendum in November 2008 prevented the county from following the TEEX recommendations.



BRAZORIA, TX

BRAZORIA COUNTY FAIRGROUNDS AND EXPO MARKET STUDY



MAP 4: BRAZORIA, TX

Background

Brazoria County, located in southeast Texas in the Houston metro-area and along the Texas Gulf Coast, experienced a 26.1% increase in population from 1990-2000 with more than half of the increase occurring in the City of Pearland (TEEX Brazoria 2008, 20). From 2000-2010 the population increased another 30% to 313,166 (Sites on Texas 2012). By 2040, the population of Brazoria County is projected to increase by 77.8% while the population of Texas is projected to increase by 71.5% (TEEX Brazoria 2008, Appendix D). In terms of education Brazoria County has a high school diploma rate of 27.2% and a Bachelor degree rate of 16.7%. This bodes well for the community given the fact that education attainment generally leads to lower unemployment.

The Brazoria County Fairgrounds are located in a county-island inside the city limits of Angleton, Texas. Angleton is also the county seat for Brazoria County. The fairgrounds are operated by the Brazos

County Fair Association (BCFA) and maintained by the County. The fairgrounds have been the subject of scrutiny for a while. Over the past few years numerous interested parties have approached the County Commissioners about renovating the fairgrounds. Previous bond elections were floated to the residents of Brazoria County and summarily rejected.

In 2007, Brazoria County charged the Fairgrounds Vision Committee (and its 19 members) with determining the best path forward for improving the fairground facilities. According to a high ranking county official the fairgrounds were deemed too dilapidated to invest too many financial resources. It was determined that the county would be better served by eliminating the existing structures and starting with new facilities. "Current fairground buildings are in various states of disrepair and could cost more than \$30 million to renovate" (Lowman 2008). In order to promote this venture and provide legitimacy, the Committee recommended contracting with TEEX to create a facilities and marketability report on the fairgrounds.

In 2008, the Brazoria County Fairgrounds Vision Committee contracted with TEEX to "perform a study aimed at identifying potential markets for the fairgrounds facility and requirements to attract those markets" (TEEX Brazoria 2008, 1).

TEEX (Brazoria 2008, 1) identified the scope of their work as follows:

1. Identify potential markets and facilities needs for the Brazoria County Fairgrounds and the proposed convention and expo center.
2. Document community needs and values related to fairgrounds enhancements; and

3. Provide a basis for further promotion, development and fundraising for fairgrounds redevelopment at the Angleton location.

To adequately fulfill the scope of their work TEEEX spent eight weeks equipping themselves to provide a valid assessment by gathering background information including a literature review and interviews with industry leading experts. TEEEX also conducted site visits and three community workshops during their assessment.

TEEX Recommendations

TEEX (Brazoria 2008, 3) identified ten facility recommendations that developed during the community workshops and prioritized the recommendations as follows:

1. Multi-purpose Indoor Exhibition Center
2. Facility/Marketing Management Team
3. Efficient Campus Layout
4. Professional Event Staff
5. Parking
6. Arena
7. State-of-the-Art Technology
8. Equestrian Facilities and Amenities
9. Auditorium
10. Show Pavilion

Of the facilities recommended above, the equine facilities were deemed to “allow for the greatest economic impact of any publicly owned event facilities” (TEEX Brazoria 2008, 13). Equine facilities typically entail events that last over several days, require overnight stays, and generate more spending throughout the economy.

Additionally, TEEEX developed seven specific action steps Brazoria County should take in order to attract top tier events to the county. TEEEX (Brazoria 2008, 4) recommended that Brazoria County:

1. Select and commit to desired improvements
2. Obtain architectural design renderings
3. Enlist an economic impact study to illustrate the county wide financial benefit of fairgrounds redevelopment

4. Secure community support for facilities through education and outreach efforts
5. Secure financial support through a bond election
6. Hire a professional facilities management/marketing staff
7. Build, promote and book facilities

Findings

The recommendations presented by TEEEX led the county to gather artist renderings, engineering reports, architectural drawings, and construction cost estimates. The recommendations also led the county to offer two propositions to county voters.

Proposition One, with its \$75 million price-tag, included: “120,000 square-foot, multi-purpose exposition center; a 72,000-square-foot livestock barns large enough for 300 stalls; a 35,000-square-foot banquet hall; a 4,000-square-foot administrative building; paved parking; infrastructure; fencing; utilities; and rehabilitation of some existing buildings. It also would include a 150,000-square foot, 5,000-seat arena” (Lowman 2008). Alternatively, Proposition Two, with its \$50 million price-tag included “all of the items in the larger bond proposition except the 150,000-square-foot arena” (Lowman 2008).

The estimates were presented to Brazoria County voters in a bond package for an either/or vote on the November 4, 2008 ballot as follows:

Proposition One:

“Shall the Commissioner’s Court of Brazoria County, Texas, be authorized to sell at any price or prices the bonds of the county in the amount of \$75,000,000 maturing serially or otherwise within 40 years from their date or dates, and bearing interest at such a rate or rates, not to exceed the maximum interest rate now or hereafter authorized by law, as shall be determined within the discretion of the Commissioner’s Court at the time of issuance, for the purpose of the construction and improvement of land or buildings for a multipurpose fairgrounds facility-exposition center, including an arena, within Brazoria County, Texas, and to levy taxes upon all taxable property within the county annually sufficient to pay the interest on the bonds as it accrues and to

create a sinking fund to pay the principal of the bonds as it matures, as authorized by the constitution and laws of the state of Texas, including the Texas Government Code” (Lowman 2008).

Proposition Two:

“Shall the Commissioner’s Court of Brazoria County, Texas, be authorized to sell at any price or prices the bonds of the county in the amount of \$50,000,000 maturing serially or otherwise within 40 years from their date or dates, and bearing interest at such a rate or rates, not to exceed the maximum interest rate now or hereafter authorized by law, as shall be determined within the discretion of the Commissioner’s Court at the time of issuance, for the purpose of the construction and improvement of land or buildings for a multipurpose fairgrounds facility-exposition center, including an arena, within

Brazoria County, Texas and to levy taxes upon all taxable property within the county annually sufficient to pay the interest on the bonds as it accrues and to create a sinking fund to pay the principal of the bonds as it matures, as authorized by the constitution and laws of the state of Texas, including the Texas Government Code” (Lowman 2008).

The voters rejected both propositions by wide margins. Proposition One failed with 53,023 (63.1%) votes against and 30,997 (36.9%) votes in favor. Proposition Two fared slightly better with only 48,088 (57.44%) against and 35,630 (42.56%) in favor.

Several officials interviewed for this study indicated that because both bond offerings failed the TEEX recommendations for the Fairgrounds were not followed. Several local leaders said that the TEEX



PICTURE 3: BRAZORIA COUNTY FAIRGROUNDS

recommendations were exactly what the county needed with one interested party stating “TEEX gave us direction.” However, officials also indicated that eventual completion of the TEEX recommendations was predicated on at least one bond package passing.

The common theme surrounding the bond package failure was that the necessary political will wasn’t present to pass the bonds. One official laid out the following scenario:

“The county had gone out for a bond election to get a new expo previously. Repeatedly, the package was voted down.” Another complemented that statement: “The commission was 10-15 people and was too big. Additionally, each commissioner wanted this and that and that. The project started as a renovation but turned into a complete redo. In order to make the politicians happy we needed to come up with everything; some wanted a covered area, and one wanted an expo center.” This official continued, “Once the estimated cost became known the commissioners balked at the cost. There was a push to complete the project in phases but each commissioner wanted his/her pet project to get completed first. Then the infighting between commissioners began and when it became apparent a solution wouldn’t be reached the commissioners began actively campaigning against the project.” Another official stated: “I stuck my neck out for the previous bond packages and it cost me politically. I got hung out to dry. There was no way I was going to openly support this bond package.”

Additional political hurdles included the City of Angleton. More than one official remarked about the significant problems they experienced in dealing with the previous city manager. Those officials stated that the city manager in Angleton threatened to fold the fairground county island into the city in order to collect the tax revenue from the improved fairgrounds. Currently, the BCFA runs the fairgrounds while the county maintains the facilities, which can cost up to \$1 million annually. Any revenue goes into hosting events and allows the BCFA to provide scholarships, grants, and other aid to students. The annexation threat never materialized but it did sour the political waters. The city manager of Angleton has since moved on. One

participant stated, “He wore out his political welcome rather quickly.”

Another difficulty encountered in improving the fairgrounds was the overall cost of the project. Initially, according to an article published by The Economic Development Alliance for Brazoria County (The Alliance), the renovation of the fairgrounds was estimated to cost \$30 million (Lowman 2008). To build brand new facilities, Prop 1 carried a price tag of \$75 million (including the arena) while Prop 2 came in at \$50 million (without the arena). Upon visiting the fairgrounds in March 2012, it was difficult to understand why this amount of money was needed. A local official stated, “All these facilities need is the required maintenance. Had that been performed we could have avoided the need for these repairs.” Officials estimated the fairgrounds are sixty years old, but a statement made by Commissioner Donald “Dude” Payne in The Alliance points out, “safety checks on all buildings in 2007 found them strong enough to stand, but they leak” (Lowman 2008). The largest deficiency at the time of assessment was the effect of weather on electrical boxes and mechanical aspects of the fairgrounds. Furthermore, fairgrounds are not typically moneymakers for local governments as pointed out in the TEEX report: “In each of the benchmark facilities, the city or county subsidizes the operational costs” (TEEX Brazoria 2008, 5). However, the gap in operating costs and revenue does not take into account the overall economic impact to the community from hotel stays, retail sales, and restaurant visits.

What isn’t difficult to understand is why Brazoria County would feel the need to do something with the fairgrounds. The fairgrounds are within an hour’s drive of Houston and that proximity allows marketing to a much larger area. Also, any improvement to the fairgrounds would benefit the entire county not only the area surrounding the fairgrounds due to the increased spending generated from overnight stays. A BCFA official relayed that the annual Brazoria County Fair, usually held in October, draws close to 200,000 people and last year generated \$1,000,000 in revenue of which \$100,000 was profit and returned to the community via scholarships, grants, and other aid. In fact, the BCFA was recently recognized by Texas A&M University for surpassing

the \$100,000 mark in scholarships provided to A&M students.

INTERVIEWEE RECOMMENDATIONS

Interviews with key stakeholders were conducted to determine any deficiencies in TEEEX's work on the Brazoria County Fairgrounds and Expo Market Study. The responses varied but were generally full of praise for the work TEEEX did. One participant stated, "TEEX did everything for us. They really took the mantle and ran with it." The changes and recommendations made by various interviewees included:

1. *Less community involvement*

In this situation, TEEEX held three community workshops with a total of 59 attendees. In a community of 313,166 (Sites on Texas 2012) 59 is a very tiny sample. Additionally, workshops aren't representative of the will of the people because those interested in improving the fairgrounds are more likely to be the attendees. This could skew the impact of the workshops and result in skewed TEEEX recommendations. The participant who made this comment suggested that TEEEX receive more direction from political leaders and craft recommendations based on that direction.

2. *Prepare political leaders to conduct community education*

One participant said he actively tried to educate voters in his area of the county on the benefits of the fairground improvements. He also communicated that it would have been helpful for TEEEX to produce literature for distribution to the citizenry.

3. *Assess the political environment*

It seems this aspect wasn't addressed at all in the TEEEX report. A group of officials interviewed stated there was no way any bond package was going to pass in Brazoria County when residents were dealing with the economic downturn and the aftermath of Hurricane Ike. Another official stated that Hurricane Ike was used as an excuse to vote against the measure. Others argued the facilities should be relocated to the more populous Pearland area of the county, but those in the southern portion

of the county didn't want to pay for fairgrounds in the northern, wealthier part of the county. Conversely, one official stated the Pearland area didn't want to contribute to fairgrounds that were 30-45 minutes away when they could build their own facility much closer. In fact, Pearland subsequently built a facility adjacent to a junior high and high school. Clearly, the county was divided on the fairground issue.

SINCE THE TEEEX REPORT

Some improvements have been made at the fairgrounds since the failure of the bond vote utilizing Brazoria County funding. As of March 2012, a new \$250,000 barn had recently been constructed with another slated to go up before the October Brazoria County Fair. Also, 14 ft. metal sheeting was hung around the open-air arena to block sunlight, the CEO of Mammoet donated a new sound system, and new bull shoots are expected to be installed before the October 2012 fair. Additionally, the County is prepared to repave the internal walkways of the fairgrounds, construct an outdoor stage dedicated to concerts (they currently rent outdoor equipment), as well as other physical structural improvements.

Attendance at the Brazoria County Fair has increased in each of the previous three years despite the economic downturn. The \$1 million in revenue in 2011 was a record year for the fair. Although the bond package didn't pass and huge renovations have not been completed there is a positive direction at the fairgrounds. In conclusion, the TEEEX report provided legitimacy to the effort of the County to maintain and improve the fairground facilities and brought the dilapidated conditions to the attention of the citizens.



PICTURE 4: FAIRGROUNDS EXTERIOR



BASTROP, TX

CONVENTION AND EXHIBIT CENTER

After many years of contemplating the idea of a convention center, Bastrop city officials contracted with TEEEX in 2007 to conduct research that would yield a plan for moving forward with the project. The TEEEX Bastrop report included revenue projections, marketing recommendations, and other suggestions for success, based on numerous centers around Texas. The Bastrop Convention and Exhibit Center was completed and opened in spring 2011, and has achieved considerable success in its first year.



BASTROP, TX

BASTROP CONVENTION AND EXHIBIT CENTER



MAP 5: BASTROP, TX

Background

The city of Bastrop, Texas, is located in the southeast quadrant of the state, and according to the Bastrop Chamber of Commerce website, had a city population of 8,438 and county population of 74,876 in 2009 (Bastrop Chamber of Commerce). These numbers have steadily risen since 1990, when the city population was 4,044. Additionally, U.S. Census data reports the population of Bastrop county in 2000 was only 57,771, meaning the county has experienced a 28.5% increase in population between 2000 and 2010 (U.S. Census Bureau, 2012). The Texas Association of Counties' County Information Project reports that the size of Bastrop county is 888.2 square miles, with a population density of 83.51 per square mile in 2010 (Texas Association of Counties). This source also reports that the 2010 median household income for Bastrop residents in 2010 was \$49,812. Furthermore, Census data from 2010 reports that over half of Bastrop's residents are between the ages of 19 and 65, and around 74% identify as racially white. Moreover, the percent of residents over age 25 with

a bachelor's degree or higher in 2010 was 17.9%. Lastly, Census data shows that for Bastrop residents ages 16 and older, the mean travel time to work in 2010 was 33.9 minutes, which may indicate many Bastrop residents commute to work in Austin, which is an approximate 30 mile distance.

Bastrop's proximity to Austin, Houston, and San Antonio and local attractions make it an ideal location for retreats and events, large and small, for local residents as well as those in neighboring cities. Thus, Bastrop city officials set out several years ago to analyze the economic impact and feasibility of a new convention center in the city that could hold events from small meetings and conferences to large corporate retreats and weddings. In September 2007, the Bastrop Economic Development Corporation (BEDC) contracted with TEEX to perform an economic impact study for a proposed 25,000 square foot convention center. The TEEX report combined research from other similar centers around Texas to create findings that would serve as a basis of how the Bastrop center would operate.

TEEX Recommendations

Initially, TEEX sought to examine the current trends in rural convention centers. They found that small centers (less than 50,000 square feet) serve two purposes: first, as a site for local meetings, exhibits, weddings, celebrations, banquets, etc., and second, as a way to bring in new money and support economic growth in the community through conventions, trade shows, seminars, etc. Thus, TEEX created a two-fold mission statement that could measure the success of the Bastrop convention center: "the ability to meet the local demand by providing a suitable venue for events and the ability to generate a positive impact for the community" (TEEX Bastrop 2007, 1).



Based on further research and analysis, TEEEX expected the Bastrop center to serve over 80,000 people per year and see an annual local impact of \$8 million within five years, if the center met its stated goal of generating 51% of business from out of town events (assuming it performs at a similar level to other centers in Texas).

Section 1: Industry Performance Standards

TEEX surveyed and interviewed officials from numerous convention centers in Texas, finding several important standards and operating practices that could be suggested for the Bastrop convention center's success:

- Aggressive marketing and promotion via newsletter, e-mail, website, state and wedding publications, etc.
- Full service catering kitchen
- Appropriate rental fees
- Quality customer service.

Research and interviews with managers of convention centers around the state emphasized the importance of full service kitchens, being attentive to customer service and details during events, and having adequate storage space on site for successfully booking large and small events.

Section 2: Five Year Usage Projections

To estimate usage and revenue projections for the Bastrop center, TEEEX used three criteria:

- National industry averages for occupancy and applied rates for "small" centers.
- A survey of comparable Texas facilities in towns with comparable demographics identified average sizes, budgets and revenues.
- A formulation of projected revenues based on estimated demand for the center.

The Bastrop TEEEX report also estimated usage projections of the convention center. It suggested an occupancy rate of no less than 50% of the time, and no more than 70% of the time to allow for enough turnover between events. With this occupancy rate,

annual revenues of \$283,255 were expected, assuming a "mature facility of greater than five years in operation" (TEEX Bastrop 2007, 4). However, it is important to note that of the 16 centers surveyed by TEEEX, in all cases revenue fell below the center's operating budget, meaning revenue and economic impact comes from business brought in to local hotels, restaurants, and shops as opposed to the convention center itself. The Bastrop TEEEX report then revealed that based on Texas industry norms, the Bastrop convention center was projected to have an annual budget of \$584,762 and an annual revenue of \$264,054. This was consistent with findings in other cities that budgeted costs outweighing revenues.

The Bastrop TEEEX report included an estimation of the local usage of the convention center by examining local demand. Facilities in the Bastrop area were surveyed for capacity, type of events booked, annual revenues generated, etc. The findings were that smaller facilities were used primarily for local events, and larger venues were used for out of town events. The TEEEX report then projected that the Bastrop Center could be expected to capture a minimum of 75% of the current local event market by the time the facility has "matured" (around five years). Furthermore, it estimated that 33% of the current market utilizing the Hyatt Lost Pines Resort in Bastrop would be recaptured by the Bastrop convention center. As far as out of town business is concerned, the Bastrop report stated a goal of having 51% of all business from out of town events, which is much higher than the state average of 19%.

Section 3: Marketing Plan

The Bastrop TEEEX Report outlined an in-depth marketing plan to bring business to the center. It stated that with "potential banquet seating for up to 1,000 and with a total of 25,000 square feet, the proposed Bastrop facility will meet the needs of small group meetings and conventions, leisure gatherings and small corporate meetings and retreats" (TEEX Bastrop 2007, 10). The Bastrop TEEEX report also discussed that because of current market trends, i.e. the rising cost of hotel, restaurants and venues in the neighboring cities Houston and Austin, the Bastrop Center's goal of

capturing 51% of its business from out of town is supported. Thus, with lower overnight stay and dining costs than other cities and with the range of amenities of the proposed Bastrop study, the center would be able to be marketed to a broad audience.

Several specific marketing strategies were discussed in the Bastrop TEEEX report. It made clear that using Bastrop's unique draw, namely its "existing local resources, proximity to Austin and air transportation" is crucial in attracting business to the convention center (TEEX Bastrop 2007, 1). Next, the importance of web presence was outlined, including the need for a convention center website, a Bastrop community website, and a visitor's bureau/tourism website. Additionally, the number, availability and location of hotel rooms must be considered. One key stated problem for the proposed Bastrop Convention Center was that it would be located downtown, where there was not a hotel when the report was written.

Section 4: Estimated Economic Impact

This section of the Bastrop TEEEX report emphasized that because convention center operating expenses are projected to outweigh revenues, income must be made up for by bringing business of event attendees through Main Street restaurants and shops. As such, TEEEX projected "to bring at least 82,287 new people into the downtown or Main Street district per year" (TEEX Bastrop 2007, 15) via averages found in Table 13 of the TEEEX report. The report discussed that to determine the Bastrop convention center's economic impact, the "Money Generation Model-Version 2 (MGM2)," developed at Michigan State University's Department of Community, Agriculture, Recreation and Resource Studies was used. The MGM2 "produces quantifiable measures of economic benefits that can be used for planning, budget justifications, policy analysis and marketing" (TEEX Bastrop 2007, 15). For this particular project, the MGM2 was used to evaluate two possible scenarios that could arise from the Bastrop center—the first being if 19% of business for the center was generated from out of town events, and the second being if the stated goal of 51% of business from out of town events was reached (TEEX Bastrop 2007, 16). The MGM2 for each of these two scenarios provided with, as one would expect, greatly differing

results. For instance, the MGM2 estimated the total economic effects would be \$4,358,760 if 19% of business for the center was from events from out of town, and the total economic effects would be \$7,948,080 if 51% of business came from events from out of town. This \$3,589,320 discrepancy could possibly mean project success or failure for a small community like Bastrop.

Findings

The Bastrop Convention and Exhibit Center was built after TEEEX's 2007 report was published, and opened for business in the spring of 2011. The 26,000 square foot facility is equipped with a main ballroom that can accommodate up to 750 in banquet style seating or 850 in theater style seating, a bridal room, several meeting rooms, and outdoor event space. Other amenities include audio, visual, and Wi-Fi technology, a catering kitchen, table and chairs with linens, a loading dock, a stage and dance floor, and a portable bar. Such amenities and flexible room sizes allow for the Center to be an appropriate venue for small meetings and conferences and large scale corporate events and weddings, which is ideal for bringing out of town business to the Center.

For marketing, the Bastrop Convention & Exhibit Center takes advantage of several strategic collaborations to "increase industry knowledge, facility exposure, accessibility to individuals, companies and organizations," with the Texas Association of Convention and Visitors Bureau, the Professional Convention Management Association, the Texas Civic Center Association, and Austin Wedding Guide, to name a few (Bastrop Convention and Exhibit Center website). The Convention and Exhibit Center Executive Director actively advertises with publications around the state and heavily in cities within close proximity to Bastrop to maximize booking potential.

When interviewing several city officials about the planning and implementation of the Bastrop Convention and Exhibit Center, several commonalities arose. Each party individually agreed that the TEEEX report added legitimacy to the Bastrop Convention and Exhibit Center project. In particular, one city official noted that the report was

an integral factor in the Bastrop residents' support of the project. Moreover, all parties also agreed that the center being paid for by Hotel/Motel Occupancy Tax (HOT) money as opposed to ad valorem or sales tax dollars was an influential factor in the residents' positive reception of the center. A final commonality amongst interviewees was the notion that the TEEEX report was used as a legitimate and logical guide to the planning and preparation of the Center's construction, based on its research of other centers around Texas and projected usages and revenues.

As several of the interviewees pointed out, the goal of any convention center in any place is not to make money. In fact, an overwhelming majority of convention centers never break even or turn a profit. Instead, the purpose of such centers is city and county economic development, including bringing non-locals to the area, especially for overnight events. In such cases, patrons contribute to the local economy by spending nights in hotels, eating at local restaurants, shopping at local stores, and purchasing gasoline. With the local retail economy of Bastrop being very successful and providing numerous restaurants, shops, and attractions, the out of town patrons of the convention center have, as the interviewees believe, boosted the Bastrop economy even more. This success was believed, by Bastrop residents, to be due partly from the fact that during the economic downturn in the fall of 2008, sales taxes in cities around the state and beyond plummeted, but Bastrop's remained high due to flourishing local businesses and the high volume of out of town business. This helped solidify the city's notion that bringing outsiders in for convention center events would only further the local economy and sales taxes, which would in turn narrow the gap between performing averagely and breaking even or turning a profit.

Due to Bastrop's thriving local economy, three different sources reported the Center being above projected bookings for its first year in operation. This is likely due in part to the heavy amount of advertising and marketing done by staff, but also largely due to exposure the Center gained when it acted as the headquarters during the devastating Fall 2011 wildfires that burned an approximate 34,000 acres of land and 75 homes in the area, as

reported by a high ranking Bastrop city official. During that chaotic time, the Center provided a facility capable of housing various local, state, and federal agencies, volunteers, and a decent amount of donated materials. One local source who was extremely involved in the fire efforts described the center as a factor that brought residents together during the tragedy. Specifically, the source said it was very moving to see families who had lost their homes in the fire come to the center to receive supplies one day, then return a mere days later to help other families who had lost their property. Another local official proclaimed with certainty that "the Center saved Bastrop County" in that without a central location of that size to handle the relief efforts, the fires would likely have done even more destruction. This source also explained while wildfire relief efforts were never the imagined intent of the Center, the tragedy propelled the center to be a "hub and identifier" for the city in Bastrop and beyond.

It was evident from the Bastrop site visit and interviews with city officials and residents that the Bastrop Convention and Exhibit Center has had a positive economic impact on the city and county's economic development. It was also apparent that the Bastrop TEEEX report provided the legitimacy of an independent third party and state organization's advice for city officials to use as a guide. However, several city officials revealed that a center had been in the works in years prior to contracting with TEEEX, so it could not be said with certainty whether the TEEEX report, the will and dedication of city officials and residents, or a combination of the two were responsible for the successful implementation of the Bastrop Convention and Exhibit Center. Additionally, data regarding first year revenues for the Bastrop Convention and Exhibit Center was unavailable at the time the Capstone research was conducted; more firm conclusions on the success of the Center should be available in approximately two years.



CANTON, TX

ECONOMIC IMPACT STUDY

In 2008, the City of Canton contacted TEEX to conduct an economic impact study for a proposed equestrian facility. The report demonstrated TEEX's research methods and provided projections based upon the results of similar facilities. After the results were presented to the city, a vote was held, and it was decided to table the project. There are no current plans to revisit the facility in the future.



CANTON, TX

ECONOMIC IMPACT STUDY



MAP 6: CANTON, TX

Background

The City of Canton is the county seat of Van Zandt County, located in northeast Texas, approximately sixty miles east of Dallas. Canton is governed by a city council of six, which includes the mayor. Canton's population, according to 2009 estimates, is approximately 5,100 people (City of Canton, 2012). When compared to the 2000 U.S. Census population estimates of 3,300 and the 1990 U.S. Census estimates of 3,000, it can be seen that Canton is growing at a faster rate in the past ten years than in the previous ten. Canton covers a land area of 5.6 square miles and has benefited greatly from its location near Interstate 20 and the Dallas-Fort Worth area. Canton's largest single employer is Wal-Mart, followed by the Canton Independent School District and the County of Van Zandt.

Canton has four different boards/commissions: the Planning and Zoning Commission, the Board of Adjustment, Main Street, and the Canton Economic Development Board. The Planning and Zoning

Commission handles all zoning for the city and the planning of future projects and development. The Board of Adjustment handles all exceptions to the Planning and Zoning Commission. Main Street deals with investment and renovation of the main street section of Canton. The Canton Economic Board has two primary goals: the retention and expansion of existing Canton businesses and the relocation of new business to the city.

On January 4, 2008, the City of Canton contacted TEEX to perform a survey on the construction of a proposed equestrian facility and provide projections on the impact such a facility could have on the Canton economy. The proposed facility would be enclosed, with 2000 seats and 320 horse stalls.

TEEX Recommendations

Unlike many of the other reports that TEEX produced, the one provided to Canton does not offer recommendations. TEEX primary objective was to simply provide projections of the economic impact that the facility would provide, with the following objectives:

- Identify the industry utilization standards for similar facilities in similar Texas markets, thus identifying the "expected demands" for the new facility
- Create five year usage projections for three and five years based on the local and regional demand for the facility
- Develop the expected economic impact the facility will have on the Canton economy

To model the economic impact, the TEEX researchers used "Money Generation Model-Version 2" (MGM2), which estimates the effect that visitors have on the economy in terms of their contribution of sales, income, and jobs to the local area. The model



uses the following criteria to compute the economic impact:

- Step 1- Visits and segment shares for four segments
 - Local
 - Non-local Day
 - Hotel
 - RV Hook-ups
- Step 2- Parameters for converting from area visits to party nights
 - Length of stay in the area
 - Party size
 - Re-entries to area
 - Percent of activity/spending to attribute to the district
- Step 3- Enter spending averages for each segment
- Step 4- Choose multipliers and economic ratios for the region
- Step 5- Inspect outputs
 - Four measures of economic impact
 - Sales
 - Personal Income
 - Value Added
 - Jobs

According to the summary findings of the report “Equestrian facilities are uniquely qualified to allow for the greatest economic impact of any of the publicly owned event facilities” (TEEX Canton 2008, 1). This is primarily due to the fact that events held at equestrian facilities usually take three days to complete, which increases the amount of time that tourists remain in Canton. Furthermore, “the most important factor in maximizing the economic impact a facility can have is optimizing facility usage by booking the right quantity and quality of events” (TEEX Canton 2008, 1). This is the true key to the success of the facility: picking the right number and types of events to facilitate.

The TEEX report found that between 82,000 and 138,000 people will use the facility each year and projected earnings for two estimates. If 82,047 people use the facility in a year, it could generate \$20 million dollars in extra revenue to the city of Canton. If 138,520 people use the facility in a year, it could generate \$34 million dollars. The report does not offer advice on how to attract such large

numbers of people to the city, but it did review and summarize the usage records for similar facilities across Texas, Oklahoma, and Louisiana.

Findings

Once the TEEX report was delivered, it and the plans for the facility were presented to the Canton City Council and the citizens of Canton. The Canton Economic Development Executive Director, a strong proponent of the constructing the facility, was quoted as saying, “It would bring a tremendous amount of people to town...I think it will be a tremendous impact to our city here” (Vaughan, 2007). He also expressed the opinion that “the project would pay for itself in a year” (Vaughan, 2007). Despite the support of the Director of Economic Development, the facility was also met with a great deal of opposition.

After the findings were reviewed, a group of citizens began circulating a petition to request that the city council table the project. When reviewed, the city council determined that the petition was invalid, due to improper formatting. Despite this, the city council decided to follow the desire of the people and put the issue to a city-wide vote. Ultimately, due to the city vote, the facility was not built. At the time this case study was conducted, there were no plans to revisit the construction of the equestrian facility.

The reasons for the opposition to the facility are numerous and difficult to pinpoint precisely. A former member of the Canton Economic Development Board has indicated that “there was a fear that the equestrian facility would compete with First Monday (a large trade convention held in Canton) for events and trips to Canton.” This official’s view was that people will come to Canton only a few times a year and people with interests in First Monday feared that some of the trips to First Monday would instead be diverted to equestrian events.

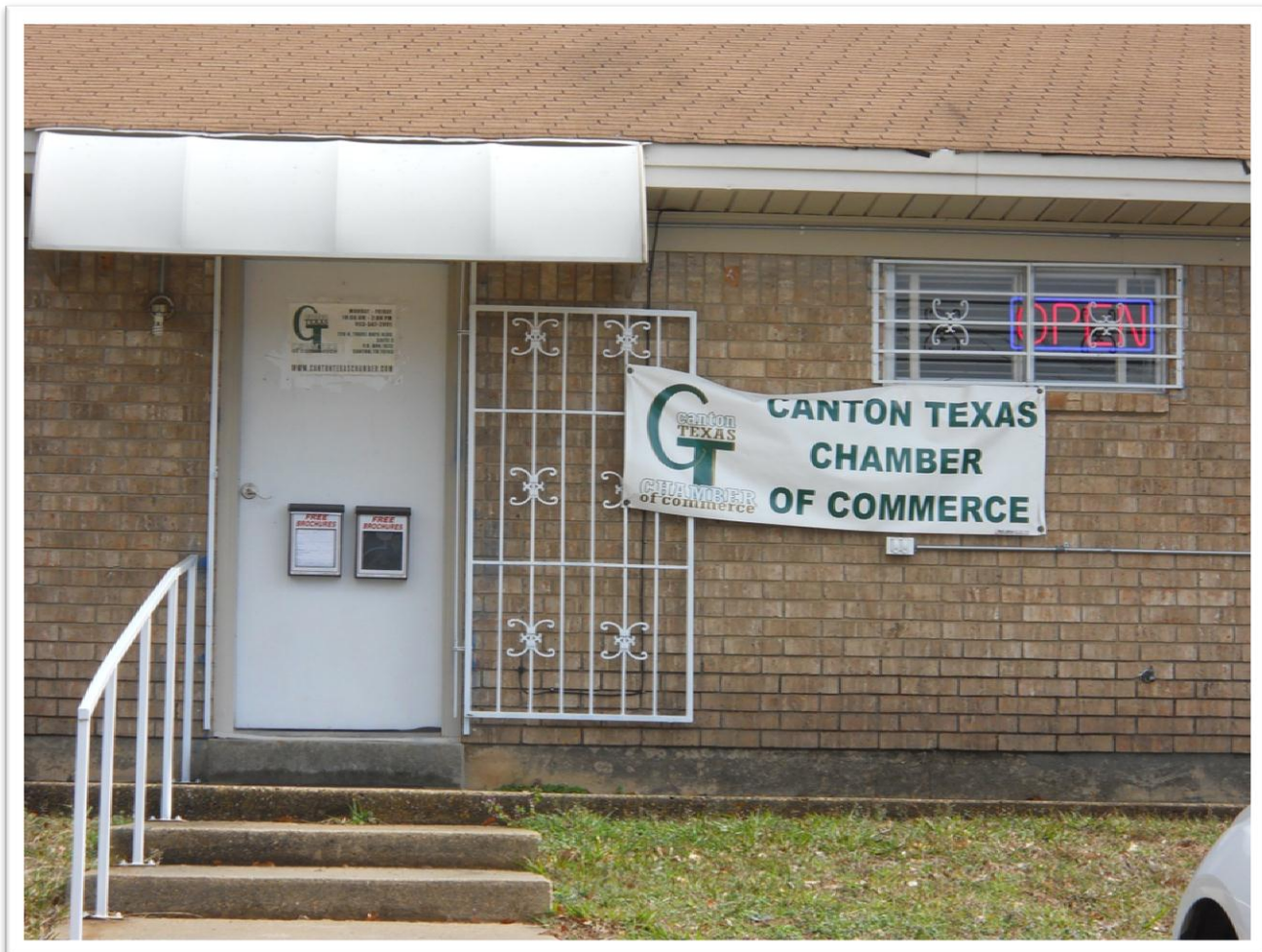
Another explanation for the opposition to the project was apprehension at spending the amount of money required for construction. A current city official who was a private citizen at the time of the project’s presentation said, “I was opposed to the expo center because it was projected to cost \$8 million and would have to be heavily subsidized by the

economic development board's sales tax." Many of the citizens opposing the facility, including the interviewee, doubted that the economic impact of the facility would make up for the high price to construct it.

There was also a great deal of skepticism as to the accuracy of the TEEEX report's findings. A city official explained, "I did not think the report would prove to be accurate in our situation...The business plan called for events every month, horse shows, big name entertainment, blue grass festivals, but no one could actually show that we could book and fill the center. The business plan was faulty and the vast majority of citizens were against going into debt for

something they did not believe in." The TEEEX report was sought to provide legitimacy to the project, but it did not have that effect. Instead, many citizens of Canton were unconvinced of the predictions made by TEEEX and supporters of the construction of the facility.

As stated above, currently there are no plans to revisit the equestrian facility in the future. Instead, the sixty acres offered for the facility are being redirected to the development of a retirement community. Recently Canton was certified as a retirement community (Retire in Texas, 2012), and the city plans to use the acreage toward fostering this new distinction.



PICTURE 5: CANTON CHAMBER OF COMMERCE



PARIS, TX

FEASIBILITY STUDY OF MULTI-PURPOSE ARENA

In 2008, Paris received a feasibility report regarding a multi-purpose arena and coliseum for the city. Due to a lack of funding and true community support, the project never came to fruition. But, the TEEEX report continues to function as a guide for a similar project in the area, and overall satisfaction with TEEEX service is high.

PARIS, TX

FEASIBILITY STUDY OF MULTI-PURPOSE ARENA



MAP 7: PARIS, TX

Background

Paris, Texas is located in Lamar County in the northeast corner of the state, near the Texas-Oklahoma border. A major cotton-industry town around its formation, Paris is now a major manufacturing town which houses such companies as Campbell's Soup. The city covers 36.5 square miles of the 907.19 square miles of Lamar County. At the time of the TEEEX report, the population of Lamar County was just under 50,000, with approximately 25,000 people living in the City of Paris. In the five years since the report, the overall population of Lamar County has remained approximately the same (Census Bureau 2012). The population of Paris, as of the 2010 Census, is 25,171 —down 2.8% from the 2000 Census.

In addition to manufacturing, health and education services represent large percentages of the industries in Paris. The education services sector includes local primary and secondary schools, as well as Paris Junior College. A two-year college, Paris Junior College not only employs Paris citizens, it also provides job-training programs in the manufacturing industry which help local citizens gain

and keep employment with the manufacturing companies in the area. There are also several hospitals and health clinics in the area which provide jobs. The proliferation of health services in the area is a major factor in Paris's designation as a certified retirement community.

TEEX Recommendations

In 2007, the Paris Economic and Development Corporation (PEDC) commissioned a baseline report on Paris, Texas and Lamar County from TEEEX. At the same time, TEEEX was asked to develop a feasibility and economic impact study of building a multi-purpose arena and coliseum in the area. A project the PEDC was interested in constructing, the TEEEX team was to visit the proposed site and structures and determine recommendations for size and capacity, economic feasibility for both construction and maintenance, and the predicted economic impact as compared to similar Texas facilities.

In order to estimate feasibility and potential economic impact, TEEEX carefully benchmarked ten separate facilities in Texas. By comparing and analyzing operational techniques, marketing, event and industry types, and facility specifications, best practices were established in each category. Limiting comparison to Texas facilities helped maintain regional similarity as possible while still allowing for a range of size, budget, and purpose across facilities. Each facility was chosen specifically for having a multi-purpose function, containing a combination of arena, pavilion, exhibition hall, and auditorium.

TEEX identified three major best practices for running and maintaining an efficient and cost-effective facility. These were:

- Multi-use/Multi-functional space
- Professional Management/Staff
- Aggressive Marketing Strategy



The first of these—ensuring that the new facility could be converted for more than one specific type of event—was important in allowing for some flexibility. While Paris was mainly interested in an equestrian arena to cater to the 4-H and rodeo communities, TEEX was concerned with allowing for other forms of revenue-generating events as well. By making a facility available for different types of events—from rodeo to concerts, exhibitions and local activities—the facility could be used year-round instead of seasonally. The wider the range of hosting capability, the more likely Paris was to attract higher numbers of events, generating more revenue.

At the time of the report, the Lamar County population was only 33% the size of the average population of the compared counties in the study. Only one facility—Somervell—had a smaller county population. This could prove problematic as smaller tax bases tend to be less supportive of larger, publicly owned and run facilities. Local residents support public facilities in multiple phases: by paying taxes to construct, power, and run the facility, by working as staff in the facility and at events, and by attending events at the facility. The larger the local pool of labor and financial support, the stronger the supportive foundation for the facility.

An important finding of the study was that every case showed revenue falling below or just equal to operating budget. This is consistent with a national average of operational budgets for publicly owned facilities, which tend to generate less revenue than privately owned facilities (TEEX Paris Arena 2008). Industry best practices suggest that privately owned facilities tend to have better service, operational efficiency, and, subsequently, revenue because of the ability to subcontract and professionally train staff for event-facility related duties. This leads to the second best practice: professional (as in private) management and staff. Publicly run organizations generally do not have the same hiring and training ability as private organizations, leading to less efficiency and lower customer satisfaction (TEEX Paris Arena 2008). Public organizations are also less successful at implementing the aggressive marketing strategies associated with more successful facilities and higher revenues.

Accordingly, TEEX suggested that a privately owned facility would be more likely to generate sufficient revenue to cover costs. However, TEEX also noted that efficiency would perhaps not be impossible with a publicly owned facility as long as there was aggressive marketing effective in attracting the right type and amount of events to the center (TEEX Paris Arena 2008). Regardless of whether the operating budget was covered completely by revenue, the economic impact—in hotel tax revenues, restaurant attendance, and other tourism-related revenues—on Paris was predicted to be significant. TEEX predicted annual revenue increases between \$8 million and \$15 million from non-resident event attendees, depending on the number of events were held and total attendees. The impact could be as high as \$18.57 million if the estimation included resident attendees and local events.

Findings

Prior to visiting Paris, research indicated the existence of an arena in the area. After arriving in Paris and interviewing several city officials, it was determined that the multi-purpose arena described in the TEEX Arena report had in fact not been built and the facility found during research was a pre-existing arena owned by the city and used for local events. In light of this, the research focus shifted from questions about implementation of the TEEX report to understanding why the PEDC had decided not to go ahead with the project the report had been commissioned for.

At the time of the report, the Paris Economic Development Corporation was governed by a cooperative board that jointly oversaw the Paris Chamber of Commerce—the other major economic development organization in the city. Not long after the report was published, the city decided to reorganize the two development groups and each gained their own separate governing board. According to a local official, this made it easier for each organization to focus on its respective area of economic development: bringing in new industry for the PEDC and developing tourism and events for the Chamber of Commerce. At the time the report was commissioned, both organizations were aware of it. However, according to information gained during the



interviewing process, how the TEEX report was utilized varied significantly between the two organizations.

The PEDC, which spearheaded both the Arena Report and the Baseline Report for Paris, was more concerned with the latter report at the time both were published. According to a local official, the multi-purpose arena began as a PEDC initiative in response to an expressed community interest in the creation of new facility. Championed by a few key individuals within the organization, PEDC commissioned TEEX to determine how costly and profitable the facility could be. After the economy took a sudden downturn, the PEDC considered dropping the subject but a private citizen expressed interest in continuing with the project. The individual, despite having a possible site selected for the building, eventually decided to forego the project in the face of the continuing economic recession, the prospect of a facility which was unlikely to make any revenue (as predicted by the Arena Report), and rising gas prices. Gas prices, a local official stated, were “what really drove arena events:” if people couldn’t afford to travel to the event because the price of gas was too high, then events would be unsuccessful and the facility would be more likely to fail. After the private sponsor decided the arena was too costly, the PEDC had no true motivation to try to undertake the project and it was abandoned and the report shelved.

The Chamber of Commerce also received a copy of the report; while incapable of pursuing the creation of a new arena, new leadership enthusiastically grasped the opportunity to use the report to legitimize the renovation of a pre-existing arena. The Lamar County Fairgrounds, which is owned by the City of Paris, was originally built about 50 years ago by citizen volunteers. The fairgrounds, which were mistaken for the TEEX-inspired arena during preliminary research, are located within the Paris city limits and are currently used for local rodeo and fair events. For several years, the Chamber of Commerce and the local rodeo clubs have been looking into covering the open-air arena to make the fairgrounds more accessible year-round.

The last attempt at getting the fairgrounds covered was sponsored primarily by the local rodeo club.

According to an interviewee, the club had lined up a wealthy benefactor to fund the approximate \$1.2 million project, but had some trouble working out a lease agreement with the city. Despite having monetary and community support, the project eventually floundered as the club failed to make an acceptable agreement with the city and had to start over again. Current leadership within the Chamber, having gained autonomy from the industry-focused PEDC, is greatly supportive of advancing the project. Current joint-activity between the city and the rodeo club has sponsored a fundraiser to start seed money for funds to pay for the project. The Arena Report is being utilized by the Chamber as a benchmark for best practices in arenas across Texas and for statistics on costs of construction and management.

According to a local official, the Chamber has had an interest in this project even prior to their cooperation with the rodeo club. Before the split from the PEDC, both organizations had thought about renovating and covering the fairgrounds but didn’t consider it economically feasible. Outside of funding issues, the project seems to have suffered from a lack of community interest. Even with the recent revitalization of planning for the project, few outside of the Chamber and the rodeo club are aware of the plans for the fairground. As a rodeo club representative noted, “if you’ve never had it, you don’t miss it.” The fairgrounds have been around for some time and the community is accustomed to the facility as it is: they perhaps would not complain about any renovations, but currently seem to have little or no awareness or motivation for enacting said renovations.

In this manner, the report has found some utility even in the face of the decision not to go ahead with the multi-purpose arena project. The extensive research and data analysis is being used for statistical support for the Fairgrounds renovation project, adding legitimacy to garner support with the Chamber and the city. The report may also prove useful for any future facility projects with the PEDC, given a more favorable economic environment and renewed community interest.



PART VI: COMPREHENSIVE STUDIES



JACKSBORO, TX

ECONOMIC DEVELOPMENT STUDY

In 2009, the City of Jacksboro entered an agreement with TEEEX to produce an economic development study and a strategic plan for the city and the surrounding region. This was one of the first such projects undertaken by TEEEX and set the basis for future similar agreements with other communities around the state. Despite partial implementation of the recommendations of the report, the overall experience has been deemed positive by the residents of Jacksboro.



JACKSBORO, TX

AN ECONOMIC DEVELOPMENT STUDY



MAP 8: JACKSBORO, TX

Background

The city of Jacksboro, Texas is located in the northwest region of the state, sixty miles southeast of Wichita Falls at the junction of U.S. Highways 281 and 380, and is the county seat of Jack County, Texas. According to the city's website, in 2011 Jacksboro had a population of 4,511 while Jack county had a total population of 9,044 (City of Jacksboro website). The territorial size of the city is 6.5 square miles and Jacksboro has seen a slight increase (3.2%) in its population since 2000 Census (U.S. Census Bureau 2012). Jacksboro's population, with a median age of 39.2, tends to be older than the state average.

The total size of the labor force in Jack County according to the 2010 Census is 3,413 people over the age of 16 and a median income of \$46,801 which is 7% lower than the state average. The largest employment sector in the region is agriculture, forestry, fishing and hunting, and mining which occupy 23.8% of the workforce. The second largest employment sector, educational services, and health care and social assistance, employs an additional 18.7% of the workforce. The percentage

of the population with at least a Bachelor's degree is 8.1% and 2.4% hold graduate degrees. According to Sites on Texas the overall unemployment rate in Jack County is currently 6.90%.

Jacksboro's proximity to Forth Worth had led to the area being projected to be drawn into the DFW Metroplex within 15 years. This might present some challenges in the future as one of the most cherished notions by the population of Jacksboro that was communicated to TEEEX was the sense of community and the small town feel.

In order to create an economic climate that is conducive to investment and one that encourages orderly growth and the cultural development of both Jacksboro and Jack County, city officials created the Jacksboro Economic Development Corporation (EDC). In April 2009, the Jacksboro EDC entered a partnership with TEEEX with the goal of creating a strategic planning document as well as to provide training in economic development concepts to local officials including EDC members, city/county officials, and other community advocates.

The TEEEX/Jacksboro EDC partnership objectives were threefold: First, increase local understanding of economic development concepts through TEEEX-provided training. Second, produce a strategic plan and, third, raise awareness of and access to available state and federal resources. In May 2009, TEEEX staff visited Jacksboro to conduct an initial round of interviews with community leaders and to evaluate and observe the community and surrounding area in person, as well as perform a community inventory of potential economic development assets.

The second stage was for TEEEX to launch the Economic Development for Local Leaders Training Course followed by a community planning workshop. During the workshop, participants provided input on the areas they felt the community needed to focus



on and that might have a positive impact on the city's future. Overall, 26 participants indicated the important aspects of the community that they wanted to preserve and also shared their vision for the future of the community (TEEX Jacksboro 2007, 13).

Based on the input from the workshops, the on-site interviews, in addition to several weeks of research, TEEX produced a document that recognized three imperatives as foundational elements for the economic development in Jacksboro:

1. Retain the small town values that distinguish Jacksboro life.
2. Increased cooperation between city and county governments.
3. Diversification of the economic base.

With these imperatives serving as a guideline throughout the execution of the strategic plan, the EDC began what was designed to be a three year process. The intention was for the report to serve as living document and a strategic tool to be updated as progress was made towards a specific action.

TEEX Recommendations

After the collection of information from the workshops and interviews, TEEX produced a report with the following objectives and recommendations as to how to achieve them:

Objective 1: Enhance the quality of life in Jacksboro in ways that make the community more attractive to young families.

TEEX research found a tremendous need for child care services in Jacksboro. The report recommended conducting an inventory of families needing child care in order to quantify and assess the real need. Once the foundation and need for child care needs was established, the next step would be to encourage child care providers to the area by offering incentives if necessary. A successful implementation would be measured by the opening of private child care centers.

Another initiative was to facilitate the creation and promotion of youth activities supported by the EDC with the establishment of a Parks & Recreation

committee that meets regularly to work on defined projects. Similarly, TEEX recommended that a partnership be created with the City of Jacksboro to develop a Jacksboro Comprehensive Parks Plan.

Two action steps were recommended to be completed within two years: The first one was to be able to recruit partners for parks & recreation facilities and activities for a series of different improvement projects. The second one, and a highly visible project, was to develop a multi-faceted parks project that includes an operational swimming pool by year two. Finally, year two also had as an action plan the implementation of the Parks Plan with corresponding accomplishments and the potential addition of new initiatives.

Objective 2: Develop and promote tourism, building on existing natural, historical and cultural assets and local events.

Similar to the first objective, objective two includes several action steps with time frames that span from one to three years. Among the steps within the one year time frame were to develop and implement a "branding strategy" and a marketing and communications plan for Jacksboro that included the revitalization of downtown. Ideally, this objective was set so that visitors would be able to see the branding strategy incorporated into marketing and tourism activities.

Regarding personnel, TEEX recommended Jacksboro officials hire a Main Street Coordinator to fully participate in the Main Street program and to establish and develop a charter for the Tourism Council. Similarly, TEEX recommended the completion of the depot renovation project so that the facility would be open and serving visitors by the end of the first year. Furthermore, a recommendation was made to formalize the Jacksboro/Jack County Festival and Event Committee and have the committee chart established and adopted and convene committee meetings on a regular basis.

Another set of initiatives within the one year time frame was the assessment of interest in and opportunities for a downtown artisan and specialty foods incubator market assessment commissioned

and completed. TEEX recommended officials in Jacksboro conduct an inventory of nature and heritage tourism assets and have the inventory list ready by the end of the first year.

For the two year time frame, the action steps recommended were the completion of the Eastburn building renovation as part of the downtown revitalization and to have it open for business, and the evaluation of enhancement opportunities for Fort Richardson that included the commission and completion of a tourism opportunities assessment. Additionally, this time period called for further development of the park and campground adjacent to Fort Richardson and Twin Lakes with a strong, high quality tourism initiative.

Finally, TEEX recommended that Jacksboro develop a historic downtown hotel strategy by the end of year two as well as create a tourism development strategy to promote the city and the county.

Objective 3: Diversify the economic base through workforce and entrepreneur development.

For the longest time frame, three years, TEEX made the following recommendations. First, expand and formalize services with Workforce Solutions North Texas so quality services can be offered regularly to employers, youth, and job seekers. Secondly, Jacksboro must assist Workforce Solution North Texas (WSNT) in planning services to youth career development activities. Thirdly, city officials were to work closely with WSNT Business Services unit to build an employer-based WSNT's Business Services plan that engaged Jacksboro employers and entrepreneurs.

Regarding tourism and economic development, TEEX recommended preparing tools for tourism entrepreneurs as well as increasing access to resources offering services to entrepreneurial supportive communities. The goal was for Jacksboro to be certified as an entrepreneur community. Furthermore, TEEX also recommended encouraging entrepreneurship and small business growth resulting from tourism opportunities with the goal of having several start-up business and promotion of businesses by the end of year three. One proposal

was to consider the feasibility of a high tech incubator targeting youth workers and entrepreneurs and to produce a report within the same time frame.

Findings

Preliminary Capstone research found that the Depot and the Eastburn building have been completed and they are now operational. The Depot is the site for the offices of both the EDC and the Jacksboro Chamber of Commerce. The Eastburn building, a historic construction located at the center of town, now has a coffee shop/restaurant and will have a bed and breakfast. As part of the Eastburn building revitalization, a recreation area for the community was created in the adjacent land previously occupied by a collapsed building that was demolished as part of the redevelopment project.

Upon visiting the city and interviewing several city officials the Capstone team was able to evaluate the progress regarding the planning and implementation of the Strategic Plan formulated by TEEX. Overall, the decision to fund the report and enter a partnership with TEEX was seen as a positive one. Different city officials mentioned several times how important of a role the TEEX report played as a road map for development as well as a tool for legitimacy in the eyes of the citizens of Jacksboro. The TEEX report provided city officials and the EDC with the leverage needed to move some of these action plans forward.

While some of the projects were completed



PICTURE 6: JACKSBORO REVITALIZED DOWNTOWN

successfully such as the rehabilitations of the Eastburn building and the Depot, and the establishment of new child care facilities, some other projects are still in progress. Some of these projects, like the building of a new pool, received a tremendous amount of attention and although progress and efforts to complete this project are currently being made, they remain incomplete. Finally some of the recommendations of the report showed little or no progress either for lack of a viable option, funding, or simply having a lower priority in the community. Among these projects are the tech incubator feasibility study, the plan for youth career development activities, and the county festival.

In regard to the successful projects, there was some conflicting information gathered during the interviews conducted by the Capstone team. On one hand, the completion of projects such as the Depot and the revitalization of the Eastburn building were a product of the push made by the EDC, as suggested by the TEEX report. On the other hand, an alternative interpretation was that these accomplishments were largely due to the intervention of third party stakeholders that worked independently of the EDC.

During the interviews, a common theme emerged that the City of Jacksboro is “difficult to work with.” Interviewees cited obstacles such as the city changing the construction requirements after permits were issued thus increasing costs and making it difficult for third parties to participate in the outlined economic development projects. This was described as a “less than optimal situation for growth, both for local entrepreneurs as well as those looking to move or start a business in Jacksboro.” Based on field work observations, certain projects like the community pool are being carried by the EDC and the Pool committee and the City of Jacksboro is not involved, at least on the surface.

Furthermore, as pointed out in the TEEX report, the nearby Fort Richardson State Park provides Jacksboro with a unique opportunity to attract outsiders into town. The Pool rehabilitation project is part of this strategy. The old pool is located near the

entrance to the park making that location desirable due to the potential attraction of both local and non-local visitors. During the interviews however, some voices indicated that the pool might serve the community better if it were relocated to a more centric location and away from the highway. Since the pool is also part of the overall State Park strategy, the pool rehabilitation committee stated that the pool will better serve the community by also serving visitors to the park.

Other projects, such as the Main Street rehabilitation, had some false starts but interviewees indicated that these projects remain something city officials would like to pursue and bring to fruition. Other projects are already underway such as the Farmer’s Market held every Saturday during the summer. Additionally, there are currently some efforts underway to jointly work with the museum to raise money and awareness of the museum and its programs. Attempts have also been made to bring in a festival but the lack of funds at the state level makes this difficult for Jacksboro to accomplish.

In conclusion, the influence of the TEEX Strategic plan is evident in Jacksboro’s economic development progress during the last few years. While the recommendations of the strategic plan were not followed to the letter, its overall impact is visible and, per city officials, “extremely positive.” The report provided legitimacy to the activities of the EDC and, more importantly, provided a road map that the EDC could follow. While some of these projects, such as the Depot and Eastburn building, were in discussion prior to the creation of the report, it provided city officials with the validation necessary to pursue those projects. Although it is true that some of the action items have not been carried out, such as the creation and implementation of a comprehensive parks plan or a feasibility study of a high tech incubator, the impact of the report has been rated beneficial by those involved. Some even suggested that it might be time for a new strategic plan that focuses more on the impact of the quality of life for the citizens of Jacksboro.



VERNON, TX

COMMUNITY AND ECONOMIC DEVELOPMENT INITIATIVE

Shortly after TEEX published Vernon's report, local community leaders decided Vernon needed "a new start" to move forward. The TEEX report was a way to operationalize that movement. Quality workshops meant community buy-in was high and local officials placed emphasis on cooperation. Although officials had ideas for improving the TEEX recommendations, implementation has been successful.

VERNON, TX

COMMUNITY AND ECONOMIC DEVELOPMENT INITIATIVE



MAP 9: VERNON, TX

Background

Vernon, Texas is a community of eight square miles and is located roughly one hour northwest of Wichita Falls, and twenty miles from the Oklahoma border. Vernon is the county seat for Wilbarger County, which is roughly the mid-point between Dallas/Fort Worth and Amarillo along highway 287. As of the 2010 Census, 11,002 people call Vernon home, which is down 5.6% from a decade earlier. Similarly, Wilbarger County has seen a 7.8% decline in population over the same period – falling from 14,676 to 13,535. Meanwhile, the median income went up roughly 35% to settle at \$38,531 during this time. The majority of Vernon’s citizens identify themselves as white; non-Hispanic white persons make up 59.4% of the population while 28.4% identify as having Hispanic or Latino origin. Vernon has more citizens under 18 than they do over 65 years old (26.1% under 18 years and 15.5% over 65 years of age).

The top employers in Vernon include: North Texas State Hospital, Tyson Foods, Vernon ISD, Wal-Mart, Wilbarger General Hospital, W.T. Waggoner Ranch, Vernon College, the city and county governments, American Electric Power, and Rhodia. Together, these businesses have over 3,000 employees. According to the Census Bureau, 800 businesses operated in Vernon in 2007. In addition, several local facilities bring visitors to Vernon, which include the Wilbarger Memorial Auditorium, the Red River Valley Museum, and the Covered Events Arena. The Santa Rosa Roundup and Summers Last Blast are two special events that also bring many visitors to Vernon. Interestingly, the Texas ranch with the most continuous acres is headquartered in Vernon. The Waggoner ranch operates over 500,000 acres. The Great Western Cattle Trail once ran through the community, also furthering its strong western heritage and culture.

The Business Development Corporation (BDC) of Vernon contacted TEEEX in 2007. During the summer meetings that year, time was set aside to “Discuss and consider action regarding participation in the Target Program through TEEEX for a Community Assessment and Community Strategic Plan” (Agenda, BDC 2007). The partnership flourished, for within nine months TEEEX had supplied the Community and Economic Development Initiative.

Before the report could take shape, TEEEX held a number of workshops in early 2008 to connect stakeholders with the priorities that were important to them. Nearly 40 community members participated in these workshops. The government and business sectors were represented best but there were a number of other affiliations represented including schools, non-profits, and a religious organization.



Ages of attendees ranged from college students to retired workers.

TEEX Recommendations

TEEX took the wants and needs expressed by community members at the workshops to develop nine high priority recommendations for Vernon that aimed at meeting the expressed vision and goals (TEEX Vernon 2008). The goals were as follows:

1. Main Street Program and Downtown Revitalization
2. Local Government and Community Interaction
3. Western Heritage & Coordinated Tourism Efforts
4. Wilbarger Auditorium Optimization
5. Workforce Attraction and Development
6. Covered Events Center
7. Youth Activities
8. Beautification
9. Attract New Industry - Retirement Community

There were other important topics covered as well. Concerns over Vernon's water quality were discussed at length in the workshops, and stakeholders rated it as the highest priority. Yet TEEX's research found these water quality concerns to be mainly a perception problem, and concluded that there were no real out-of-the-ordinary water quality issues. For this reason, water quality is included under the "Local Government and Community Interaction" goal above. Several other recommendations are subsumed under larger goals, including a waterpark, paved roads, the airport, jailhouse, and the Red River Valley Museum expansion.

Four action items were also provided by TEEX. These were listed as "critical for the successful implementation of a robust Economic Development initiative." The following are the four action items (TEEX Vernon 2008).

1. Establish and fill recommended key positions

- Main Street/Downtown Program Director
- Tourism Director

- Auditorium Facilities Director

Event Center Professional Management/Staff

2. Initiate Texas Main Street program and comprehensive development strategy for downtown

3. Coordinate a community branding and tourism strategy between the city, county, chamber and civic organizations in order to capitalize on Vernon's western heritage

4. Initiate "Leadership Vernon" program and other efforts to engage citizens and open communication between elected leadership and citizens

The next section discusses the degree of success in implementation of these goals since the report was delivered and actions items over the coming four to five years.

Findings

To determine what has happened in Vernon since the TEEX report was delivered, interviews were conducted with Vernon's public officials in February 2012. Some of the officials had participated in the 2008 TEEX workshops. A small number of the interviewees have become community leaders after the Vernon report was published, while others were original participants in the TEEX workshops but have since retired. All were familiar with the Community and Economic Development Initiative that TEEX developed for the city.

Many of the officials recalled the debate surrounding whether or not the Vernon community should invest in a TEEX development report. Some remembered previous economic development reports done for Vernon that were of low quality and never implemented. Consequently, they did not want another report that would simply collect dust. However, other key organizations within the city did not agree with this perspective. The Business Development Corporation, for example, was a strong supporter of a 2008 TEEX report for Vernon. In fact, the BDC paid for 93% of the TEEX report; the city and county split the remaining costs.



As mentioned, once TEEEX began its process, workshops were scheduled to describe an economic development vision for community – and the kinds of projects needed to be completed to meet that vision. Many of the city officials described how TEEEX talked with community members, not just community leaders, to describe a vision that would encompass the needs and wants of more than just the city officials. Virtually all of the interviewees agreed this was crucial to the TEEEX report’s final success. Community buy-in was high once the report was released because the community helped shape it. The community leaders did not have to sell the projects recommended by TEEEX because many already enjoyed at least some level of community support.

About the time the Vernon TEEEX report was published, a few new city leaders took their positions. These officials, along with the leaders of the other various community organizations (the BDC, the Chamber of Commerce, city staff, elected city officials, and county government) agreed to improve relations across the organizations they represented, making the commitment to work together to better Vernon. An important thing they agreed to cooperate on was implementing TEEEX’s Vernon report. They decided Vernon needed a “new face,” or “a new start” to move forward and the TEEEX report was a way to operationalize that movement forward. They worked together publicly through community meetings and community breakfasts. These gatherings were open to all community members. In fact, they were encouraged to attend and a local business would often provide a meal. The leaders of the different city organizations also met once a month to have breakfast with each other, allowing them to stay informed with each other’s activities. The TEEEX recommendations were a focus of most of these meetings. These leaders also began serving as members within the other organizations, which further fostered a sense of collaboration. Many interviewees cited this as the second critical reason for Vernon’s successful implementation of the TEEEX plan, in addition to the community buy in due to the workshops.

Vernon has successfully implemented much of TEEEX’s community and economic development proposals. In fact, community leaders held a

meeting in September of 2011 to celebrate the (approximate) five year anniversary of TEEEX’s Vernon report. They celebrated the fact that all of TEEEX’s recommendations had either been completed or were ongoing. One of the more impressive recommendations that had been achieved was the construction of a covered events center/arena. It is a 64,000 square foot state-of-the-art indoor equine facility with seating for 500. With 35 events listed on its website for 2011, the events center has been very popular. Another one of the nine high-priority functions was a coordinated tourism effort. In driving from College Station to Vernon, one is likely to see three or four billboards promoting Vernon. Searching the internet for Vernon will showcase a new, attractive looking portal with links to the city, county, events center, Chamber of Commerce, Business Development Corporation, Independent School District, Vernon College, and Wilbarger General Hospital websites. A unique brand, the “Longhorn V,” can be found on billboards, brochures, the internet, and within the city, which has become an identifier for the city. Of the other seven high-priority functions, four of them were designated as complete at the five year anniversary of the TEEEX report. Progress has been made on the remaining three (workforce attraction and development, youth activities, beautification) but they are considered ongoing. The recommendations that are subparts of other goals (the waterpark, paved roads, airport, jailhouse, and the expansion to the Red River Valley Museum) are also considered either completed or ongoing.

Vernon		
Main Function	Main Function	Main Function
Water Quality	Better Workforce	Red River Valley Museum Expansion
Downtown/Main Street Program Revitalization	Coordinated Tourism Effort	Waterpark
Local Government and Community Interaction	Covered Events Center (aka) Arena	Paved Roads
Capitalize on Western Heritage Tourism	Youth Activities	Capitalize on Auto Related Tourism Opportunities
Water Resources	Beautification	Airport
Wilbarger Auditorium	Attract New Industry	Jailhouse

PICTURE 7: RECOMMENDATIONS TRACKER

While the interviewees were generally happy with TEEEX’s recommendations, they did offer some

constructive criticism. Several of the interviewees would have liked to see the recommendations quantifiable such that they can be declared “complete.” Beautifying a city is never complete, but community leaders would appreciate actual benchmarks for goals – letting them know what is reasonable to accomplish within a given time period can make a more effective goal. Another criticism was the feeling that many of the TEEEX recommendations felt “off the shelf.” A few Vernon officials suggested TEEEX could tailor the solutions specifically for the Vernon community better – or provide alternative goals. For example, the hiring of four new individuals was not practical for Vernon, as the city could not afford the new hires. An alternative would have given Vernon another path to complete the TEEEX recommendation. One of the new hires TEEEX recommended was an events coordinator for the covered events center. While Vernon could not afford this (economically or politically), the facility stays very busy with no coordinator. Instead, Vernon shifted some job responsibilities and utilized volunteer hours. The interviewees had mixed opinions on the final critique of TEEEX’s relationship with Vernon. Some called for increased feedback, while others thought the lack of any contact was fine. It was suggested that contact every six months or so might ensure the plan remained in the forefront, and increase its likelihood of success. There was also disagreement among the interviewees on how many of these nine functions were already “in the works” prior to the TEEEX workshops and report. City officials were very surprised by some of the goals identified through the workshops and a few were also surprised by the high priority given to quality of life projects, including water quality, a water park, museum expansion, etc.. Regardless of whether the recommendations offered by TEEEX had already been thought of by Vernon’s leaders, the interviewees agreed the TEEEX report helped coalesce the community’s wants and needs.

While it is difficult to determine the impact of external effects on the implementation of the TEEEX plan, most interviewees felt the recession did not have a great effect. In fact, most of the officials believed sales tax revenue actually increased during the recession. A few individuals mentioned the drought as having had a negative impact. Another difficulty encountered by Vernon officials as they went about

implementing TEEEX recommendations was community members who are against everything or feel nothing will work. The officials felt that this is unavoidable when a community pursues new projects. On the other hand, they also felt this problem was greatly reduced because the workshops encouraged community buy-in.

The officials in Vernon are now ready for another five year plan. They view the 2008 TEEEX Community and Economic Development Initiative as a five year strategic plan – and they have completed it. There is not agreement, however, on what the next report should look like, or which organization should provide it. Some of the interviewees would like to see another report by TEEEX. They like knowing who they would be working with, rather than taking a chance with another organization. Plus, they have had a positive history with TEEEX through the 2008 report. Other officials would like to see a more forward looking approach and they felt TEEEX would not offer Vernon a vision for the more distant future, which is what they want.

The interviewees were very positive towards TEEEX and the report they developed for Vernon. Vernon has enjoyed significant community and economic development since 2008. The city officials who were interviewed felt there were two main reasons for that success. First, the TEEEX workshops facilitated significant community buy-in for the recommendations in the report, although as noted, some of which were not original ideas. Second, the leaders of the community committed to working together to implement the recommendations.

Along with their praise, the city officials offered some suggestions for improvements they felt could have been made to the TEEEX report. These comments were constructive criticisms and remained positive. First, the Vernon interviewees would have like to see more quantifiable recommendations. Second, they wished TEEEX’s recommendations were tailored to the community’s specific situation. If that situation is unclear, giving the community some alternative recommendations would enable them to pick what is the best fit. The final suggestion for improvement, only partly agreed to by the interviewees, was more follow-up contact from TEEEX





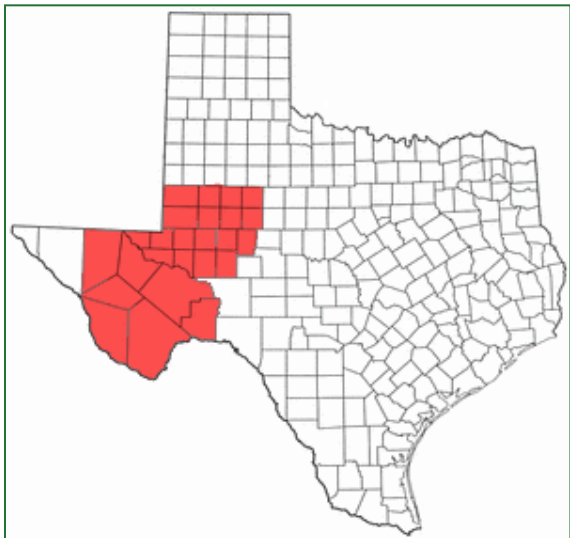


PERMIAN BASIN, TX ECONOMIC DEVELOPMENT STRATEGY

In 2007, the Permian Basin Regional Planning Commission contacted TEEX to create a comprehensive economic development strategy as a step towards creating an economic development district. Following the report's completion, the region encountered several obstacles preventing progress on many of the report's goals. While the Regional Planning Commission has not implemented any of the recommendations, several local community leaders have taken it upon themselves to accomplish many of the goals outlined in the report.

PERMIAN BASIN, TX

ECONOMIC DEVELOPMENT STRATEGY



MAP 10: PERMIAN BASIN

Background

The Permian Basin Regional Planning Commission (PBRPC) represents the Permian Basin, a 23,484 square mile, 17 county region with a population of 417,679 in West Texas (Sites on Texas 2012). When the PBRPC received a US Department of Commerce Economic Development Administration grant in 2008 to develop a comprehensive economic development strategy, the region was in the midst of an oil boom (TEEX Permian Basin 2008). Prices for petroleum, the primary driver of the economy in the region, were nearing record highs, over \$130 per barrel (Energy Information Agency 2012). Despite an economic high and full employment, the Permian Basin still had a per capita personal income of almost \$3,000 less than the rest of Texas (TEEX Permian Basin 2008). Unlike many other rural regions in Texas, the Permian Basin has experienced 11% population growth between the 2000 and 2010 Census, with greater growth expected (Sites on Texas 2012; TEEX Permian Basin 2008).

The PBRPC realized that high petroleum prices were not going to last and acknowledged the relatively low income of the region. They opted to pursue an economic development district designation and move beyond a council of governments (COG). The first step was a comprehensive economic development strategy (CEDS). In 2008, the Regional Planning Commission contacted TEEX to help complete this task. Through community forums and discussions with leading economic development and government officials, the CEDS identified five areas of improvement, each with their own set of objectives (TEEX Permian Basin 2008, 30-34).

TEEX Recommendations

Education and Workforce Development:

1. Develop and implement a comprehensive regional plan for career and technology education.
2. Support and promote programs aimed at improving high school graduation and college enrollment.
3. Support The University of Texas Permian Basin in establishing and developing academic programs that are relevant to industry needs.
4. Develop and implement a comprehensive regional workforce recruiting plan.

Transportation and Infrastructure:

1. Market transportation options throughout the region.
2. Support the creation of regional water/wastewater management strategies
3. Create and implement a master, multi-modal regional transportation infrastructure plan.



4. Support the development of community/county land use, transportation and economic development plans.

Housing:

1. Support the establishment of a Permian Basin Housing Alliance.
2. Develop and implement an innovative rural housing development model.
3. Promote the use of a rehabilitation loan and other funding sources to improve/expand target neighborhoods.

Industry Diversification:

1. Establish a regional partnership for promotion and advocacy of Permian Basin economic development.
2. Identify and pursue industry expansion among new and emerging energy markets.
3. Establish and implement a Permian Basin energy innovation/entrepreneurship initiative.
4. Establish venture capital/investor network to support Permian Basin entrepreneurs.

Regional Marketing and Outreach

1. Develop and implement a comprehensive regional marketing and branding strategy and campaign for the Permian Basin.
2. Host periodic regional economic development summits to encourage education and planning among the region's economic developers and encourage regional collaboration and promotion.
3. Establish and implement a regional advocacy committee to educate local, regional, state, and federal officials regarding the importance of the Permian Basin to state and national economies.

Several issues have affected the implementation of the CEDS: the collapse of the banking industry in 2007 and 2008 created a shortage of credit for consumers and business; in the last half of 2008, oil prices dropped from their high of almost \$140 per barrel to under \$40 per barrel (Energy Information Agency 2012).

Findings

At the regional level, the Permian Basin Comprehensive Economic Development Strategy has not been implemented. However, the various objectives identified in the TEEX report have experienced improvement. At the local level, significant efforts are underway to achieve and surpass many of the goals set in the CEDS. Many of these efforts are occurring without intimate knowledge of the report, but rather, local government and community leaders are recognizing the needs for improvement in the targeted areas.

Education and Workforce Development

Interviews with local economic developers indicated significant support for education and workforce development programs. Most mentioned that significant programs were underway, either through vocational training and dual credit courses in the high school or through community colleges and satellite campuses offering vocational courses. For example, the Andrews Business and Technology Center has partnered with Odessa College and The University of Texas of the Permian Basin (UTPB) to provide several vocational courses that provide college credit (Andrews Business and Technology Center n.d.). Many of these vocational and technical programs are dedicated to the support of the oil and gas industry.

Other efforts are currently underway encourage additional. According to one economic development director, local business developing apprenticeship programs to provide an incentive to complete high school, and possess the necessary skills and experience to get better paying jobs upon graduation. According to another economic developer, the PBRPC and Workforce Solutions Permian Basin, the state workforce development board for the region, established an apprenticeship program. This program, originally supported by a grant that paid a portion of the participants' salaries, gained significant traction in the business community. The economic development director claims that companies participating in the program have opted to continue, despite a lack of funding.



Despite these efforts, the region has been unable to make significant progress in graduation rates and college enrollment. Of the population that is 25 years or older, about 20% have either an associate, bachelors, or graduate degree, considerably less than the national average (Sites on Texas 2012). One of the factors in poor college attendance rates is the draw of the oil fields, where jobs reportedly pay between \$70,000 and \$90,000 per year, without a college education. To address the situation, Workforce Solutions Permian Basin (n.d.) developed a list of "Jobs for the Future," which have some of the highest growth and wage potential in the region. However, the training programs are not open to everyone, but only to those who qualify, thus targeting only a select population (Workforce Solutions n.d.).

Issues with full employment create obstacles as well. While full employment, where the unemployment rate hovers around 4-5%, is not traditionally an issue, it is creating labor shortages for businesses that are not in the oil and gas industry. One economic developer said that it is common in his town for there to be an empty restaurant with an hour wait because there is not enough wait staff. Another said that he walked into a Subway restaurant that had two employees; when he left, there was only one. The McDonald's across the street had lured the second employee away. Events like these are not uncommon. One prominent official said that they are losing skilled professionals, such as teachers, to the oil fields daily. The oil and gas industry's monopoly on employees makes it impossible for other sectors of the economy to hire and retain unskilled labor.

Transportation and Infrastructure

Infrastructure and public transportation are poorly developed in the Permian Basin. The few public transportation options in the region are underdeveloped and underutilized. The Permian Basin Rural Transit District oversees the TRAX program, which "provides professional, cost effective, coordinate passenger transportation services to the general public..." (West Texas Opportunities 2012). Despite their mission of providing these services to the public, there is the perception that the program is for low income and

minority populations, according to one government official, suggesting that the program may not be reaching its full potential. TRAX provides service to most of the geologically defined Permian Basin, despite the Rural Transit District being part of the PBRPC (West Texas Opportunities 2012).

Midland and Odessa also share a public transportation service, the EZ-Rider. The system, operated by the Midland-Odessa Urban Transit District provides regular bus services throughout the two cities. According to EZ-Rider website, busses run on an hourly basis within each city. The routes service much of each metropolitan area, but there remain large swaths of each town that are not served by the bus system. Moreover, the Midland-Odessa Urban Transit District (n.d.) reports no routes between Midland and Odessa, but claims that this route will be considered once ridership increases. This contradicts a news report stating that service between the two cities will begin in September 2011. The report claims that the funding came through a grant from the Texas Department of Transportation. Nevertheless, there is little support for the expansion of services. John James, a Midland City Council Member and a member of the Midland-Odessa Urban Transit District Board, though not listed as such on the board's website, is quoted that he is not "interested in...costing the city additional tax dollars" (Thurber 2011; Midland-Odessa Urban Transit District n.d.).

Public transportation is not the only issue facing the Permian Basin. Another issue is water. TEEX (2008, 31) suggested that the PBRPC needs to "support the creation of regional water/wastewater management strategies." Cities such as Andrews and Monahans have water secured for the next several decades, without any water restrictions. However, other cities are threatened with running out of water in the near future. In March of 2012, many member cities of the CRMWD were nearing or experiencing the fourth stage of five in water rationing, according to some government officials. In stage four in Midland, the city implements severe restrictions on water usage including the prohibition of adding any new meters to the water system and the allowance of irrigating one's lawn for only two hours on a specific day during the week (City of Midland, Texas 2011). Odessa is in such a



precarious predicament that the city may run out of water by the end of 2012. To prevent this, the city recently purchased rights to an aquifer in Ward County for \$87 million, according to one economic developer. To get the water to Odessa, where the Colorado River Municipal Water District (CRMWD) has its storage facilities, a 45-mile long pipeline must be built (Toledanes 2012).

The region also is combatting their water shortages the construction of a water reclamation plant in Big Spring. The \$12 million project is estimated to reclaim 2 million gallons of water per day. The CRMWD mixes the reclaimed water back into the water supply after selling some to local companies (Folsom 2010). According to one prominent official, Odessa and the CRMWD are also exploring the possibility of building a desalination plant. This plant would drill a well reaching brackish waters and make the water fit for consumption. Although this is an energy intensive process, with the abundance of available energy in the region, the Permian Basin should be able to allay this concern.

Another TEEEX (31) objective is to create and implement a multi-modal regional transportation infrastructure plan. In discussions with economic developers, a common theme emerged: because they are employed by a city or a chamber of commerce, their responsibility is primarily to the city, not the region. Another common theme involves the costs of building multi-modal transportation. One economic developer, whose town does not have rail access, said it was not cost effective to build a rail line to his community. Moreover, he said that the city was not disadvantaged because there is relatively close rail access.

There are other efforts to build multi-modal transportation throughout the region, however. The Midland-Odessa Transportation Alliance (MOTRAN) is designed to connect Midland and Odessa to the Pacific Ocean through Chihuahua, Mexico. The route will ultimately provide connections to Amarillo, Oklahoma City, and the Dallas-Ft. Worth region. Midland and Odessa as well as Ector and Midland Counties, and their respective economic development agencies are the only government agencies involved (MOTRAN n.d.). Even though the project will benefit the region, this is not a regional

effort and suffers from the same issue presented earlier: their responsibility is primarily to their city and county.

To economic development projects, cities in the Permian Basin and their respective counties must cooperate. This is already happening in a number of communities. Some have opted to use the economic development director of the county seat to coordinate development for the county. In such a system, the city and the county know the economic development projects underway and are better able to coordinate resources. Furthermore, the tax structure favors the county rather than the city, due to the production of oil and natural gas beyond city limits; thus, the county and its cities must work closely to accomplish any sort of economic development.

Another issue of concern is the degradation of infrastructure, particularly the wear and tear on the roads. One economic development coordinator commented on the damage to light poles, traffic lights, fire hydrants, and sidewalks caused by truck with greater than two axels traveling through the city. The additional traffic due to increased oil and gas development is degrading the roads in the region at a greater than expected rate (MOTRAN n.d.). According to a regional official, even with oil and gas income, there is not enough money to maintain infrastructure at the rate it is degrading. Communities are dealing with this issue as they can. One city is building a reliever route, but avoiding using funds from the Texas Department of Transportation. To expedite the process, the city is funding the route on its own, taking on debt for the first time in city history, which will allow the process to be completed within three years. The community, however, has over \$20 million in reserve.

Housing

"Housing is our biggest problem," stated one economic developer in the region. Of all the objectives in the TEEEX report, the housing issues have had the least amount of progress. The primary issue is a lack of credit. Credit restrictions following the collapse of the banking industry in 2007 and 2008 affected the Permian Basin particularly hard. The oil and gas industry works largely in a boom and



bust cycle; thus, it is difficult for those who find work in the fields during boom years to gain access to credit.

Another issue is homes simply cannot be built quickly enough. This, according to some economic developers, results from two complications. The first is the lack of builders. Many of these communities cannot attract homebuilders to the area due to the lack of labor, which stems from full employment in the region. Builders simply cannot compete with the oil fields. The second issue is that builders cannot bring in the necessary resources quickly enough. Compounding this issue is the types of homes being built; they are not targeted for the market. Homes being built are larger houses than what is needed. Another mentioned that his city needs apartment complexes, not several bedroom homes. The rental market is fraught with issues of its own. A government official mentioned that he owns several three bedroom, three bath houses, which he leases for \$1500 per month. The cheapest rent mentioned was close to \$900 per month, but for the majority of communities, "extremely cheap" rent hovered around \$1200.

Industry Diversification

Industry diversification is the primary objective for almost every local economic developer. The boom and bust nature of oil parallels the economies of the cities and towns of the Permian Basin. Like the varied communities in the region, each town, city, and county is pursuing its own means to economic diversity. For example, a site outside of Andrews is under consideration for a low-grade nuclear waste site. The proposed facility will accept waste from up to twelve states and bring a number of jobs to the area (Koppel 2012). Several communities are also working towards developing other industries. Monahans lured a Village Farms greenhouse complex to the city; the 30-acre project was expected to employ close to 100 people, most of whom would be locals. Moreover, there are plans to build three additional greenhouses, creating a 120-acre complex devoted to growing vegetables and producing around 900,000 pounds of produce per acre (Halpern 2011).

For some PBRPC members, tourism helps diversify their economic base. In Fort Stockton, the city recently renovated its tourism center, housed in an old train depot. Other projects have expanded on the renovated train station, turning the surrounding area into a plaza, complete with signs describing the history of Pecos County and Fort Stockton. Unlike many other cities in the Permian Basin, Fort Stockton has the advantage of available hotel rooms. Of the 1100 rooms available, oil and gas renters currently fill only 70-80% of the rooms. Government officials in other towns said that they are lucky to have one or two rooms available on any given night. Fort Stockton continues hosting a number of tourism events. The Big Bend Open Road Race is an annual race from Fort Stockton to Sanderson and back, one of the few remaining open road races in the United States (Fort Stockton Chamber of Commerce 2011). Pecos County is also home to one of the largest producers of wine in Texas, Mesa Vineyards, as well as a Firestone test track, both of which bring in a number of visitors annually. Additionally, the town is situated about halfway between San Antonio and El Paso and is relatively close to Big Bend National Park.

Renewable energy is another industry in the Permian Basin. The Permian Basin and surrounding regions have access to some of the fastest wind speeds in the US. Texas experiences other advantages that make it more amenable to energy development. The Electric Reliability Council of Texas (ERCOT) regulates most of Texas's electricity. ERCOT's grid is contained completely within the state of Texas and exempt from federal regulation (Federal Energy Regulatory Commission 2012). According to several government officials, transmission capacity of electricity is the only limiting factor to building more renewable energy projects. While most economic developers noted more transmission lines will be completed by the end of 2012, all mentioned that no new projects can be permitted until the lines are completed. However, there are projects in the planning stages. Most officials mentioned they had at least one renewable project in the works, both wind and solar.

The lack of transmission lines is not the only issue facing renewable energy projects. Mineral rights complicate some of these projects considerably,



particularly solar. Over time, surface rights can become separated from the mineral rights, because mineral rights and surface rights are treated as separate entities (Texas Railroad Commission 2007). This creates a number of issues for solar projects. According to one economic developer, mineral rights trump surface rights. This can cause problems for solar projects because many solar projects require vast tracts of land. Should the owners of the ground beneath the solar project wish to drill, the solar investors can lose some, if not all of their investment.

Another energy undertaking is the development of the Texas Clean Energy Project, by Summit Power, in Odessa. According to one government official, the plant will provide a number of jobs for those returning from the oil fields. However, the Summit plant may help extend oil production in the Permian Basin. The Texas Clean Energy Project will utilize carbon capture technology to reduce Carbon Dioxide emissions (Summit Power 2012). According to several government officials, once captured, the CO₂ will be sold and pumped into the ground to help extend the life of an oil well. The officials elaborated that the Permian Basin is one of the few regions in the country where capturing and storing CO₂ is feasible because the infrastructure to transport the gas is already in place.

Regional Marketing and Outreach

Other than housing, regional marketing and outreach appears to have had the highest level of neglect, according to the CEDS. No objectives are complete; however, there is regional marketing going on. Almost every member of the PBRPC, as well as the PBRPC, is part of an organization called The High Ground of Texas, "a marketing coalition made up of over 75 members with economic development interests in the region" (The High Ground of Texas 2011). However, the website makes it appear as though some of its efforts bleed into the economic development realm. Portions of The High Ground's website mention knowledge of available properties and the availability of certain tax abatements, while other sections describe a campaign for better housing options in the region, by working with builders. Moreover, "The High Ground of Texas is involved in the recruitment and

expansion of several markets that are a good fit for the economy of the region" (The High Ground of Texas 2011). The fact that the PBRPC and its members are turning to a regional organization that blends both marketing and economic development suggests that the PBRPC may not be an organization best suited for economic development.

Regionalism

Regionalism, although not mentioned as an objective group in the TEEEX report, is central to the area and is an underlying theme throughout the report. In interviews with local government and economic development leaders, two prominent issues clearly contributed to the failure of the implementation of the CEDS. The first is the insufficient buy-in to the regional organization. This resulted from a lack of trust in the PBRPC and from the fact that many regional ties, which are more suited for the local communities, already exist. The second problem in implementation of the CEDS is that the PBRPC is not equipped for the task.

In extensive interviews, one topic that consistently arose was regionalism, although not necessarily involving the PBRPC. Officials often mentioned things that were going on in other cities and towns and their relationships with their community leaders. Each official knew what was going on in each other's city. This resulted from the close working relationships that these officials have; many speak on a semi-regular basis. Sometimes this knowledge extended into close cooperation. Two economic developers in different cities mentioned sending potential projects back and forth between each other because one official's community might be better suited for the project than other. Other relationships, however, operate in a different way. One government official said: "As Midland and Odessa goes, so too does the region." For many of these communities, especially the smaller outlying towns depend on these larger cities for sustained growth.

Another reason for the lack of buy-in at the community level is the apparent lack of trust in the PBRPC and a number of other organizations that are larger than the county level. Many community leaders expressed that they are best suited to pursue local interests because they and their fellow



government officials are the most familiar with their city. Consider the city that is building its own reliever route and trying to keep it a local project as much as possible. In searching for other regional development initiatives, it became apparent that this sentiment extends beyond state government, however. "People in Texas are amazingly self-sufficient," said a representative of a Congressional office when asked whether the office assisted local communities in any way. He expanded on this by stating, "It's not the Federal Government's job to make West Texas prosper."

Interviews provided evidence that there is little contact with the PBRPC, and some viewed it as incompetent. Many participants mentioned that they were not aware of the TEEX report, despite having their names listed as active participants in the CEDS process. When reminded and shown the strategy, they often said they remembered the process vaguely, but had never seen the finished report. One official expressed surprise that officials at the PBRPC had undertaken and completed such an ambitious project. Ultimately, it became clear that some local communities were not interested in working with the PBRPC.

Interviews with representatives who are familiar with the PBRPC and are involved in its governance indicated the focus is other than on purely regional development. Currently, the PBRPC, which was founded as a Council of Governments (COG), is pursuing a variety of emergency management grants, primarily to get each community's radio system compatible with each other. One official involved in the organization said that these are the only kinds of grants available to the COG. However, another governing official said he understands the need to pursue such endeavors, but wishes that the PBRPC would pursue other initiatives. An official at the PBRPC said that the COG's role is to help the communities most in need of economic development first; there are towns in the Permian Basin without economic developers and counties that are economically distressed. It is in these communities that the PBRPC prefers to place their economic development focus and some evidence of this assistance exists. An official from one of the economically distressed counties mentioned that the

PBRPC helped secure a Competitive Renewable Energy Zone designation for their community and county and has helped in some other endeavors, as well.

Ultimately, the problem might be that the COG is stretched for resources. On its website, PBRPC discusses its origins: "The Permian Basin Regional Planning Commission was founded for purposes of solving area-wide problems through... individual governments [combining] their resources and talents to meet challenges beyond their individual capabilities... PBRPC both compliments and supplements government without infringing on local home rule" (PBRPC n.d.). This statement demonstrates the commission's role as a COG. However, according to one PBRPC official, the COG was also designated an economic development district in 2010. The official mentioned that the PBRPC is new to economic development planning at the regional and state level, and there are limited opportunities working at the regional level. Despite the PBRPC's overlap in its roles as a COG and an economic development district, there is too much that cannot be done "without infringing on local home rule" (PBRPC n.d.).

For various reasons, the PBRPC has not implemented its CEDS. Yet, many economic developers and government officials have recognized the needs of their community, many of which are listed in the TEEX document. One economic developer summed the Permian Basin's situation perfectly: "The oil fields are our blessing and our curse." In many instances, communities would not be experiencing the problems that they are without oil. Oil, however, provides the money and solutions to rectify many of the issues that these communities are facing. Moving forward, many communities are working together and on their own to create sustained development for when, not if, the oil companies leave. The PBRPC is examining its future, as well. It has already begun the process of updating its CEDS and recertifying as an economic development district. Possibly, the COG can apply the experiences it has gained from its first run at economic development and create meaningful regional economic growth for the years to come.





PARIS, TX & LAMAR CO.

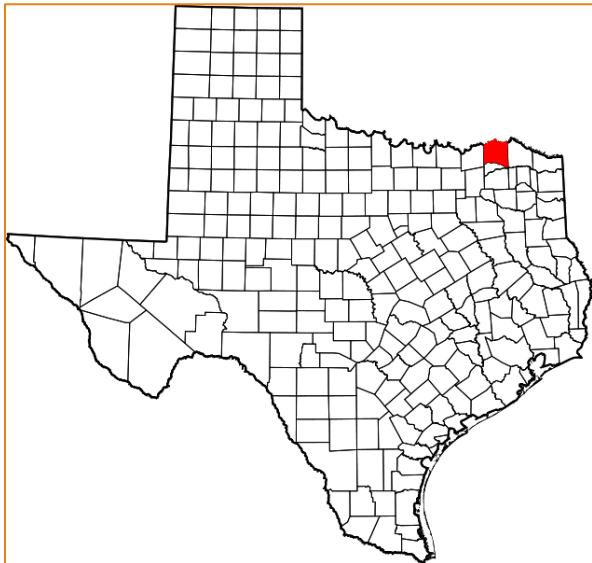
BASELINE STUDY

In 2007, the Paris Economic Development Corporation contacted TEEX seeking technical assistance to help the city develop a range of activities that would accelerate their local economic development efforts. To meet this request, TEEX developed a “Baseline Report for Paris and Lamar County” in which they provide a regional and county overview, local business profile, and future industry trends. The purpose of the report was to provide an overview of the community and serve as a benchmark for progress in Paris, TX and Lamar County.



PARIS, TX & LAMAR CO.

BASELINE STUDY



MAP 11: LAMAR COUNTY

Background

The City of Paris, Texas is located 100 miles northeast from Dallas, Texas, less than 30 miles away from the Texas-Oklahoma border. Paris is the county seat of Lamar County. According to the 2010 Census, 25,171 out of the 49,793 people in Lamar County call Paris home. And while Lamar County experienced a population increase of 2.7 percent since the 2000 Census, Paris experienced a decrease of 2.8 percent. In terms of land, the city of Paris occupies 36.50 square miles out of the 907.18 square miles in Lamar County. The population density for the city and the county is 689.6 and 54.9 persons per square mile, respectively.

The people of Paris and Lamar County reported a median household income of \$30,327 and \$38,283, respectively. This represents an increase in income of 10.95% and 20.9% from 2000. Most of the employment is in the manufacturing, education, and healthcare industries. The city's proximity to the Texas border with Oklahoma and Arkansas and proximity to three large metropolitan areas in each of the states positions Paris as a good place to

manufacture. With corporations like Campbell's Soup and Kimberly-Clark operating plants in Paris, the city has gained a reputation for manufacturing in the area. However, according to some local officials, the economy in Paris and Lamar County has been "stagnant" during the past decade. In response to this, Paris and the local economic development organizations have launched an aggressive campaign to retain and attract businesses and tourism.

Two organizations play a major role in the economic development efforts in Paris and Lamar County: The Paris Economic Development Corporation (PEDC) and the Lamar County Chamber of Commerce. The main function of PEDC is to attract businesses and create jobs. The Chamber of Commerce, on the other hand, is in charge of developing and attracting tourism. Major economic development initiatives by both organizations give an impression that Paris and Lamar County seem to be looking at the future and are working to adapt to the current and future economic and demographic trends. However, these sorts of initiatives were not a common feature of local government in the past decade.

TEEX Recommendations

In 2007, the Technology and Economic Development Division of TEEX was contacted by the PEDC to provide technical assistance to help the City develop a range of activities that would accelerate their local economic development efforts. To this end, TEEX developed a baseline report "representing a snapshot of community demographics at a particular point in time and serves as a basis for comparison for measuring effectiveness of future development efforts" (TEEX Paris and Lamar 2007, 5). The baseline report is divided into two sections. Section one provides a regional and county overview; section two provides a local business profile.



In section one TEEEX examined the demographics, income, financial vitality, infrastructure, local sales and use tax, employment, housing, tourism assets, crime, and health services. In section two, TEEEX examined the current business profile, location quotient for Lamar County, and future industry trends.

The data obtained by TEEEX identified three areas that could be improved in order to advance development opportunities in Paris and Lamar County:

1. Workforce development
2. Business retention and expansion
3. Tourism development

The presence of major firms such as the Campbell's Soup Company and the Kimberly-Clark Corporation has made the Paris economy heavily reliant on the manufacturing industry. As of 2008, over 21 percent of the jobs in Paris and Lamar County were in the manufacturing industry and almost one fifth of the jobs were in the service industry (PEDC, 2012). Other significant industries include healthcare and education. Thus, the city and the county have a significant interest in developing a workforce that fulfills the needs of these industries, especially manufacturing.

Workforce development was identified as a priority by TEEEX in its report. TEEEX pointed out that "The community's four high schools provide a potential training venue and labor pool that could be tapped to fill industries need" (TEEX Paris and Lamar 2007, 5). The community was also urged to establish partnerships between industry, community colleges, school districts and the local economic development organizations. According to TEEEX, failure to support the major manufacturing companies could hurt employment in Paris and threaten growth overall, resulting in a decline in basic services. Along the same lines, the community was urged to retain and expand their other businesses.

In order to accommodate the needs of businesses and individuals considering moving to Paris, the local community and the region have made significant efforts to improve transportation. For example, the region formed the Sulphur River Regional Mobility Authority (SURRMA), made up of

Delta, Hopkins, Hunt, and Lamar counties. SURRMA aimed to complete the expansion of SH 24 from Commerce to Paris, making SH 24 the primary north-south route and improving mobility in the region. In order to attract and maintain employers, TEEEX believed it was crucial for the community to overcome the transportation concerns and the perception of being isolated from other communities. This would also help the development of tourism in the area, another opportunity identified by TEEEX.

With regards to tourism, TEEEX suggested that the community invest in expanding their tourism base in the region. Tourism is crucial to the development efforts since it enhances real and perceived quality of life for existing citizens and for workers considering moving to Paris. According to TEEEX, "businesses find themselves competing for new employees on the basis of quality of life offered in the community of employment, making community and tourism development an increasingly important function of strategic economic development" (TEEX Paris and Lamar 2007, 6).



PICTURE 7 PARIS, TX

Findings

Interviews with high-ranking local officials who are active in economic development in the area revealed that only a small percentage of individuals knew about the existence of a TEEEX report. One important official said, "I don't mean to be rude but you're going to receive blank stares if you ask people about it." As more officials were interviewed, researchers confirmed what had been said, many officials did not even know the baseline report existed.

Upon further research, it was found that several economic development-focused organizations that would have benefited from the information in the TEEEX had experienced changes in leadership. Interestingly, the leaders who had advocated for the development of the TEEEX report left their positions months later. This was the reason why most officials believe the report did not have the impact it could have had. Among the officials familiar with the report, it was viewed positively. One official noted, "It was the first document I used to get familiar with the city, it was quite helpful." He further mentioned that the baseline report was the only document of its kind. The same perception was shared by another official who said that the City's only development document was a strategic plan developed in the 1990's. These comments suggest what was later confirmed by many of the interviewees: leadership in Paris had been an issue for a long time.

In 2007, at the time of contact with TEEEX, the Paris Economic Development Corporation (PEDC) and the Lamar County Chamber of Commerce were working under the directions of the same board. The general consensus among interviewees was that when the PEDC was ready to move forward with plans, "local politics" led to the replacement of some important officials and the separation of the PEDC and the Chamber of Commerce. And while the ability of some individuals in positions to influence the development of the city was questioned, there was a consensus that citizens and constituents of Paris were in part to blame. As one official mentioned, "Paris was a good example of civic disengagement." Moreover, the local media "exacerbated racial tensions in the community and did not pay attention to economic development efforts," he added. This

further demoralized community leaders and citizens as a whole.

The new "Business Plan" for the City, developed in 2011 by the PEDC, relies heavily on citizen participation, an accomplishment in and of itself. Citizen participation was not an easy thing to achieve. Just recently the City invested significant time and resources in building a sense of community that had been lacking. Issues such as political apathy, clientelism, and racial divide, were "driving Paris in "the wrong direction." In order to attract these disengaged constituents, the city launched a massive campaign to attract people to large meetings in which community issues were discussed and mediated. Then, a SWOT analysis was performed to help craft the new "business plan."

In 2007, when the PEDC contacted TEEEX for the development of the report, the sociopolitical situation in Paris was one in which local leaders did not have a clear direction for where the city and the county were heading. There was no strategic plan being followed and local officials were, in the words of an interviewee, "too comfortable" with the current situation, just "voting on meetings." Furthermore, there was a perception that a number of "bigwigs" ran the city in ways that only benefited them. It is worth noting that part of the big change in the community was a change in members of the city council. A minority member of the community was elected as the mayor, running on a platform of economic development.

The Capstone team was interested in knowing whether the TEEEX report had had an effect on the future plans of the city and the county. In 2011, after engaging the community in a "community-wide" strategic planning process, developing a SWOT analysis, and analyzing 7 Critical Issues related to the community's future, the PEDC engaged an outside organization to "facilitate a 'roadmap' to chart a course for future economic development of not only Paris, but the broader Red River Region" (PEDC 2011). The 7 Critical Issues identified in the 2012-2014 PEDC Business Plan are:

1. Develop long-range plans to ensure abundant water for our targeted industries.



2. Implement aggressive business retention and expansion programs and other actions to decrease the risk of closure of our top employers.
3. Develop long- and short-range plans to address aging infrastructure to ensure we are “shovel ready” for new industry expansions.
4. Enhance the depth and consistency of the local leadership pool with a shared vision of our future.
5. Advocate for, and develop aggressive plans to improve the transportation system, including priorities of four-lanes for Highway 24 to Commerce, which will provide better access to Interstate 30 and other improvements as they are identified.
6. Cultivate cooperation and coordination between and among governing bodies and civic organizations.
7. Improve community image on diversity.

Of the “7 Critical Issues” identified by the community and the PEDC, TEEEX had identified two in its 2007 report: Issue 2 which includes business retention and expansion and workforce development (advanced manufacturing academy and talent ready) and Issue 5, which mentions the expansion of Highway 24.

With regards to Issue 2, business retention and expansion and workforce development, Paris and Lamar County established some promising initiatives. In 2012, Paris Junior College will start an advanced manufacturing academy. This will give juniors and seniors in high school the opportunity to work half day and get a degree in electromechanical technology in two years; meaning that some juniors who start in the program can graduate high school and receive a technical degree at the same time. This program aims to complement other efforts such as “Project Ready” in which the city has facilities ready for businesses to move in as soon as then

please and “Talent Ready,” the city’s initiative to have a prepared workforce for incoming businesses.

With regards to Issue 5, Paris and Lamar County have made significant efforts. One major step towards the improvement of transportation was the expansion of state highway 24. A large number of people drive through SH 24 to Dallas or Commerce and Paris, working with SURRMA, has succeeded in raising funds for the expansion. Furthermore, the City of Paris, the PEDC, and Lamar County have committed to help Delta County with funds to expand the highway in their area.

In the third area identified by TEEEX, tourism development, Capstone researchers found that the chamber of commerce had good structured plans, wide community support, and good cooperative relationships with other local organizations. With events such as the “Tour de Paris” and the “April in Paris Wine and Art Fest,” Paris and Lamar County attract many visitors to the area. According to several interviewees, the split of the PEDC and the Lamar Chamber of Commerce has helped the development of tourism. This is attributed to the perceived notion that, before the split, local leaders tried hard to make the PEDC a priority over the Chamber of Commerce, making business retention and expansion their priority and neglecting the development of tourism in the area.

In the final analysis, regardless of its “top notch” quality, the “Baseline Report for Paris and Lamar County” was not as influential as some local leaders had hoped. Five years after its completion, only a small number of interviewees knew about the TEEEX report and found it helpful. The suboptimal use of the report is mainly attributed to leadership issues in Paris and Lamar County following the development of the report. Community involvement and leadership play a very important role in economic development and, based on the information provided by interviewees, these elements were fairly weak in this case.

PART VI: BEST PRACTICES



BEST PRACTICES
LESSONS LEARNED



Facility Best Practices

While the projects and recommendations made by TEEEX vary, there are certain areas that have been identified as best practices going forward. In all facility projects, maintaining a cohesive political environment was critical to success. Moreover, educating and engaging the community and local leadership about any TEEEX recommendations was also a key factor. In correlation to this, the importance of an organizational or individual champion of the facility was found to be essential for successful implementation of the TEEEX report, as this individual or group can help move projects forward once TEEEX has left the community.

However, there are ways in which TEEEX could improve upon its facility development recommendations. None of the reviewed reports included community and organization impact if the recommendations made were not followed or projections were not met. Including such a section, with a scaled impact of the recommendations, may assist future economic development and planning efforts. Furthermore, certain reports examined could have included supplemental sections tying the development projects to the broader local economy, as the two are likely to influence each other's success. Additionally, site specific development was identified, but pursuing broader areas of local economic growth may assist TEEEX and local economic developers in obtaining community buy-in to future recommendations and projects.

MAINTAINING A POSITIVE POLITICAL ENVIRONMENT

The political environment of the local community was identified as a facilitating factor to the overall success of implementing any TEEEX recommendations. In cities such as Canton, intense public opposition to the TEEEX proposals derailed any chance of implementation as a mass petition movement tabled any action on the plans. The adoption of bond proposals in Brazoria ended in similar fashion. Tension between city organizations in Paris contributed to project implementation problems. While no internal dissension was identified within the BDA, opposition from key leaders in the community has made it more difficult to attain funding for development projects. However,

cases such as the Bastrop Convention Center show how maintaining a positive political environment through public meetings at city hall is beneficial to completing any development project.

ENGAGING THE COMMUNITY AND MARKETING THE PROJECT

Public engagement and marketing the potential of development projects was also observed as being a beneficial part of TEEEX's plans. In cases such as the Bee Development Authority (BDA), community leaders outside of the organization were not even aware of the TEEEX recommendations. The Paris Arena project also illustrates a lack of community engagement which may have contributed to the project's demise. Obtaining local buy-in to any plan was also found to positively impact the political environment of the community. Given the general lack of knowledge of the TEEEX report in certain cases, providing this assistance in the future to other communities may be an area that TEEEX can improve upon.

FINDING A LOCAL CHAMPION

The local champion, either an individual or organization, has been identified by TEEEX as critical to any successful project, and the Capstone group found evidence of this as well. Where a champion was in place, such as in Bastrop, facilities were successfully built, and in a timely manner. The BDA presented an interesting case in that the current leadership appeared to have the trust of the community, but interviews conducted revealed past clashes resulting in local tensions. Canton, Paris, and Brazoria were all identified as lacking the leadership necessary to successfully implement the recommendations made by TEEEX.

IDENTIFYING FUNDING SOURCES

The ability to obtain adequate funding resources has been a major concern in implementing the recommendations made by TEEEX. Paris, Brazoria and Canton were all unable to obtain either public or private resources needed to develop their respective projects. The BDA has had mixed success in this area, but has failed to obtain the funding necessary to pursue any of the long-term development plans of Chase Field set forth by TEEEX. However, cases such as the Bastrop Convention Center reveal how obtaining the necessary funding, in this case that did



not come from residents' pockets, can move a project towards implementation. Thus, it would be beneficial for TEEEX to consider funding restraints when recommending projects, as well as including possible funding methods city officials and implementers can consider when moving forward with projects.

PROVIDING A RANGE OF PROJECTIONS

The reports created by TEEEX for these communities did not contain adequate, or in some cases, any recommendations in regards to what to do or what would happen if projections made by TEEEX failed to materialize. In Canton, the report does not provide a predicted outcome for different amounts or attendees or for what would happen if a fewer than the anticipated number were to attend. This would have served to better educate the public and could have helped the project come to fruition. Similarly, TEEEX's Bastrop convention center report only provided revenue projections for substantial success. TEEEX's Canton equestrian facility report provided community revenue projections based upon two attendance estimates. A wider spectrum of projections could have provided a better estimation

of the facility's impact. Thus, providing a wider range of projections to local communities on development projects has been identified as an area that the organization could improve upon.

TYING FACILITIES TO CURRENT ECONOMIC CONDITIONS

Given the specificity of the recommendations made, tying local economic conditions to the overall report may present a degree of difficulty. However, our research identified several instances where identifying these factors has been beneficial for the overall success of the given project. For the BDA, pursuing a number of smaller development projects, in addition to pursuing larger investment clients, may have been beneficial to efforts made to redevelop Chase Field. However, no such recommendations were made in the TEEEX report. Another example of tying facilities to local economic conditions is found in the Bastrop project, where, city leaders sought to contract with TEEEX to confirm their idea of building a convention center, which would bring in out of town patrons and showcase the thriving local businesses. Given this, it may be beneficial in future TEEEX reports to broaden the recommendations of industries to pursue in redevelopment projects.

Community Economic Development Best Practices

Just as there were certain factors that proved favorable to the implementation and construction of the facilities, many of the economic development strategies needed the right environment for the project to move forward. The best practices for communities, however, differ from those found in facilities, with the exception of the need for champions and community engagement. Instead, economic development needed varying forms of communication. Unfortunately, the best practices identified cannot offer a guaranteed path to economic development. Simply, these recommendations are what worked in instances within the communities and development strategies that were examined. While correlation is present, causation cannot be determined at this time.

ENGAGING THE COMMUNITY

In several communities, interviews with local officials demonstrated that when community leaders must commit significant time and energy to convincing citizens that the TEEEX recommendations are

worthwhile, it became increasingly difficult to implement the development strategies. In all communities, TEEEX encouraged involvement in the development process by hosting community forums to discuss the needs and wants of the citizens. However, some instances of this worked better than others. In Vernon, for example, city officials remained aloof from the forums to allow citizens of Vernon to freely voice their concerns. By identifying what the community felt was important, city officials were better able to implement their plan. The community buy-in through community engagement was also echoed in Paris. When locals supported projects in the economic development report, local officials were able to make significant progress. However, when the community was ambivalent or did not support the project, officials found implementation more difficult.

FINDING A CHAMPION

A community champion can be the difference between the success and failure of a project. By



identifying a champion, a member of the community who is willing to use his or her resources, capital, and connections for the benefit of a project, early in the project's development, community leaders can greatly improve the chances of implementation. In both Paris and Vernon, getting champions involved in projects early proved invaluable to their success, in many instances. Likewise, the absence or abstention of a champion can impede or prevent the necessary momentum to build behind a project for it to be completed. For example, absence of a champion for the Permian Basin CEDS contributed to the failure of its regional implementation. The lack of progress on the report resulted from a lack of regional coordination and unification that a champion could provide. Therefore, community leaders seeking greater economic development should dedicate time to identifying and developing potential champions and take efforts to include them in the process.

PROVIDE FLEXIBLE RECOMMENDATIONS AND PROMOTE AN ADAPTABLE COMMUNITY

In each report, TEEEX proffered relatively specific goals and some steps to achieve them. However, in some instances, these goals and steps might not be right for the community. For example, Vernon's report suggested that the city hire four new employees to promote facilities. At the time, the city was unable to afford the new staff. Instead, Vernon sought alternative options for facilities promotion, which proved to be equally successful. While the goal, facilities promotion, was ultimately achieved, the requisite research need to pursue various alternatives prevented earlier completion of the goal. Likewise, cities and counties in the Permian Basin were sufficiently flexible and adaptable to accomplish many goals that mirrored the TEEEX recommendations. While each community sought to market their opportunities and expand their economic base, no two cities were the same in their methods to accomplish these goals. In many circumstances, these communities could have followed the TEEEX report's steps, but opted instead to take a path that suited the community's capabilities and advantages better.

PROMOTE COOPERATION THROUGH COMMUNICATION

Another practice commonly found in successful projects was cooperation. Often, cooperation can foster and further greater economic development. For example, many Permian Basin communities rely on networking with the surrounding cities and towns to identify and pursue opportunities that are beneficial to the region. As mentioned earlier, the personal contacts between local officials provide opportunities for businesses to maximize their investment. Moreover, the close cooperation between the city and county make economic development possible for much of the region. Conversely, the lack of trust or relationships between officials can impede or prevent development from ever moving forward.

GROUND AND GROUP RECOMMENDATIONS

TEEX, and other entities composing economic development strategies, must group and ground recommendations together to help prevent their "cherry-picking," i.e., opting to pursue a recommendation on the basis of its feasibility or ease of completion. By communicating each recommendation's theoretical or economic justification, and a clear path of how to accomplish them, city officials will understand their potential benefits, increasingly the probability of implementation. Moreover, by grouping recommendations, such as in the case of the Permian Basin, officials will see how each goal or action step can build on each other to create greater overall success. Grouping recommendations may help prevent cases such as Jacksboro, where some goals were implemented successfully, while others showed little or no progress.

PROMOTE PUBLIC-PRIVATE COMMUNICATION

City codes and ordinances play an important role in economic development and luring new businesses to the community. It is important that these codes are enforced, but each must also be business friendly. In some communities, the city changed some ordinances, without providing exemptions for current projects, while some businesses were in the process of relocating. This often resulted in the company opting to pursue expansion or relocation



elsewhere, leaving the town for more stable opportunities. However, close public-private communication has allowed for greater development. Many economic developers in the Permian Basin work closely with local businesses, and companies looking to expand and relocate, to

identify the specific needs of the communities. While every official had a different method of attracting new business, it all involved working closely with the business owners to identify and provide solutions to the business's needs.

TABLE 4: BEST PRACTICES

BEST PRACTICES	
Facilities	Community Economic Development
Maintaining a Positive Political Environment	Promote Public-Private Communication
Engaging the Community	
Finding a Local Champion	
Identifying Funding Sources	Provide Flexible Recommendations and Promote an Adaptable Community
Providing a Range of Projections	Promote Cooperation through Communication
Tying Facilities to Current Economic Conditions	Ground and Group Recommendations



ANNEX:

THE BUSH SCHOOL OF GOVERNMENT & PUBLIC SERVICE

Opening its doors in 1997, the Bush School was named after George H.W. Bush, 41st President of the United States. Ranked 22nd among public universities for public affairs programs, the School educates principled leaders in public service and international affairs, conducts research, and performs service.

The Master of Public Service and Administration and the Master's Program in International Affairs are the two academic cornerstones of the School. In addition, the School offers certificate programs in Homeland Security (online), Nonprofit Management (in-residence) and Advanced International Affairs (online or in-residence). Distinguished, multidisciplinary faculty members are national and international leaders in their fields, and the School is home to the Institute for Science, Technology & Public Policy, Mosbacher Institute for Trade, Economics, and Public Policy, and the Scowcroft Institute of International Affairs.

THE MASTER OF PUBLIC SERVICE AND ADMINISTRATION (MPSA) PROGRAM

The need for leaders of character and integrity in public life is greater than ever. The demand for accountability and ethical behavior has increased in recent years and is unlikely to diminish.

The Master of Public Service and Administration (MPSA) program develops principled leaders for the public and nonprofit sectors, providing students the tools and knowledge they will need in order to perform effectively and ethically in a time when public servants face new and increased challenges.

The MPSA program is fully accredited by the National Association of Schools of Public Affairs and Administration. The curriculum provides students with general knowledge and analytical skills in management, leadership, policy analysis, and research methods.

MPSA students have ample opportunities to engage in public service and to develop leadership skills both inside and outside the classroom through interaction with high-level public leaders, real-world consulting projects, student organizations, and the School's Public Service Leadership Program.

MASTER OF PUBLIC SERVICE AND ADMINISTRATION (MPSA) CAPSTONES

During their second year, MPSA students participate in two semesters of capstone research courses. These courses allow students to tackle a problem or project in the real world, often working in conjunction with a government agency or nonprofit organization. Designed to test the knowledge and abilities students have developed through their previous classes and experiences, capstones necessitate strong teamwork, careful research, writing ability, and often a large amount of ingenuity in identifying ways to approach an issue or find a solution.



ACKNOWLEDGMENTS

We would like to take a moment to thank several individuals who played vital roles in this report.

As individual Capstone members, we would like to begin by thanking our fellow classmates. Their friendship and support made this learning endeavor much more meaningful. Our long hours of working together yielded a report we are proud of.

The Capstone group also extends our deepest appreciation to Dr. Ann Bowman, our professor. Her guidance has been critical at every step of the Capstone project. Dr. Bowman devoted substantial time and energy and we owe her sincere gratitude.

Another faculty member who played an important role in our work was Dr. Jeryl Mumpower. As program director, he has responsibility over all the Capstone projects in the Master of Public Service and Administration program. His leadership has ensured the financial support needed for this Capstone project.

Our client, TEEX, played a major role throughout this project. We commend their vision for this Capstone topic and for working with the Bush School of Government and Public Service to make it a reality. From encouraging reflection on their previous projects to providing reference documents, TEEX both sparked and sustained the Capstone work.

We are indebted to the numerous community officials across Texas who committed significant time by corresponding and meeting with a number of Capstone members. Their insight and knowledge made this report possible.

The administrative staff at the Bush School assisted our Capstone group with logistics for the site visits and other important components. We appreciate the time and assistance they gave in helping our Capstone group.

We are also grateful to everyone who provided editing assistance, notably our family, friends, and Bush School writing consultant Sally Dee Wade. They facilitated a noticeable improvement in the final report.

Finally, we thank you the reader for your interest in community and economic development in rural Texas, a critically important topic for Texas communities.

Adrian Calcaneo

Ramon Gonzalez

Colby Humphrey

Ramsey Cripe

Joshua Grimes

Paul Keppy

Taylor Davis

Olivia Hemby

Ken Surgenor



REFERENCES

- Aaronson, Becca. 2011. "Anticipating Budget Cuts, State Agencies Shrink." *Texas Tribune*, September 27. <http://www.texastribune.org/texas-economy/economy/anticipating-budget-cuts-state-agencies-shrink/> (November 17, 2011).
- Albrecht, Don E. 2008. "The Demographic and Economic Implications of Globalization for the Nonmetropolitan United States." *Community Development*, 39: 1-22.
- Albrecht, Don E. 2004. "Amenities, Natural Resources, Economic Restructuring, and Socioeconomic Outcomes in Nonmetropolitan America." *Community Development*, 35: 36-52.
- Aldrich, Lona and Lorin Kusmin. 1997. "Rural Economic Development: What Makes Rural Communities Grow?" *Agriculture Information Bulletin No.737*
- American Towns. 2011. "Population." <http://www.americantowns.com/tx/hearne/info/population>. (March 18, 2012).
- Andrews Business and Technology Center. n.d.. "Home." <http://andrewsbtc.org/index.html> (April 6, 2012).
- Associated Press. 2005. "Minority Population Surging in Texas: Nonwhites Now More than 50 Percent of State's Population." <http://www.msnbc.msn.com/id/8902484/#.TdpmaJviGU8> (October 8, 2011).
- Association of Rural Communities in Texas. 2011. "About ARCIT." <http://www.arcit.org/displaycommon.cfm?an=1> (November 8, 2011).
- Atkinson, Robert D. and Daniel K. Correa. (2007). The 2007 State New Economy Index: Benchmarking Economic Transformation in the States. [White Paper]. Retrieved from http://www.itif.org/files/2007_State_New_Economy_Index.pdf.
- Bastrop Chamber of Commerce. 2012. "Community Profile." <http://bastropchamber.com/Custom2.asp?pageid=6062> (March 28, 2012).
- Bastrop Convention and Exhibit Center. 2012. "About the Center." <http://bastropconventioncenter.com> (September 23, 2011).
- Bee Development Authority. Bee Development Authority Board of Directors. 2011. "About BDA." <http://www.beedev.com/about.html> (November 8, 2011).
- Beeville Independent School District. 2011. "Schools." <http://www.beevilleisd.net/education/components/sectionlist/default.php?sectiondetailid=11362> (November 8, 2011).
- Bell, David and Kathy Evert. 1997. "Effective Strategies for the Future of Rural Communities." *Economic Development Review* (Spring): 59-61.
- Blakely, Edward J. and Nancey Green Leigh. (2010). *Planning Local Economic Development*. (4th ed.). Thousand Oaks, California: Sage Publications, Inc.
- Brown, D. L. 2002. Migration and community: Social networks in a multilevel world. *Rural Sociology* 67(1): 1-23.
- Business Development Corporation of Vernon. 2007. "Agenda." August 15 and September 26 <http://www.bdcvernon.com/agendas.php?op=view&id=83&offset=80> (Nov. 10, 2011)
- City of Beeville. 2011. "Beeville Economic Improvement Corporation." <http://www.beevilletx.org/BEIC.htm> (January 19, 2012).



- City of Brazoria. 2008. *Brazoria County Special Bond Election Cumulative Report – Unofficial. 2008*. Brazoria, TX: City of Brazoria. <https://gov.propertyinfo.com/tx-brazoria/Election/bcbondcumulative.pdf> (February 12, 2012).
- City of Canton. 2012. <http://www.cantontx.gov/home> (March 23, 2012).
- City of Hearne. 2005. "Hearne Business Environment." <http://www.hearnetexas.info/HearneBusinessEnvironment.htm>. (March 18, 2012).
- City of Hearne. 2006. "Economic Development." <http://www.hearnetexas.info/HearneEconomicDevelopment.htm>. (March 18, 2012).
- City of Midland, Texas. 2011. *Drought Contingency Plan for the City of Midland, Texas*. Midland, TX: City Manager.
- Collin County Texas Online Resources and Information. 2011. "Westminster Texas, a History" <http://collincountystation.com/westminsterh.html> (November 16, 2011).
- Crowe, Jessica A. 2007. "In Search of Happy Medium: How the Structure of Interorganizational Networks Influence Community Economic Development Strategies." *Social Networks* 29 (October): 469-488.
- Crowe, Jessica. 2008. "Economic Development in the Nonmetropolitan West: The Influence of Built, Natural, and Social Capital." *Community Development*, 39: 51-70.
- Dabson, Brian. 2007. "Rural-Urban Interdependence: Why Metropolitan And Rural America Need Each Other." The Brookings Institution.
- Day, Frederick A. and Jon M. Barlett. 2000. "Economic Impact of Retirement Migration on the Texas Hill Country." *Journal of Applied Gerontology* 19:78-94.
- Drabenstott, Mark. (2004). A New Map for Rural America's New Economic Frontier. *Economic Development America*, 5-7.
- Drabenstott, Mark and Katharine Sheaff. (2002). The New Power of Regions: A Policy Focus for Rural America- A Conference Summary. [White paper]. Retrieved from <http://www.kansascityfed.org/publicat/econrev/Pdf/2q02drab.pdf>.
- Energy Information Agency. 2012. "Refiner Acquisition Cost of Crude." http://www.eia.gov/dnav/pet/pet_pri_rac2_dcu_nus_m.htm (April 3, 2012).
- Falcone, Thomas. Et al., 1996. "A Comparison of Rural and Urban Economic Development Programs in Pennsylvania." *Economic Development Review* (Spring): 63-67.
- Federal Energy Regulatory Agency. 2012. "Electric Power Markets: Texas (ERCOT)." <http://www.ferc.gov/market-oversight/mkt-electric/texas.asp#inter> (April 7, 2012).
- Folsom, Geoff. 2010. "\$12M Reclamation Plant." Odessa American Online, September 24. <http://www.oaoa.com/articles/water-53397-plant-reclamation.html> (April 6, 2012).
- Fort Stockton Chamber of Commerce. 2011. *Fort Stockton, Texas*. Alpine, Texas: Blue Sky Productions.
- Green, Gary; Paul Haines; Anna Dunn; Adam Sullivan; Daniel Monroe. 2002. The role of local development organizations in rural America. *Rural Sociology* 67 (3) (09): 394-415, <http://libezproxy.tamu.edu:2048/login?url=http://search.ebscohost.com/login.aspx?direct=true&db=pbh&AN=7709401&site=ehost-live>.
- Guidry News. 2008. "2008 General Election Brazoria County." <http://www.guidrynews.com/default.aspx?a=08GeneralBrazoria> (February 14, 2012).



- Hagstrom, Jerry. 2011. "Defining Rural: Too Many Definitions Cause Problems." DTN/The Progressive Farmer, A Telvent Brand.
http://www.dtnprogressivefarmer.com/dtnag/common/link.do?symbolicName=/free/news/template1&product=/ag/news/bestofdtncpf&vendorReference=1b861f28-ff0b-4ef5-b365-607270b90575__1311886499801&paneContentId=88&paneParentId=0 (April 8, 2012).
- Halpern, Alberto Tomas. 2011. "Village Farms Opening Monahans Greenhouse." Big Bend Now, June 16.
<http://bigbendnow.com/2011/06/village-farms-opening-monahans-greenhouse/> (April 7, 2012).
- Hanson, Karen J. 2009. The path to regional competitiveness. *The International Journal of Public Sector Management* 22 (3): 210-20, <http://lib-ezproxy.tamu.edu:2048/login?url=http://search.proquest.com/docview/234487121?accountid=7082> (accessed October 10, 2011).
- The High Ground of Texas. 2011. "About Us." <http://www.highground.org/about-us> (April 7, 2012).
- Isserman, Andrew M. 2001. "Competitive Advantages of Rural America in the Next Century." *International Regional Science Review* 24: 38–58.
- Isserman, Andrew M. 2005. "In the National Interest: Defining Rural and Urban Correctly in Research and Public Policy." *International Regional Science Review* 28: 465-499.
- Johnson, K. M. 2003. Unpredictable directions of rural population growth and migration. In D. L. Brown and L. E. Swanson (eds.) *Challenges for Rural America in the Twenty-first Century*. The Pennsylvania State University Press, University Park, PA, pp. 19-31.
- Johnson, Thomas G. 2001. "The Rural Economy in a New Century." *International Regional Science Review* 24: 21-37.
- Kolzow, David, 2008. *Rural Renaissance and Regional Strategies*. [White paper]. Retrieved from http://www.nreda.org/core/contentmanager/uploads/PDFs/Rural_Renaissance_and_Regional_Strategies.pdf.
- Koppel, Nathan. 2012. "Texas Nears Approval of Multistate Nuclear-Waste Dump." *The Wall Street Journal*, March 27. <http://online.wsj.com/article/SB10001424052702303812904577299893342178550.html> (April 3, 2012).
- Koven, Steven G., Thomas S. Lyons. 2011. "Economic Development in Hard Times." *Public Management* 93 (March): 26.
- Lowman, John. 2008. "Fairgrounds to be on Nov. 4 ballot." *The Economic Development Alliance for Brazoria County*. August 27. <http://www.eda-bc.com/news/archives/release.asp?id=852>. (February 2012).
- May, Jr., Irvin M. 2011. *Texas Agricultural Extension Service*. Texas State Historical Association.
<http://www.tshaonline.org/handbook/online/articles/ampw> (November 17, 2011).
- Midland-Odessa Transportation Alliance. n.d.. "Welcome." <http://motran.org/index.html> (April 7, 2012).
- Midland-Odessa Urban Transit District. n.d.. "EZ-Rider." <http://www.ez-rider.org/index.html> (April 6, 2012).
- Municipal Research and Services Center of Washington. 2011. "Keeping Rural Vision."
http://www.mrsc.org/subjects/planning/rural/ctedrural.aspx#P273_16078 (October 12, 2011).
- Mynatt, Ginger, 2009. *Texoma Living!* "Luella, Texas: The Town That Gave Up."
<http://www.texomaliving.com/luella-texas> (November 16, 2011).
- Netstate. 2011. "The Texas Economy." http://www.netstate.com/economy/tx_economy.htm (October 12, 2011).



- Office of Rural Community Affairs. 2003. *The Status of Rural Texas, 2003*. Austin, TX: Texas Department of Agriculture
- Paris Economic Development Corporation. 2012. *Business Plan (2012-2014)*. Paris, TX: Paris Economic Development Corporation.
- Paris Economic Development Corporation. 2012. Major Industries. <http://www.paristexasusa.com/doing-business/major-industries> (April 1, 2012)
- Permian Basin Regional Planning Commission. n.d. "Welcome!" <http://www.pbrpc.org/index.php> (April 8, 2012).
- Pittman, Robert, et. al. 2009. "The Community and Economic Development Chain: Validating the Links between Processes and Outcomes." *Community Development*, 40: 80-93.
- Raitano, Dr. Florine, 2010. Rural Policy Matters: Rural Issues, Concerns, Challenges and Recommendations. [White paper]. Retrieved from <http://www.rcac.org/assets/white-papers/RuralPolicyMatters.pdf>.
- Rangel, Enrique. 2011. "Cuts Could Force Merger of Rural Affairs, Agriculture Departments." *Amarillo Globe News*, 18 June. <http://amarillo.com/news/local-news/2011-06-19/cuts-could-force-merger-rural-affairs-agriculture-departments#.TsWI37-l1Fa> (November 17, 2011).
- Renkow, Mitch. 2003. "Employment Growth, Worker Mobility, and Rural Economic Development." *American Journal of Agricultural Economics* 85 2: 503-513.
- Retire in Texas. 2012. "Certified Retirement Communities." <http://www.retireintexas.org/Home/CertifiedRetirementCommunities/Canton.aspx> (March 23, 2012).
- Ryan, Robert L. 2004. "Comparing the Attitudes of Local Residents, Planners, and Developers About Preserving Rural Character in New England." *Landscape and Urban Planning* 75: 5-22.
- Schultz, Theodore W. 1961. "Investment in Human Capital." *The American Economic Review*, 51 (1): 1-17.
- Shields, Martin & Anastasia Snyder. 2007. "Building a 21st Century Rural Workforce." *Regional Analysis & Policy*, 37(1):40-43.
- Sperling's Best Places. 2011. "Economy in Beeville, TX". <http://www.bestplaces.net/economy/city/texas/beeville> (November 8, 2011).
- Summit Power. 2012. "Texas Clean Energy Project (TCEP)-Odessa, Texas." <http://www.summitpower.com/projects/coal-gasification-carbon-capture/the-texas-clean-energy-project-tcep-odessa-texas/> (April 7, 2012).
- Texas AgriLife Extension Service. 2011. "What Is Extension?" <http://agrilifeextension.tamu.edu/about/> (November 17, 2011).
- Texas Ahead. 2011. "Rural Texas: A Snapshot." http://www.texasahead.org/map/rural_areas.html (October 8, 2011).
- Texas Association of Counties, The County Information Project. 2012. "Bastrop County Profile." <http://www.txcip.org/tac/census/profile.php?FIPS=48021> (March 28, 2012).
- Texas Center for Rural Entrepreneurship. 2011. <http://www.tcre.org/Home.aspx> (November 8, 2011).
- Texas Comptroller of Public Accounts. 2001. "Rural Texas in Transition." www.window.state.tx.us/specialrpt/rural/index.html. (September 20, 2011).
- Texas Department of Agriculture. 2011. "Texas Office of Rural Affairs." <http://www.tdra.state.tx.us/TxDRA/tdraFwHome2.aspx> (November 7, 2011).



- Texas Department of Rural Affairs. 2010. *The Status of Rural Texas*. Austin, TX: Texas Department of Agriculture
- Texas Economic Development Council. 2011. "About the Texas Economic Development Council." <https://www.texasedc.org/> (November 8, 2011).
- Texas Engineering Extension Service. 2007. *Bastrop Convention/Civic Center Market Analysis*. College Station, TX: Texas Engineering Extension Service.
- Texas Engineering Extension Service. 2007. *Hearne Municipal Airport Preliminary Market Study and Plan for the City of Hearne*. College Station, TX: Texas Engineering Extension Service.
- Texas Engineering Extension Service. 2007. *Paris and Lamar County Baseline Report*. College Station, TX: Texas Engineering Extension Service.
- Texas Engineering Extension Service. 2008. *Brazoria County Fairgrounds and Expo Market Study*. College Station, TX: Texas Engineering Extension Service.
- Texas Engineering Extension Service. 2008. *Canton Expo Center: Economic Impact Study*. College Station, TX: Texas Engineering Extension Service.
- Texas Engineering Extension Service. 2008. *Paris Multi-Purpose Arena and Coliseum: Feasibility and Economic Impact Study*. College Station, TX: Texas Engineering Extension Service.
- Texas Engineering Extension Service. 2008. *Permian Basin Comprehensive Development Strategy*. College Station, TX: Texas Engineering Extension Service.
- Texas Engineering Extension Service. 2008. *Vernon - Community and Economic Development Initiative*. College Station, TX: Texas Engineering Extension Service.
- Texas Engineering Extension Service. 2008. *Chase Field Industrial and Airport Complex Aviation Market Study and Plan*. College Station, TX: Texas Engineering Extension Service.
- Texas Engineering Extension Service. 2009. *Jacksboro Economic Development Strategic Plan*. College Station, TX: Texas Engineering Extension Service.
- Texas Engineering Extension Service (TEEX). 2010. "Community Economic Development." <http://www.teex.org/teex.cfm?pageid=CED&area=teex&templateid=1177>. (March 23, 2012).
- Texas Engineering Extension Service (TEEX). 2012. "Knowledge Engineering." <http://www.teex.org/tedd/>. (March 30, 2012).
- Texas Engineering Extension Service (TEEX). 2012. "About TEEX." <http://www.teex.org/teex.cfm?pageid=agency&area=teex&templateid=5>. (March 23, 2012).
- Texas Rural Communities. 2011. "TRC Current Events." <http://www.texasrural.org/> (November 6, 2011).
- Texas Rural Health Association. 2011. "A Brief History of the TRHA." <http://www.trha.org/history.htm> (November 7, 2011).
- Thurber, Kathleen. 2011. "EZ Rider to Launch Bus Route between Midland, Odessa." *Midland Reporter-Telegram*, August 1. http://www.mywesttexas.com/top_stories/article_a931925d-6972-5c47-93c8-b57f299cfe1e.html (April 6, 2012).
- Tilt, Jenna H., Anne R. Kearney, and Gordon Bradley. 2006. "Understanding Rural Character: Cognitive and Visual Perceptions." *Landscape and Urban Planning* 81: 14-26.



- Toledanes, Lyxan. 2012. "CRMWD Begins to Drill Wells in Ward County." Odessa American Online, February 24. <http://www.oaoa.com/articles/water-82645-ward-county.html> (April 6, 2012).
- U.S. Department of Agriculture. 2011. "Economic Research Service." <http://www.ers.usda.gov/emphases/rural/gallery/> (October 9, 2011).
- United States Department of Agriculture Economic Research Service. 2007. "Data Sets-Rural Definitions." (October 11, 2011).
- United States Department of Agriculture National Agriculture Library. 2008. "Publications-What is Rural?" http://www.nal.usda.gov/ric/ricpubs/what_is_rural.shtml (October 12, 2011).
- United States Department of Agriculture Rural Development. 2011. "Texas." http://www.rurdev.usda.gov/TX_StateDirector.html (November 7, 2011).
- Vaughan, Julie. 2007. "City Looks Further Into Expo Center." *Canton Herald*, August 24. <http://www.vanzandtnewspapers.com/print.php?a=4360> (February 16, 2012).
- Village Farms. 2012. "Greenhouse Locations and Distribution Centers." <http://www.villagefarms.com/ProduceVarieties/GreenhouseLocationsAndDistributionCenters/Default.aspx> (April 7, 2012).
- W.K. Kellogg Foundation. 2002. "Perceptions of Rural America: Views from the U.S. Congress" <http://www.wkkf.org/knowledge-center/resources/2004/04/Perceptions-Of-Rural-America-Views-From-The-US-Congress.aspx> (October 12, 2011).
- Weiler, Stephan. 2007. "Building Community Visions of Assets, Competitiveness, & Partnerships: A State's Role in Rural Economic Development." *Regional Analysis & Policy*, 37(1):32-35.
- West Texas Opportunities. 2012. "Transportation." http://gowto.org/index.cfm?fuseaction=dep_intro&dept_id=7 (April 6, 2012).
- Wilson, Patricia A. 1995. Embracing locality in local economic development. *Urban Studies (Routledge)* 32 (4) (05): 645-58, <http://lib-ezproxy.tamu.edu:2048/login?url=http://search.ebscohost.com/login.aspx?direct=true&db=bth&AN=9508074371&site=ehost-live>.
- WomenVenture. 2011. "WomenVenture: Welcome to WomenVenture." November 16. <http://www.womenventure.org/> (November 16, 2011).
- Workforce Solutions Permian Basin. n.d.. "Training." <http://www.workforcepb.org/training.php> (April 6, 2012).
- Yin, Robert K. 2009. *Case Study Research: Design and Methods*. Los Angeles: SAGE Publications.

