

# POPULAR GOVERNMENT



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# POPULAR GOVERNMENT

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Albert Coates, Editor

Associate Editors: Peyton B. Abbott, Louis A. Cherry, George B. McGehee, Clifford Pace



CLIFFORD PACE  
Assistant Director  
Institute of Government



ALBERT COATES  
Director  
Institute of Government



LOUIS A. CHERRY  
Assistant Director  
Institute of Government

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### COVER PICTURE

Contrasting North Carolina scenes from the east and west on the last four issues of POPULAR GOVERNMENT have begun a thumb-nail sketch of the State.

The May cover picture was a rushing mountain stream with its promise of power to light our houses and our streets, serve in our households, and turn the wheels of industry. This promise of power is converted to reality by great dams such as the one shown on the current cover of POPULAR GOVERNMENT.

This dam is an economic symbol of a basic wealth-producing factor in North Carolina's economy—one of several such symbols portrayed in pictures on the Institute walls. Two such murals, not yet used as cover pictures, show North Carolina's principal money crops—cotton and tobacco. In the cotton and tobacco fields among tall tobacco and white cotton there is another symbol representing North Carolina's greatest asset—her population of working people.

On future covers of POPULAR GOVERNMENT, these pictures of the State's money crops and those who produce them will add further detail to our picture portrait of North Carolina.

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# Fifty-Three Years of Public Service

William A. Blair's Lifetime of Service in Public Welfare  
Receives Fitting Recognition



William A. Blair receiving from Governor Melville Broughton a certificate in appreciation of over 50 years of service as a member of the State Board of Charities and Public Welfare. Mrs. William A. Blair (seated) shares her husband's honors.

William A. Blair became a member of the State Board of Charities and Public Welfare in September, 1891, and served in that capacity until October, 1904. In the latter year he became Chairman of the board, and the year 1944 finds him serving his fortieth year as Chairman. William A. Blair has served on this board under 14 North Carolina governors. For more than half a century William Blair's genius for cooperation with officials and employees has served the State.

Such continuity of service by an

experienced and able leader and advocate in the field of public welfare has helped North Carolina take the lead among Southern states in providing welfare services for her citizens. It is indeed fitting that North Carolina's appreciation be expressed to such an untiring servant by according him due honor and acclaim.

On April 19, 1944, a certificate was presented to William A. Blair in testimony of the gratitude of the people of North Carolina for his untiring and devoted service.

Governor Broughton's presentation speech and Colonel Blair's response follow:

#### Governor's Presentation Address

"Mrs. Bost, Ladies and Gentlemen:

"We gather here this morning for a celebration unique in the history of North Carolina, and perhaps in the entire history of state government in the United States. We meet to give recognition and to confer honor upon a son who has for more than half a century devoted his life and his talents, his personality and his time to one cause, and that to the cause of

human welfare. I doubt that his career can be equaled anywhere in the United States. I doubt if in the entire American nation there is a state which has had anything like the continuity of direction, or indeed of purpose in its public welfare program as has the State of North Carolina.

"This is one of the few states in which the welfare of human beings is put into the Constitution of the State and made mandatory upon the state government and upon the legislative body. To the credit of those who framed the Constitution of our State, notwithstanding the circumstances under which the Constitution was adopted, it should be said that it is one of the outstanding documents of this nation. In that Constitution there was recognition of the fact that the helpless and the handicapped should be made the wards of the public and not left to sentiment because sentiment can change. For that reason this is one of the few states that recognizes public welfare in its Constitution and gives a mandate to its legislature to develop a suitable program. So we do have in the State a constitutional Board of Charities and Public Welfare; the original name was the Board of Charities.

"Another significant and unique thing is that while the Board was set up under the Constitution of 1868, we have had in that long period only four Chairmen of this Board. I have no doubt that there are those who thought that perhaps Colonel Blair had been the only Chairman, and, if measured in achievement, we may reach that conclusion, but as we look at him with his youthful eye and still vigorous manner and more than that, a youthful heart, we could not expect the period of his service to run quite that long.

"I think it is significant that in the field of human welfare we have subordinated politics to a doctrine of genuine service in the state government, with the drafters of the Constitution of 1868 determining that politics should play no part in shaping a welfare program. No person can say truthfully that politics has had to do with our public welfare program in North Carolina. Members of outstanding character, without respect to political affiliation, have been selected for this honorable place. The

fact is significant that we have not let this agency of government be subjected to conditions and changes that ordinarily accompany political changes within the State government. I think the fact that our early constitutional recognition of welfare as a part of national and state responsibility is significant. The fact that we have had only four Chairmen in seventy-six years is even more significant; and here today is this unusual man who has been Chairman of this Board for forty years and a member of the Board for fifty-three years. I doubt if in all the United States there is a record equal to that.

"But the mere span of time is not enough to mark greatness—time marks existence—but this man's time has been marked by a service to his fellowman and a sincere devotion to the agency of which he has been the only Chairman for forty years. I remember, too, at the time he became Chairman there was not a single city or county agency for welfare in all the one hundred counties of North Carolina and now we have welfare services in the one hundred counties; in fact, he did not even have a secretary and he would frequently, at his own expense, carry on his correspondence—but with an unflinching devotion. This Board under his leadership has come now to a position of prominence among the welfare boards in American life.

"I think it is timely and appro-

priate that we honor here a great citizen of our state, but in so doing we recognize the underlying principle that the true function of government is to promote the welfare of all the people. I believe that this occasion here, which marks two score years of responsible leadership, will indeed underscore the purpose and principle of our own government, and we are going on with the program to the end that every boy and girl in North Carolina, handicapped by poverty or disease or otherwise, is going to be given the full opportunity of manhood and womanhood and usefulness, and we are not going to let health or education or opportunity be denied those who lack the favorable circumstances of inheritance or wealth.

"So we come here today to honor a man and his record, a man who has devoted more of his time to public service than he has to his own private and personal concerns. I am appreciative that this event has occurred during my administration as Governor. This event marks not the end of the chapter, but the beginning of a future.

"Because of these sentiments, which are shared by all of the people, it is my privilege and honor on behalf of the Board of Welfare and on behalf of the Council of State to present to you, Colonel Blair, this certificate:

(Continued on page 14)

# The State of North Carolina to William Allen Blair: Greeting.

The Governor and Members of the Council of State of the State of North Carolina,

in behalf of the People of the State,

commend your long record of unselfish service on the State Board of Charities and Public Welfare for which you have received compensation only in the satisfaction which comes from a Great Work Arduously Done and the Appreciation of your Fellow Citizens of this Commonwealth.

Your Service in the field of Public Welfare as a Member of this Board since December, Eighteen Hundred and Ninety one, and as its Chairman since October, Nineteen Hundred and Seven, is unequalled in the span of years. Your Record has never been surpassed in its devotion and understanding of the State wide Problems of Charity and Public Welfare. This State has been fortunate to have had your Guiding Hand in charge of its Institutions to the Needs of its people.

Your Personal Career will not be forgotten and your Name will always be honored amongst us. In testimony whereof, the undersigned, J. Melville Wroughton, Governor, and Members of the Council of State, have hereunto subscribed their names and caused to be affixed hereto the Great Seal of the State of North Carolina, on this nineteenth day of April, Nineteen Hundred and forty four, Anno Domini, and in the one hundred and sixty eighth year of the Independence.



J. Melville Wroughton  
Governor

A. B. Simpson  
Secretary of State

J. W. Johnson  
Auditor

Chas. E. Spivey  
Secretary of Public Institutions

## FAITH, WORK AND PLAY IN WARTIME

Continuing a Series of Articles by the Dean of Administration  
of the University of North Carolina

R. B. HOUSE

The old oak tree at the well on the campus has died, been cut down, its stump dug up, and a young oak sapling has been planted in its place. This old oak had a circular seat running around its base on which, in the past one hundred and fifty years, thousands of students and alumni have sat to delight in knowing observation of the passing throng of their colleagues, students, professors, janitors, and other members of the University staff, alumni, and visitors. President Polk, an alumnus, sat here in the tumultuous forties of the nineteenth century. Woodrow Wilson, perhaps, sat here as an honored visitor on the eve of his presidency of the United States and of World War I.



Things were still so small and simple in the years up to 1912 and 1916 that I, as an undergraduate, could sit under this oak and call the name of everyone who passed in the normal course of a day in the University; but that day of quick and assured recognition of everybody in the University has passed away forever. When the new oak tree grows to sufficient size, we shall build another seat; but this oak and its seat will have to be a symbol of a more complex age, and of new techniques and conventions in maintaining acquaintance.

When there are reunions at the University now, people still gather around the well, but everybody sensibly wears his name on a disc which has been supplied by the Alumni Office; for today, members even of one class, do not all know one another. Some years ago, I asked the first baseman on the freshman baseball team who was pitching. "I don't know, sir," he replied. "I never met him."

Yet, except for the difficulty of calling a person's name on sight, we really know more about our students than we ever did in the old days. This is because we definitely assign more men as specialists to keep records, to get acquainted with students, and to advise with students all the time. Consequently, the University as a whole does know its students better than in the old days, but individual students and individual members of the staff do not know each other in general. We have to know so many people and so much about them that we cannot burden our memories simply with names.

But there still lingers in our mind a psychological fossil of the simpler days, namely, the fear that it will hurt the other fellow's feelings for us not to recognize him at sight and to call his name at once. Consequently, people hang back and avoid meeting each other and talking because of this mutual fear of giving offense by

failing to demonstrate immediate recognition. If this situation can exist in a University famous for the intimacy of its fellowship, it must be still worse in society in general, and indeed I have many chances to observe that it is worse. Something has happened to the world of easy-going mutual acquaintance and recognition.

Manifestly, it would be absurd for people to go around with their names pinned on their coats all the time. We need to start a new convention of greeting. It would be very simple. Let two people on meeting, say, for example,

"This is John Smith, of the Class of 1912."

"How do you do? I am Sam Brown of the Class of 1916." It often happens that

the automatic giving of names and essential data thus enables people to recall a whole flood tide of mutual recollections; for people do know a great deal about each other. But they do not have the power to recall names instantly. Once past the barrier of name-calling and location, we know each other very well, or we are in a position to proceed with mutual acquaintance.

Sometimes people know each other when they find themselves in the usual setting of place, work, etc., but fail to recognize each other when they find themselves outside of the usual range. I once saw a man in the dining room of the hotel at Boone. I looked at him and he looked at me. I was aware that each of us felt sure that he knew the other, that he ought to be able to call the other's name, but that neither of us could do so. I broke the ice by getting up and going over to his table, telling him my name, and confessing that I felt like a fool at having to admit that I couldn't call his name. He laughed and said, "I am Arthur Wilson of State College. I was feeling the same way about you." Arthur Wilson and I had known each other fairly intimately for fifteen years, but in a new place, meeting suddenly without preparation, we lacked those helps to mutual recognition which would have been available had we met in Chapel Hill or in Raleigh.

I have two friends on the staff here, each of whom I invariably call by the name of the other. It is a standing joke between the three of us and we are getting better acquainted for enjoying the joke. I don't know why the brain insists on keeping these quirks and lapses of memory, but it is a good thing to recognize that they exist, to laugh at them, to get the difficulty of recognition out of the way, and to pass on to deeper acquaintance and more pleasant conversation than merely making a point

*(Continued on page 14)*

# State College Welcomes Waterworks Operators

On the morning of Monday, May 29, there began at State College in Raleigh the 1944 session of the Waterworks School. Thirty-six waterworks men from towns, cities and army camps of North Carolina and neighbor states registered in Winston Hall, home of the State College Chemical Engineering Department. At twelve noon, Edward W. Ruggles, Director of Extension at State College, greeted those attending the school and called upon Dr. E. E. Randolph, Head of the Department of Chemical Engineering, for a short discussion of the program worked out for the 5-day school.

The subject matter of the curriculum outlined for the school included: *Chemistry* with classroom and laboratory work, *bacteriology* with classroom and laboratory work, *hydraulics*, *elementary electricity*, *corrosion control*, *filters*, *pumps and motors*, *venturi meters and rate controllers*, *cross connections*, *chlorinators*, and *coagulation*.

The names of the instruction staff for the 1944 Waterworks School follow:

- R. Bright of the State College School of Engineering.
- J. O. Davidson, Chemist, Charlotte Water Department.
- F. G. Doggett of the State Board of Health.
- T. C. Doodly of the State College School of Engineering.
- E. W. Winkler of the State College School of Engineering.
- S. H. Hopper of the University of North Carolina School of Public Health.
- S. R. Kin of the Army 4th Service Command.
- L. I. Lassiter, Sanitary Engineer, Wilmington Water Department.
- Lynn Maddry of the State Board of Health.
- E. H. Moss of the Army 4th Service Command.
- J. R. Purser, Jr., J. R. Purser Sales Engineering, Inc.
- E. E. Randolph, Head of Department of Chemical Engineering, State College.
- I. V. Shunk of the State College School of Engineering.

R. E. Stiemke of the State College School of Engineering.

The State Board of Health played a very active role in the 1944 Waterworks School and contributed greatly to the effective work of this session. W. S. McKimmon, who is the State Board of Health member of the N. C. W. O. A. Examining Board, acted in an advisory capacity in making preparations for the school, served in the same capacity throughout the five days that the school was in session, and was on the program as a member of the six-man panel on Thursday afternoon to participate in discussions raised by questions posed by the "A" certificate candidates and to answer those questions. The State Board of Health as one of the sponsors of the school welcomed the registrants on Monday through J. M. Jarrett, who traced a very carefully prepared history of the waterworks schools here in North Carolina and then prophesied a rich future contribution to the State from the schools and from the North Carolina Waterworks Operators Association. The State Board of Health also furnished two instructors to the 1944 school—F. G. Doggett and Lynn Maddry.

On Tuesday night, May 30, the North Carolina Waterworks Operators Association held its usual business meeting. The principal business of the meeting was the election of officers for 1944-45. Those elected were: William Witty Adkins of Asheboro, president; Waymon Smith of Leaksville, vice-president; H. D. Fesperman of Albemarle, secretary-treasurer. L. I. Lassiter of Wilmington was selected as chairman of the nominating committee and J. R. Malone of Durham was elected to the examining board for a five-year term to begin in 1945.

In the association examinations held once a year those operators holding no certificate may qualify for the "C" certificate. Those holding a "C" certificate may qualify for a "B" certificate. Only operators who hold a "C" and a "B" certificate may qualify for an "A" certificate. All holders of certificates must renew them once



Dr. E. E. Randolph, Head of the Department of Chemical Engineering, State College.

every three years by attending an annual session of the waterworks school or the certificates expire and may then be renewed only by taking the association's examination.

The examining board lost to the army during the past year two of its members—W. M. Franklin of Charlotte and R. S. Phillips of Durham. To replace these men the executive committee has made two temporary appointments. The appointees are William Witty Adkins of Asheboro and L. I. Lassiter of Wilmington. In addition to these two, the present members of the board of examiners are: T. E. Witty of Thomasville, W. S. McKimmon of the State Board of Health, and E. M. Johnson, Superintendent of the Raleigh Water Department.

Present at the 1944 school there  
(Continued on page 14)



Edward W. Ruggles, Director of Extension at State College.

# North Carolina's Postwar Planning

## Counties, Cities and Towns in North Carolina Prepare for the Critical Period after the War

I

### The Legislature Paves the Way

*Postwar Reserves. Tax rate based on cash accounting concept.* Local tax levies have for many years been rooted in a cash accounting concept. Long-established tax law has limited the tax-rate yardstick to the estimated costs of government for the ensuing year. In arriving at the tax rate for the ensuing year, each governmental unit, under the law, was required to deduct from the estimated costs of government any surplus in the current budget before computing the new tax rate for the unit. Therefore, legislative action was necessary if local units were to set up postwar reserves.

*Accrual of obligations not on a cash basis brings legislative action.* For more than two years our State leaders have been conscious of the mounting bill for repairs that was piling up on the doorstep of various governmental units. The fact that no contractor was demanding payment for these repairs made the costs no less real as a present charge against public funds. By the same token the needed but impossible expansion of facilities was an inescapable charge against public funds. In the light of the realization that taxes levied on a cash accounting basis did not cover actual costs chargeable to the war years, the 1943 Legislature in Chapter 496 and Chapter 593 of the session laws provided for the setting up of a capital reserve fund by towns, cities, and counties in North Carolina. Chapter 496 of the session laws of 1943 enables cities and towns to take thought for the morrow in the levying of their taxes. Chapter 593 of the session laws of 1943 gives to North Carolina's 100 counties a similar authority. These twin legislative acts make possible the setting

aside of the fat of years of plenty to ward off want in lean years to come.

*Reserves or reduction in taxes.* Wartime employment of U. S. citizens at high wages has made these war years a period of plenty for cities and counties as well as for citizens. Tax collections have reached new peaks. To reduce taxes or set up reserves: that was the question facing each local taxing unit in the State on July 1, 1943.

*Local action in the matter of reserves:* Local units have split on the issue of whether to reduce taxes or to set up reserves. Some have managed to set up large reserves and have at the same time maintained a stable tax rate. Other local units have followed the ancient practice of setting the tax rate no higher than was necessary to meet the estimated cost of government for the ensuing year. Still other local units have both reduced the tax rate and set up a capital reserve fund.

*Deferred maintenance: Is it an asset?* Maintenance and repair of public facilities in the war years has been so meager that a great stockpile of necessary public works looms before every local governmental unit. Natural expansion of public facilities during these war years has dried up for want of materials and labor. The absence of new construction and the tiny trickle of maintenance and repair have produced a cumulative effect with real bearing on the immediate objective of postwar planning by local governments.

As the immediate purpose of postwar planning by cities and counties is to provide an employment cushion while industry retools, the stockpile of public work not done because of war may well prove a first-rate asset. However, to achieve this immediate goal, local units need sound



GEORGE B.  
McGEEHEE

Assistant  
Director  
Institute of  
Government

financing now and sound financing cannot mean looking upon cash on hand—that would have been spent but for labor and materials shortages—as velvet.

The existence or non-existence of capital reserves in the hands of local governmental units has a real bearing on the whole problem of planning for the postwar period. A ready-to-go stage in planning must be reached if local governments are to cushion for the people of their community the impact of unemployment in that most critical period—the months just after the war. The immediate goal of local governmental planning is to have down-to-earth, *sound projects cleared for action*. The phrase “sound projects” means productive public works of real and lasting value to the community. “Cleared for action implies that the method of financing has been worked out, the engineering studies and the drafting of final working blueprints completed, and the necessary inquiries about procurement of materials for use immediately after the close of the war made. Financing these projects might well prove a stumbling block if left unsolved until we have begun to feel the impact of dislocations growing out of the war.

## II

Cities, Towns and Counties in Action  
Durham's First Plan

*An early postwar plan.* In April of 1943, the City of Durham published a forty-four page booklet setting forth a planning program. However, the completion of this plan did not put a period to planning by the City of Durham, for the projects blue-printed, financed, and ready for action under it are only those clearly within the City Manager's action province. This plan, developed within Durham's city-manager government, highlights certain fundamental planning patterns. It is interesting because it illustrates the relation between sound planning and sound postwar planning and because it discloses the good earth from which the roots of long-range planning grow.

The sturdy roots of Durham's plan lie deep in studies of the city's interrelated problems of: (1) population, (2) physical characteristics, (3) economic activities, and (4) existing public services and facilities. The study relates the City of Durham to the surrounding area and integrates all these factors in the light of the state of war existing in the nation. You cannot examine the booklet without perceiving that the plan is deeply and soundly rooted.

Specific projects selected, blue-printed, financed, and ready for action at the end of the war include:

1. Replacing 4 fire stations and building and equipping a fifth.
2. Sidewalk construction.
3. Surfacing existing streets which now have curbs and gutters.
4. Improving the waterworks system.

The plan leaves open the question of general improvements in public buildings and parks such as are possible within the range of current revenues.

The projects proposed in this plan are only those well within the city's financial capacity. Under this plan the fire station work and the sidewalk construction is to be tax supported; the street surfacing is to be done at the property owner's expense; and the improvements in the waterworks system are to be self-

supporting through bond issues on which both the principal and interest are to be paid from revenues of the water department. These projects, now ready for action are integrated into a six-year plan for Durham.

Population, physical characteristics, and economic factors are examined against the war setting and against the immediate postwar outlook as well as against the long term postwar prospect. Probable trends are weighed carefully and a financial policy for the City is evolved. With 1945 as the tentative date for the beginning of the program, this six-year plan sets forth those projects "deemed essential to continue the present level of governmental services to a population expected to grow but slowly in the postwar period."

*Factors in this plan* that we might pause to examine are: (1) that a fifty mile radius is assumed as the basic economic setting of Durham with such factors considered as the spending of the student body funds and faculty payroll of Duke and the University of North Carolina as a stabilizing force in the retail business of Durham; (2) that Camp Butner and the Wright Machine Works are the only two war factors in Durham's economy, the latter to be retained by Durham's peacetime economy after the necessary conversion; (3) that Durham's plan is rooted in the concept of accrual accounting, properly charging maintenance, repair, and needed expansion to present income since these bills have become due as costs even though those costs cannot be converted into facilities now; (4) that Durham's earlier planning in cooperation with Raleigh and the immediate area in the development of an airport will greatly simplify for Raleigh, Durham, and nearby communities the planning necessary to fit them with adequate airport facilities for the air-minded era ahead; and (5) that the plan sets forth the proposition that a stable tax rate is highly desirable as a component of favorable government climate for business and industry.

The present Durham Planning Committee made up of civic leaders, private citizens, and city and coun-

ty officials have found this plan, conceived within the city-manager governments' action province a sound core around which to plan. Durham's City Manager, Sterry Mahaffey, who came to Durham last fall, has proposed to the City Council a planning department with a competent engineer at its head as a permanent division of Durham's city government. Durham is definitely still planning and those plans are drawing more and more citizens and officials of the city and county into an active participation in the development of plans that will reach far beyond the goals of Durham's 1943 booklet.

## Citizen Participation in Planning

The importance of community participation in planning is best illustrated by past experience of different states and municipalities with plans prepared by outside experts. Such bought plans frequently dryrot in some dusty corner of a state building, county court house or city hall. The stillbirth of such plans can be traced to their alien quality, for they have not passed through the forge of community mind and heart. Citizens who work hard on plans are citizens to whom those plans are real. Citizens whose brains form plans are citizens to whom those plans are dear. Community participation brings to the people an understanding of their own plans and those who have made the plans will fight, work, and pay to carry them out.

In communities fostering citizen participation in planning all citizens and citizen groups are urged to present to the planning committee every idea calculated to further the economic, social, and general welfare of the people of the community. While the committee is working, and reworking through subcommittees and in the whole committee all community ideas for planning, the flow of ideas is reversed, and the people of the community are made acquainted with the varied aspects of planning problems. The usual media for the counter flow of ideas are committee bulletins, newspapers, radio, and open forums. The object of the counter flow is to bring about public understanding and support



for the various features of local planning by making clear to the people the relation of this planning to other local planning and the relation of the sum of local planning to state, regional and Federal planning.

Democracy in action could hardly be better illustrated than in this shaping and developing of an idea under the hands of planning leaders who enlist support of governmental officials, private agencies, and citizens in bringing the growth of the idea to full stature, then turn to the task of enlisting wide public support for the idea through writing, public speaking, and public discussion.

### Why North Carolina Communities Are Planning

Throughout North Carolina during the past year there has been a growing consciousness of postwar planning as a problem. Many communities have formed committees and have gone far in formulating plans for the critical period after the war. Henderson's committee for planning and development in its first report states the challenge as follows:

"The first great problem that any community such as ours will face is the economic problems of victory, demobilization and reconversion. Summed up, this means postwar employment. Beyond this there will be other problems, yet unless we meet the first great economic problem we may find that our nation has chosen to follow the road to national socialism and our planning will be done for us by the government.

"It is therefore important that American business be prepared to give employment to the greatest possible number of persons. It is equally important that there be a moderate program of public works to answer the needs of the various communities. If such a program is prepared to take up any slack in employment which business itself cannot take up, we can get the public works we need without the necessity of developing hurried forms of public relief, employment, or cloaked doles."

The basic reasons underlying

postwar planning by local governmental units throughout the nation are set forth therein. These statements account also for the parallel planning efforts of citizens' organizations, of labor, of agriculture, and of business and industry.

### Models for Planning Action

California cities, mid-western cities, New York cities, and cities of our neighboring states are planning; but right here in North Carolina many of our own cities and towns have plans, developed or developing, that will serve as well as any plans of any cities or towns in the nation to lay bare the fundamentals of local governmental planning.

### North Carolina's Smaller Towns

North Carolina's smaller towns are for the most part agricultural and expect little effect from the change from war to peace. There are exceptions to this, however. Some of our small manufacturing communities are engaged in war production; such communities face difficult adjustments.

*Carrboro*, a manufacturing community converted now exclusively to war production, has drawn workers from other communities and from rural areas in unprecedented numbers. After the war, a high proportion of these workers would not be needed if Carrboro's mills returned to their prewar status. Only if a new status for these mills is worked out in terms of new products with a broader market can Carrboro provide employment for its war-swollen working population. Since a sound labor supply is a first-rate asset to any community, every effort is being made by the mill authorities to work out plans for postwar production that will provide work for that labor force. In fact, these plans have developed to a point where there is every indication that in this manufacturing community reconversion will result in a satisfactory level of employment. However, there remain, even where reconversion plans are fairly complete, problems of time. How long will reconver-

sion of plant facilities require? Will this reconversion be slowed down by unobtainable but essential equipment? Will essential raw materials or processed items required in the mill operations cause delays in going into production? Local planning cannot answer these questions, yet they are part of the cloth from which local plans must be fashioned.

*An economic question: Can the South find an answer?* The mayor of one small town, an agricultural community, came up with a poser. He was asking his community and himself where they could find the economic inducement to bring back into their community the young officers—Lieutenants, Captains, and Majors—who had been receiving \$300, \$400, and more a month. This poser from the Mayor presents a concrete example of an economic problem that has been, is, and will remain a challenge to the leaders in our North Carolina schools, colleges, universities, industries and communities, both large and small, in time of peace as well as in time of war.

The fact that our small towns feel little need to plan brings to mind the time when North Carolina's present cities were small towns. Many communities, small at the beginning of the state "good roads" era, are large towns today. As recently as 25 years ago, these growing communities did not feel the need to plan. This fact clearly raises the question of what the results would have been had they then had enough vision of the future to feel the need to plan.

### Henderson and Vance County

*Water Supply a Major Factor.* One focal point in the postwar planning studies of the Town of Henderson is its water supply, including deficiencies in the city distribution system and in the sewer system. Three strong reasons for rating an adequate water supply and distribution system as early *musts* in Henderson's planning program are: (1) the many industries requiring quantities of water that are barred from locating in Henderson by the present water supply, (2) the lack

(Continued on page 10)

# Institute of Government Conduct



The classification of fingerprints—putting the proper labels and values on the prints so that they can be accurately filed—occupied the first part of the instruction.



"Sequencing" fingerprint cards—the name given to the system of filing them for use in identification work—required intense concentration and produced frequent requests for assistance from the instructor.



A stiff examination—both written and practical—concluded the work in classifying prints and setting up fingerprint files. Practice in fingerprinting, with the officers learning all the do's and don't's of making legible prints, followed.



Pictured above on the steps of the Institute of Government building are law enforcement officers from all sections of North Carolina together with the staff of the Institute and FBI agents, as they gathered on May 22 to attend a two-week fingerprint school conducted by the Institute of Government in cooperation with the Federal Bureau of Investigation.

Institute of Government schools for law enforcement officers have grown from 1 day in the beginning to 3 days, to a week, to 10 days and, with this school, to 2 weeks. The same standards of expert instruction and hard work which were set in the early schools characterized this fingerprint course, which was designed to enable the inexperienced men to return to their departments and set up identification systems and to refresh the experienced men in their work.

M. G. O'Melia, Special Agent of the FBI assigned to the Identification Division, carried the bulk of the instruction, with supple-



Mr. O'Melia made a considerable dent in the Institute's chalk with his instructions about loops, whorls and arches, deltas, cores and ty-

# s Two-Week Fingerprint School



Since so technical a subject as photographing and lifting latent fingerprints at the scene of the crime or accident can be learned only by doing, the men spent the remainder of the course in actual work with camera, tape, powder, brush and other equipment.

mental instruction by W. P. Whitley, Superintendent of the City-County Bureau of Identification in Raleigh, J. I. Nichols, Rocky Mount Identification Officer, Williard Gatling, of the State Bureau of Investigation, and Albert Coates, Director of the Institute of Government. Clifford Pace, Assistant Director of the Institute, was in direct charge of the school. The officers attended lecture and laboratory 10 hours a day for the entire two weeks. The pictures and comments to the left and right and below describe them in action.

A mock trial demonstrating the qualification of fingerprint experts and the introduction and use of fingerprint testimony ended the period of instruction. Officers of the class elected on the final day were: J. I. Nichols, Rocky Mount Identification Officer, President; W. A. McCall, Charlotte Detective Bureau, 1st Vice President; and Howard Pierce, State Bureau of Investigation, 2nd Vice President. Certificates were awarded by the Institute of Government to the 44 men satisfactorily completing the course.



Fingerprint powder and film pack, the fingerprint man's chief stock-in-trade, were put to good and plentiful use during the laboratory period.



ly as he drew pattern after pattern on the blackboard illustrating es.



Crime scenes were arranged, the officers were divided into groups, and investigations for latent prints were conducted by them to test their skill in lifting the prints found. The crux of the fingerprint chain-of-events—the comparison of the latent print with the prints of suspects to make an identification—is a tense moment.

## N. C.'s Postwar Planning

(Continued from page 7)

of balanced land use within the community arising from lack of water and sewage facilities in certain areas with the consequent effect on land and tax values, and (3) the possible integration of the necessary water and sewer line work with the work required for street improvement and repair. This last, street construction and repair on an extensive scale, is so badly needed because of the lack of materials and labor during the war years that one of the problems in any overall plan in any community will be the integration of such work with other necessary work.

Another portion of this report that will be of interest to planners is the consideration given to a city-county airport for the Town of Henderson and Vance County and to advantages inherent in possible cooperation with the Town of Oxford and with Granville County in plans for the development of a common airport immediately after the war. Other portions of the report deal with: (1) pavement, curbs and gutters (2) renewing the fire alarm system (3) recreation (4) housing for the county health and welfare departments (5) public comfort stations (6) a community center (7) the setting up within the city government of a permanent planning commission with authority to control development of Henderson and Henderson Township and (8) the adequacy of public utilities.

The merchants of Henderson in answer to questions affecting Henderson as a shopping center indicated that they thought (1) comfort stations, (2) more parking space (3) good eating places with reasonable prices for farmers, and (4) better selection of merchandise at lower prices were goals that could be sought to improve their town as a shopping center.

Henderson's planners are thinking in terms of a Master Plan with projects planned now for the first 10 years after the war. This report calls attention to the fact that 10, 20 or even 30 years is but a short span in the life of a community.

## Burlington: A Sample Public Works Program

Burlington has a program that is worth looking at because Burlington's ten-year plan presents an extensive public works program. The projects that make this a suitable sample of a public works program include:

1. Completion of the airport on which \$200,000 were expended before the war and for which the Civil Aeronautics Authority has completed a requisition for \$500,000.
2. Hangar and administration building for the airport, \$50,000.
3. Completion of the National Guard Armory.
4. Completion of a 37 acre recreation park.
5. Sidewalk construction.
6. Street paving.
7. New water purification plant.
8. Extension of the water distribution system.
9. A sewage disposal plant.
10. A storm sewer.
11. A city hall and 3 fire stations.

*Shelby* has undertaken postwar planning through its Chamber of Commerce and the city officials. A capital reserve fund has been set up and a program of public works provided, although *Shelby's* city planners expect industry in their community to convert quickly to peace-time production.

*Gastonia* expects the civilian demand for textiles to pick up all slack growing out of the cancellation of war contracts. However, *Gastonia*, through the action of the City Manager, has had competent engineers make preliminary surveys looking toward a sound public works program. The Chamber of Commerce has appointed a special committee to work with city officials on post-war planning.

## Charlotte and Mecklenburg County: What is a Master Plan?

Charlotte and Mecklenburg's planning is of particular interest because of the fact that the planning illustrates the development of a

Master Plan. The purpose of a Master Plan is to make projects of 1945 fit the projects of 1960. The process of developing a Master Plan entails a consideration of every project that is conceived which might be of value to the community. From a sifting of these ideas to separate the wheat from the chaff, there is evolved a broad basic pattern to guide in selecting and in fitting to one another and to the needs of the community immediate and long-range projects. The actual projects selected for action now need be no more ambitious than those set out in Durham's 1943 plan; but if the community's needs require, the projects selected for action may well go far beyond the scope of even the public works program set out in Burlington's six-year plan. The Master Plan is in reality a "coordinating device."

Master plans in practice have indirectly served to bring about the ends for which they were designed. Where scale models and attractive maps have conveyed the central planning idea to the citizens of the community, the picture of planned city growth has fired the imaginations of the people and encouraged private investors to make the Master Plan become a reality.

*Air-castles and anti-planners.* While the projects actually selected for action under a Master Plan need not be ambitious, those considered are almost certain to include projects of huge potential cost—grandiloquent air-castles. If this fact is not understood, these last become weapons in the hands of anti-planners. And there are anti-planners.

The honest and sincere distrust on the part of these anti-planners can be allayed, and the confidence of the people can be gained and held once it is clear that the Master Plan is a device for selecting from all the ideas presented for consideration those which can be feasibly financed and brought to the blueprint stage ready for action when materials and labor are available and the need for employment is real. By being ready with a Master Plan embodying only sound projects that fit other needed projects to be undertaken at a later time, the community will be in a position to achieve the right per-

manent improvements. Furthermore, the first projects can be timed to cushion for the citizens of the community the impact of dislocations growing out of the war without sacrificing to that timing the existing long-range healthy growth and improvement of that community.

Let us pause to note that the future industrial program of Charlotte is to be shaped by the industrial section of the committee, a continuation of the Chamber of Commerce committee on industrial development, which did such good work for the community during the period of conversion from peace to war.

Under the broad Master Plan procedure in use in Charlotte such *projects* are being considered as: a civic center as an auditorium and headquarters for all civic and community activities, a new health building, additional public library facilities, a new Southern Railway passenger station, a boulevard across Charlotte, the extending, opening and widening of streets, adequate park and recreational facilities for people of all races and ages, replanning with a view to opening to private enterprise the redevelopment of blighted areas, and improvements of terminal facilities and the elimination of grade crossings.

And *objectives* such as:

1. Setting aside surplus funds for planning purposes.
2. Extending city limits where public services not now received can be extended.
3. Developing farm to market roads.
4. Setting up a county fire protection service.

Two features in Charlotte's planning deserve notice: (1) the consideration of *farm to market roads* as an indication of the consciousness of this city of its relation to the surrounding area and (2) the existence of a *committee on county-city relations*, which gives notice of a problem of growing concern wherever counties have within their boundaries a populous metropolitan area. Studies should be made in order to

determine in an impartial manner the facts pertaining to county-city relations in such counties. Once the basic facts and interrelated problems are understood a sound foundation for city-county cooperation can be constructed through mutual action.

#### Wilmington and New Hanover: A War Problem

The City of Wilmington and New Hanover County, through their joint planning committee are looking squarely at their fundamental problem of providing employment for Wilmington's population swelled by war to twice the number of people that the city's peacetime industry can support. Wilmington is looking for a plan tailored to the community's special needs—not a business man's plan, a laboring man's plan, a churchman's plan, or a social dreamer's plan, but a plan that will solve the greatest problems that the city has ever faced. The community leaders have considered favorably open forum meetings as a means of achieving coordinated community effort.

Committee Sections on: (1) Housing (2) Employment (3) Port (4) Resort (5) Industry (6) Zoning (7) Parks and Playgrounds (8) Transportation and (9) Inter-racial problems have been set up.

The Public Works proposed are: (1) an 8,000,000 gallon sewage disposal plant, (2) an 8,000,000 gallon water reservoir, (3) paving of streets and roads, (4) a city auditorium and armory, (5) a 200-ton capacity incinerator, and (6) development of a park and recreation program.

The most interesting portion of the Wilmington plan deals with industrial development planning such as: (1) port development, (2) additional industries interested in the advantages of communications by sea and canal available at Wilmington, and (3) development of a great cattle industry in the eastern portion of the State to use Wilmington's port facilities.

While Durham and Charlotte are cities with lines of economic development well established, Wilmington must seek out and establish new

lines of economic development. That is why in the Wilmington plan we see an effort to build in the coastal plain behind the port a great cattle industry to use the port facilities. Other lines of economic development are being explored with the aim of building around this wartime port a productive peacetime economy.

#### Planning Ideas and Planning Action

Wilmington has recently formed a City Planning Board under the terms of the general statute pertaining to city planning boards. It is well to observe that this board is in addition to the City-County Postwar Planning Committee. This action by the City of Wilmington draws attention to the fact that a planning committee is an advisory body for the study of overall planning measures. Such an advisory body needs other links in the chain of planning to carry planning conceived within its committees to the point of effective action. These links must be forged and planners must see to it that the chain when finally wrought lacks no links and possesses no weak ones. It has been suggested that each city government needs a permanent planning organ as part of its official family to bring about continuous and coordinated soundly rooted planning and action for the physical development of the city. It has likewise been suggested that, even if a full-time or part-time office for city planning were set up, it could hardly be effective if a zoning board could overrule its plans. Therefore, we may conclude that the integration of planning advice and planning action will require care in developing a chain of authority to produce effective results.

In the final analysis, local governments must carry out their own planning action, just as in the final analysis each industry and each business must carry out its own planning action. Planning committees, however, are the generating force necessary to start the machinery and essential to its continuing performance.

Asheville, Greensboro, and Winston-Salem, according to report, have all made real progress with their postwar planning. Felix Gri-

sette reports that Asheville has an outstandingly sound planning set up, that Greensboro has begun studies of population, of physical characteristics, of economic factors in the Greensboro area and of existing public services and facilities, and that Winston-Salem has enlisted the full-time services of R. A. Larrabee, formerly executive Director of the Tennessee Planning Commission, to handle postwar plans for the Winston-Salem area.

### III

#### The Nation Must Have Leadership

*Citizen leadership in postwar planning.* Business men are getting ready to assume responsible leadership for industrial reconversion to produce a sound national economy. Agricultural leaders and labor leaders likewise are actively examining the communities of this State and of the nation to gauge the economic change growing out of the war. These citizen groups through surveys in various sections of the country are discovering in cities and towns the facts about conditions and needs. This makes them ready to assume intelligent leadership in the solution of tough postwar problems. The Committee for Economic Development and various local chambers of commerce are two such citizen groups which have been most active in North Carolina communities. These and other civic organizations are planning for what lies ahead by finding pertinent facts and studying possible solutions.

*The Institute of Government and other agencies in postwar planning.* Since the Institute of Government feels that effective postwar planning results will in a large measure depend upon the successful cooperation among planners, the Institute is ready to render every assistance to the State Planning Board in aiding local planning and in presenting to local communities the need for coordinated planning efforts. The Institute staff will at all times keep in touch with what the local planning bodies and the State Planning Board are doing and will share with the State Planning Board and its working staff the function of a clearing house of planning information and experience. The Institute staff will

also participate in field work, in research, and in assembling information on planning as well as in channeling planning information to local planning groups interested in what has been done and what is being done by towns, cities, counties, and the State in solving postwar planning problems.

*The State Planning Board.* The function of the State Planning Board is to aid the planning efforts of local planners and to correlate the planning efforts of all such groups. The underlying purpose in the planning of all is the same, and the State Planning Board through its chairman, Collier Cobb, through the members of the Board and through its Executive Director Felix Grisette and his staff stands ready to serve local planners in every North Carolina community in order that a coordination of effort may increase the overall results of local planning and at one and the same time help North Carolina and its communities to prepare themselves for the day when the World War II has been won and there remains before us a peace to be won.

*State Departments in postwar planning.* The task of the communities of the State in reaching out for productive economic enterprise is being aided by the State Department of Conservation and Development. A prophecy that you will one day be proud of the work of this and other state departments, not only for their positive steps in planning for sound economic growth in North Carolina, but also for their work in carrying out those plans would be a fairly safe one.

*The Federal government and postwar planning.* That the Federal government must play a part in postwar planning cannot be doubted. One look at the existing controls over materials and prices is convincing. These controls could conceivably be stopped abruptly, they could be continued for a short time, or they could be continued indefinitely. Any action by the Federal government whether negative or positive with reference to these controls is postwar planning. Federal action on war contracts is postwar planning. Federal action on demobilization is postwar planning. Federal action on tax policy is post-

war planning. Federal action in innumerable ways must be part of all postwar planning. Planning committees of all kinds must take into consideration Federal planning as it affects their planning. How big a part the Federal government must play will be determined by the effective leadership developed in our communities. Our citizen leadership and our governmental leadership must recognize that Federal action and all postwar planning are threads in one cloth.

### IV

#### Can Private Enterprise and Local Government Meet the Challenge?

In the national postwar problem there are parts for many players and the Federal government will have a part. How big a part will be determined by the effectiveness of state leadership, local government leadership, and the leadership of business and industry, of labor, of agriculture, and of educators. If the Federal government has to pick up the fallen mantle of the National Resources Planning Board and finds that state and local governmental leaders and the leaders of private organizations have been unable to tailor from the cloth of that mantle cloaks of leadership for themselves, then the governmental philosophy of this Nation will that day have undergone a change and the change will have been inevitable. Leadership and effective leadership we must have—from the people and their leaders through private organizations working through local and state governments if they will lead, but if they cannot achieve national stature as leaders through teamwork, then the Federal government from the womb of necessity will bring forth that leadership.

Here lies the challenge to our leaders who believe in private enterprise and do not wish to see the political philosophy of our nation change to one of utter dependence on Federal leadership. If those leaders can call to one another and get across the need for pulling together, if they can call to the sovereign people and the people will answer that call, then private enterprise will have vindicated its leadership and in doing so will have won the peace.

# The State Planning Board

By FELIX A. GRISETTE,

*Managing Director, North Carolina State Planning Board*

*Felix A. Grisette was appointed managing director effective April 1, 1944. The Board's executive offices are located in Chapel Hill with Mr. Grisette in charge. All interested persons or agencies are invited to communicate with him.*

Teamwork between the State and the various units of local government in the field of planning is the policy of the recently organized North Carolina State Planning Board. It goes without saying that any program of work involving contacts with local units of government presupposes close cooperation with and advice from the Institute of Government.

In so far as possible within the limitations of the general objectives as set forth in the legislative act creating it, the Planning Board has resolved to concentrate on those projects designed to meet the problems that will likely confront the State in the immediate postwar period:

1. Public works planning
2. Industrial planning
3. Agricultural planning
4. Tourist and travel planning
5. General improvement planning

The Board feels that all these five fields of endeavor touch every community in the State and that they can be executed with the optimum of results on a community-by-community basis. To the extent that the whole is equal to the sum of its parts does the level of State life represent the level of its community life. Economic and social problems affecting the State at large can be successfully solved only by full-fledged local cooperation. Generally speaking, State administrative agencies can accomplish relatively little unless the local authorities are willing and ready to accept and further their programs. Therefore, a major activity of the Planning Board, as a means of procedure, is to encourage and actively promote the establishment of local and county planning bodies.

This method of procedure presupposes that the Planning Board must

provide or arrange to provide every possible assistance to such local groups.

Public works planning in particular is one of the fields of endeavor in which all local agencies of government should be interested. The State Planning Board's advice to these local groups on the subject of public works is based upon the following principles:

1. The buildings planned for construction should be an integral part of a carefully developed long-range program.
2. Any program of planning for construction should be based on definite and specific needs.
3. Postwar public works programs should be developed in terms of the ability to finance the cost out of available or anticipated State funds for State projects and local funds for local projects.
4. State and local agencies, in mapping their public works programs, should not do so in anticipation of extensive Federal financial aid.
5. After determining those projects that are definitely needed and can be financed from available or anticipated funds, actual preparation of working drawings and specifications should be started promptly and developed in preferential order.

The Planning Board regards adequate engineering and architectural services as a prerequisite to any wise planned program of public works. Blueprints and sketches are among the sure signs of careful planning. Because so many local governments do not have the funds with which to pay for these services, the Planning Board suggests as a solution the creation of capital reserve funds.

*Attorney General rules on architectural and engineering fees.* The Attorney General has ruled that, subject to the limitations of the county and municipal Capital Reserve Acts, appropriations can be made from the

Capital Reserve Fund for the payment of architectural and engineering fees. The Board recently wrote all county and municipal officials on this subject as follows:

"To all County and Municipal Officials:

The North Carolina State Planning Board is charged with the duty "of guiding and accomplishing a coordinated, adjusted, and efficient development of the State." It seems clear to the Board that one important step in the direction of this "efficient development of the State" must be a program of soundly planned public works projects by the county (municipal) governments.

Now is the time to begin planning for those projects which are definitely needed. A sound procedure would seem to dictate the necessity for making arrangements at once for the necessary architectural and engineering services. Blueprints and specifications are the best evidence of sound planning. At present, as a general rule, architects and engineers have much more time to devote to preliminary work than will be possible after the war when everyone suddenly begins a frenzy of construction. For counties (municipalities) to take advantage of this situation, thereby obtaining a priority on the available time of architects and engineers, would be a wise move.

If funds are not readily available for this purpose, it is suggested that you set up immediately in your budget a capital reserve fund, as provided in the County (municipal) Capital Reserve Act. Subject to the limitations set forth in the County (Municipal) Capital Reserve Act, the Attorney General has ruled that moneys can be expended from the capital reserve fund for architectural and engineering fees. Approximately 40 county and municipal governments have already set up these reserve funds.

Motivated solely by its desire to aid local governments in the planning of needed public works projects, the State Planning Board urges all counties (municipalities) to create a capital reserve fund, either from unexpended surpluses or from an appropriation for that purpose. In view of the fact that the new fiscal year is so near at hand, immediate action is necessary."

## William A. Blair

(Continued from page 2)

"I present this to you, Sir, and we are hoping that in the remaining years of your life you may have the pleasure of knowing the esteem of your fellow citizens, and to know that when your life is ended this should be transmitted to the family as a token of appreciation from a grateful State. Colonel Blair, the floor is yours."

### A Portion of William Blair's Reply

"Your excellency Governor Broughton, the honorable Council of State, your majesty Dr. Bost, and other friends:

"I am deeply touched, highly flattered, completely overcome and thoroughly appreciative. It is indeed a great honor and I wish that I were deserving and worthy of it. If advances have been made, good accomplished, or worthwhile results achieved, the proper persons to receive the credit, honor and praise are those who really did the work and bore the burden in the heat of the day. These are the faithful and self-sacrificing members of the Boards, the secretaries of the former days, the three great commissioners, the devoted and efficient staff, the consecrated county superintendents and the conscientious case workers. These deserving souls have done the real work and deserve the acclaim, the laurel crown, and the well-earned garlands of public applause.

"The 19th day of the month is a red-letter day for me. It was on that day that I, long ago, dared ask a certain question that to my good fortune was not answered with a 'No.' I shall also always remember this 19th day with gratitude, satisfaction and affection. Your kind, generous and encouraging words, Governor Broughton, have greatly enhanced its value. As the old play says, 'Approbation from Sir Hubert is praise indeed.' And yet while you were speaking I was reminded of the words of the old hero in Homer, 'Praise me not too much nor blame me, for thou speakest to the Greeks who know me.' If my head could translate accurately the feelings of my heart, proper words 'in stately march of oratoric phrase and rhythmic flow of poetic language' would not be wanting to express my feelings and my gratitude. But, alas, it

cannot. I am too deeply moved. Besides, any performance, effort or labor connected with an office does not entitle the individual to any special notice or particular compliment. He has simply done his duty. As I look back today I cannot feel that I have done even that much, and I wish I had done more and had done it better. Yet, I must confess that I have had a great opportunity and a wonderful experience.

\* \* \*

"Thanks again to all who have assisted in this great work through all the years and for your tribute today. In the language of Tiny Tim, 'God bless us every one'."

### FAITH, WORK AND PLAY IN WARTIME

(Continued from page 3)

as to whether we know each other or not. It would be tragic for people to get insulted over such minor details and to increase the barrier between them, rather than to melt it down.

I think in these days of rapid communication and transportation, we see a thousand people where once we saw only two or three. In the old horse and buggy days it dramatized a visit with a friend to have to drive for a place where you would see him. Because of the difficulty in getting together, visits were longer. There was a margin of time and space and dramatic incident around each personal contact. There was thus no difficulty in remembering names; but today our memory simply breaks down under the impact of numbers and quick changes, and yet, in spite of the multitude of our acquaintances, once given the name and the location of a person, we recognize a lot of mutual associations, many things held in common, and can easily take up the conversation where last we left it off.

It would be a happy change in manners if people would simply give their names to each other when they meet, particularly if they have not met together for a long time. To give your name and your address as a modern form of greeting would be a great improvement over simply greeting another fellow, finding he does not recall your name at once, and then getting mad because, as you express it emotionally, he has forgotten you.

## 1944 Waterworks School

(Continued from page 4)

were 10 registrants attending classes for "A" certificate candidates: six of these men already held "A" certificates and were studying to refresh and to broaden their knowledge of the field. One additional "A" candidate reported on Friday, June 2, to take the examination, though he had been unable to attend the school.

### "A" CERTIFICATE GROUP

Below are listed the names of those registrants in the "A" group; an asterisk before the name indicates that the candidate took the 1944 examination on Friday, June 2.

- \*1. Adkins, W. W., Rockingham, N. C.
2. Berry, G. H., Camp Davis, N. C.
- \*3. Davidson, J. O., Charlotte, N. C.
- \*4. Fesperman, H. D., Albemarle, N. C.
5. Johnson, E. M., Raleigh, N. C.
6. Lassiter, L. I., Wilmington, N. C.
7. McKimmon, W. S., Raleigh, N. C.
8. Malone, J. R., Durham, N. C.
- \*9. Saunders, Max D., Chapel Hill, N. C.
- \*10. Tull, E. R., Rockingham, N. C.

\* York Brannock of Rocky Mount reported on Friday to stand the "A" certificate examination, though he was unable to attend the 5-day school.

### "B" CERTIFICATE GROUP

- \*1. Beal, C. L., Lincolnton, N. C.
- \*2. Brown, W. G., Durham, N. C.
- \*3. Harris, S. E., Lenoir, N. C.
- \*4. Hughey, G. E., Statesville, N. C.
- \*5. Lancaster, B. E., Roanoke Rapids, N. C.
- \*6. McKeithan, W. A., Fort Bragg, N. C.
7. McMillan, L. S., Raeford, N. C.
- \*8. Norman, J. W., Leaksville, N. C.
9. Rector, Z. M., Drexel, N. C.
- \*10. Stowe, J. C., Hamlet, N. C.
11. Townsend, F. J., Fort Bragg, N. C.
- \*12. Turner, F. G., Wilson, N. C.
- \*13. Whichard, J. L., Greenville, N. C.
- \*14. Yount, J. V., Granite Falls, N. C.

\* Thomas Smith of Rocky Mount took the examination on Friday, June 2, though he did not attend the school.

### "C" CERTIFICATE REGISTRANTS

1. Biddle, H. M., Carolina Beach, N. C.

(Continued on page 17)



# The Attorney General Rules

Recent opinions and rulings of the Attorney General of  
special interest to local officials



In recent inquiries to the Attorney General seeking answers to their most troublesome problems, city and county officials in North Carolina underscore the subjects chosen for leading articles in recent issues of POPULAR GOVERNMENT. Rulings on problems with reference to tax matters are called forth by the very situations that Peyton B. Abbott has been engaged in studying for the past twelve months, some of which problems he analyzed in his recent articles "Delinquent Special Assessments and Statute of Limitations" (March) and "What's Wrong With Tax Titles" (May). Other inquiries dealing with public purchasing verify Albert Coates' decision made more than twelve months ago to assign a staff member to the study of the purchasing problems in North Carolina counties, cities and towns; the first article growing out of this study, "Public Purchasing in the City of Durham," appeared in the May issue of POPULAR GOVERNMENT. The appearance in the current issue of POPULAR GOVERNMENT of an article on North Carolina's Postwar Planning" in counties, cities and towns finds companion rulings by the Attorney General indicating a growing interest in the problems facing North Carolina communities in readying themselves to meet problems born of World War II.

In response to questions by North Carolina communities, the State Planning Board requested a ruling on whether Capital Reserve Funds, made possible by the 1943 Legislature, could be used for architectural and engineering fees to bring plans to the blue-print stage so necessary if such plans are to be effectively timed in their execution. A digest of the Attorney General's opinion follows:

## USE OF CAPITAL RESERVE FUNDS FOR ARCHITECTURAL AND ENGINEERING FEES

Subject to the approval of the Local Government Commission and subject to the restrictions of the statutes and of the Constitution, capital reserve funds established by counties and municipalities can

be used for engineering and architectural fees.

These are the restrictions listed by the Attorney General's opinion: (1) the use of ad valorem tax money levied for debt service is restricted by the Constitution to the retirement of outstanding debt; (2) ad valorem taxes levied for general purposes must under the Constitution be used for necessary expenses. The opinion gives a partial list of items held to be necessary expenses by the North Carolina Supreme Court: for cities, water, sewer, and electric light systems, public buildings, and fire stations; for counties, courthouses and school buildings.

The opinion continues to this effect: General purpose tax collections may, with approval of the voters at election, be used for such things as are not necessary under the Constitution. A partial list of items held not necessary is also given; these are airports, hospitals, auditoria, parks and playgrounds. Finally, moneys in the capital reserve fund derived from utility income, sale of municipal and county property, ABC store profits and sources other than collections of ad valorem taxes may be used for purposes other than necessary expenses without approval of the voters.

In another ruling the Attorney General denied that a municipality had the authority to levy a special tax to create a fund to be used in the construction of a waterworks system when materials became available, but suggested that such a fund might be set up within the limits of the Capital Reserve Act, Chapter 467 of the Session Laws of 1943.

Digests of other recent rulings of the Attorney General of particular interest to city and county officials follow.

### I. AD VALOREM TAXES

#### A. Matters Relating to Tax Listing and Assessing

##### 29. Personal exemption

To George F. Lucas.

(A.G.) Under section 601 (8) of the Machinery Act, a person is entitled to only one \$300 exemption of certain personal property, regardless of whether he may have such property in two or more counties, or in two or more townships within the county.

##### 30. Situs of personal property

To D. C. Barnes.

(A.G.) Where a person lives within the corporate limits of a town but operates a filling station and store a short distance outside of town, and owns a truck which is used in local and long distance hauling, the truck is taxable by the town, although it is usually parked at night at the home of his truck driver outside of town, unless the truck is used in connection with the filling station and store. If it is so used, it would be listed for county taxes only, as the store is outside of town, under section 800 (4) of the Machinery Act.



HARRY  
McMULLAN

Attorney  
General  
of  
North  
Carolina

### C. Levy of Special Tax

#### 16. To create a fund for a waterworks system

To L. E. Mercer.

(A.G.) A municipality does not have authority to levy a special tax to create a fund to be used in the construction of a waterworks system when materials become available. Such a fund might be created within the limits of the Municipal Capital Reserve Act, Chapter 467 of the Session Laws of 1943, but that act does not contemplate the levy of a special tax for the purpose of creating the reserve fund. If the town has revenue from an electric distribution system, or similar revenue, it could set this up in the reserve fund and levy taxes to cover municipal expenses which had been borne by such revenues.

### III. COUNTY AND CITY LICENSE AND PRIVILEGE TAXES

#### A. Levy of Such Taxes

##### 14. Privilege license—wine and beer

To A. D. Ivie, Jr.

Inquiry: May the commissioners of a town refuse to issue licenses for the sale of wine and beer within the corporate limits, if they think it best to do so?

(A.G.) Sections 512 and 513 of the Revenue Act make it mandatory upon the governing bodies of counties, cities, and towns to issue beer and wine licenses when applicants have complied with the conditions of Section 511 of the Revenue Act; however, Section 509, subsection 1, and Section 509½, subsection 1 limit the kind of establishment to which "on premises" beer and wine licenses shall be issued.

To Ray Jennings.

(A.G.) It is my opinion that counties and cities may issue "on premises" beer licenses only to those establishments listed in G. S. 18-72, and that such licenses may not be issued to pool rooms.

### IV. PUBLIC SCHOOLS

#### C. Powers and Duties of Administrative Unit

##### 26. Tuition charges for non-residents

To Sam O. Worthington.

Inquiry: Can tuition be charged for children who attend schools in a district in which a special tax is levied and collected if those children live outside the boundaries of such district?

(A.G.) If the children are transferred by the State Board of Education under the discretion granted by G. S. 115-352, no tuition

tion can be charged. If the transfer is for private reasons of the children or their parents, a district accepting them may make a charge which would reasonably defray the extra per capita cost of schools in such districts.



By  
**PEYTON B.  
ABBOTT**

Assistant  
Director  
Institute of  
Government

### 30. Purchase of supplies, equipment and materials

To B. N. Barnes.

Inquiry: Is it the duty of a governing body of a city administration unit to purchase supplies, equipment and materials in accordance with contracts or with the approval of the State Division of Purchase and Contract?

(A.G.) Section 23 of the School Machinery Act of 1939, as amended provides:

"It shall be the duty of the county boards of education and for the governing bodies of city administrative units to purchase all supplies, equipment and materials in accordance with contracts and/or with the approval of the State Division of Purchase and Contract; Provided, that no contracts shall be made by any county or city administrative unit for purchases unless provision has been made in the budget of such unit to provide payment therefor, or unless surplus funds are on hand to pay for the same, and in order to protect the state purchase contracts, it is hereby made the mandatory duty upon the part of the governing authorities of such local units to pay for such purchases promptly in accordance with the terms of the contract of purchase."

This section clearly applies to the governing bodies of city administrative units as well as the county boards of education.

### F. School Officials

#### 1. County board of education—election

To Dr. Clyde A. Erwin.

Inquiry: What is the proper procedure for filling a vacancy in a County Board of Education caused by the fact that a member of the board is inducted into the armed forces?

(A.G.) If upon application by the inductee the board of county commissioners grant a leave of absence, the board of county commissioners may appoint any qualified citizen of the county as a substitute for the period of the leave of absence, but no leave of absence shall extend the term for which the inductee was elected or appointed in the first instance (Section 2, Chapter 121, Laws of 1941). However, if the vacancy occurs by resignation or any means save application for a leave of absence, such vacancy should be filled under the provisions of Section 115-42 of the General Statutes. The County Executive Committee of the political party of the member causing such vacancy would fill the vacancy until the next regular meeting of the general assembly. If the vacancy to be filled by the General Assembly occurs before the pri-

mary or convention held in the county, nominations for such vacancy shall be made in the primary or convention. If the County Executive Committee does not fill a vacancy within thirty days, it shall be filled by appointment by the State Board of Education.

### SCHOOL ENTERTAINMENTS FEDERAL ADMISSIONS TAX

To E. G. Bourne.

Inquiry: Does the 20% Federal admission tax apply to entertainments given by schools, the proceeds of which will be used for the benefit of the school?

(A.G.) The only exemption in the law as now written applies to certain entertainments given for and by members of the armed forces when the proceeds are used exclusively for army and navy purposes. School entertainments do not seem to be exempted.

### V. MATTERS AFFECTING COUNTY AND CITY FINANCE

#### I. Issues of Bonds

##### 21. Time of special election

To W. D. Boone.

Inquiry: Under the County Finance Act may a special election on a bond issue be held on May 27 in conjunction with the regular primary election?

(A.G.) Section 153-93 of the General Statutes provides that the governing body may call a special election or may submit the order to the voters at the regular election of county officers next succeeding the passage of the order, but no special election shall be held within one month before or after a regular election for county officers. I am inclined to the opinion that the language of the statute would permit the bond election to be held either at the next regular primary date for holding the primary election, or at the time of holding the general election in November. Under the language of the statute, however, you could not hold the special election within one month before or after either of these elections.

### VI. MISCELLANEOUS MATTERS AFFECTING COUNTIES

#### N. Police Powers

##### 20. Regulation of trades and businesses

To C. I. Burkhead.

(A.G.) (Wire) The town commissioners of a town may refuse to issue an "on premises" wine license, but may not refuse to issue a beer license or "off premises" wine license if the applicant complies with the pertinent statutes. See section 513, Revenue Act.

#### S. What Constitutes a Necessary Expense

##### 6. City or town public library

To Levi Buckner.

(A.G.) G.S. 153-9, subsection 37 authorizes counties in which are located city or town public libraries to appropriate funds to the library for the purpose of paying the expense of library extension service. The Supreme Court has not passed upon the constitutionality of this subsection, and in the absence of a holding that the subsection is unconstitutional I am of the opinion that a county board of commissioners would be justified in making an appropriation thereunder.

Until the adoption of a new budget, the appropriation can only come from surplus funds. Proceeds of sales of confiscated liquor cannot be appropriated to this purpose, in my opinion, as G. S. 18-13 requires that such proceeds must be placed in the school fund of the county. I call your attention to G.S. 160-65 to 160-77, inclusive,

authorizing cities and counties to hold elections upon the question of the establishment and maintenance of public libraries and the levy of a special tax for such purpose.

### 11. Defense of police officer for death resulting from attempted arrest

To R. T. Allen.

(A.G.) I am of the opinion that a municipality has the right to employ counsel to defend one of its police officers who has been indicted for murder in the killing of a person who died as the result of wounds inflicted by the officer while attempting to make an arrest upon a warrant, upon authority of *Roper v. Laurinburg*, 90 N.C. 427. The governing body should find that the act was committed by the officer while in the *bona fide* discharge of his duties, and it should be satisfied from its investigation that no crime was committed by the officer and that he should be acquitted of the charge against him. Unless the board is so satisfied from its investigation, it seems to me that it would not be justified in employing counsel to defend the officer.

### JOINT CITY-COUNTY AIRPORTS

To Arthur H. Surprise.

(A.G.) I am of the opinion that Chapter 63 of the General Statutes contains ample authority for the establishment of an airport to be operated jointly by two counties and two cities within those counties. That chapter was used to establish the Laurinburg-Maxton and the Lenoir-Morganton Airports. The special act under which the Raleigh-Durham Airport was constructed provides for the creation of a joint board to operate the airport, but it would seem that the governing bodies of the counties and cities involved would have authority under general law to appoint a board to control the airport. However, if the general law isn't broad enough to cover all desired points, the Legislature should be requested to pass a special enabling act.

### X. Ordinances

#### 4. Zoning ordinance—general police power

To W. B. Austin.

Inquiry: Has a town of 400 population the authority to adopt a zoning ordinance?

(A.G.) Sections 160-172 through 160-181 authorize cities and incorporated towns to adopt zoning ordinances. However, in any case which may arise, the fundamental problem will be whether the particular zoning ordinance is a reasonable exercise of police power. If it can be shown that local conditions warrant the adoption of a particular ordinance to eliminate an objectionable condition, the ordinance is likely to be sustained.

### VIII. MATTERS AFFECTING PARTICULAR LOCAL OFFICIALS

#### A. County Commissioners

##### 35. Purchases

To C. D. Carstarphen.

(A.G.) Under G.S. 14-234, a county should not make purchases from a firm of which a member of the board of commissioners is a partner or in which a member owns a majority of the stock.

#### B. Clerks of the Superior Court

##### 50. Costs and fines

To D. D. Topping.

Inquiry: In a case involving 13 different defendants charged with gambling, if the cases were consolidated, would each defendant pay a separate bill of costs?

(A.G.) Whether each defendant would

pay the full sum of the bill of costs would seem a matter for the court's discretion save for the \$2.00 fee for the use and benefit of the Law Enforcement Officers' Benefit and Retirement Fund which under Section 1, Chapter 145, of the Session Laws of 1943 is assessed against each defendant who is convicted or enters a plea of guilty or nolo contendere.

**79. Decedent's estates—Resale on increased bid**

To George A. Hux.

Where an administrator has reported a sale of personal property belonging to an estate for \$960, and afterwards another party offers to bid \$1400 and post a deposit of 10% of the amount and requests that the property be resold, the clerk of court should order a resale.

I am advised by a member of the legal staff of the Office of Price Administration that ceiling prices do not apply to articles sold through judicial sales.

**C. Sheriffs**

**8. Service of summons on unknown heirs**

To John G. Mills.

Inquiry: On property located in the city on which street assessment suits are pending the sheriff in several instances returned copies of the summons marked "Defendant after due diligence not to be found in Wake County. Am informed that defendant is dead." Should the city secure service on defendants by publication or secure it on the unknown heirs of the defendants?

(A.G.) Where heirs are known and residing in the county, personal service should be obtained in addition to the service by publication on unknown heirs. It seems that publication in a form and manner complying with the provisions of G.S. 1-98 relating to service by publication and with G.S. 28-87 providing for service upon unknown heirs would obtain service on the defendant if he is living and absent from the county, or if he is dead, upon his unknown heirs.

The Attorney General citing State v. Goff, 205 N. C. 545, gives it as his opinion that after an appeal has been taken from a Magistrate's Court to the Superior Court the appeal may be withdrawn only with the consent of the Superior Court itself and neither the Magistrate's Court nor the Clerk of the Superior Court has authority to permit the withdrawal of such an appeal.

**41. Service of claim and delivery process**

To Thomas C. Doyle.

Inquiry: Must a sheriff or sheriff's deputy execute a claim and delivery order in regular form when he is certain that by virtue of the Soldiers and Sailors Civil Relief Act of 1940 the real owner is entitled to relief under said act?

(A.G.) I suggest, in view of the law with reference execution of claim and delivery orders, that the sheriff serve the process but that at the time of the trial he call the Magistrate's attention to what he understands to be the facts. Then it will be the duty of the court to investigate the matter.

**D. Register of Deeds**

**1. Fees**

To J. G. Etheridge.

(A.G.) In the absence of a Public-Local Act to the contrary, a register of deeds may not charge a fee in excess of \$1 for issuing a marriage license, as set by G.S. 161-10, whether the license is issued during or after office hours.

**H. Tax Collector**

**2. Fees**

To W. R. Fields.

Inquiry: (1) Is a tax collector on a commission basis entitled to receive from the county such postage as is necessary to carry on the collection of county taxes?

(A.G.) Under Chapter 409 of the Public Laws of 1935, it is provided that the Board of Commissioners shall pay for postage and printing of all notices and forms required in connection with the duty of collecting County Taxes.

(2) Is the tax collector entitled to any part of the delinquent tax sale cost?

(A.G.) Tax Collectors who are on a fee basis under Chapter 337 of the Session Laws of 1943 are not entitled to any part of the delinquent tax sale costs?

**MARRIAGE LICENSES**

The Attorney General has ruled that a Register of Deeds does not have authority to make corrections in marriage licenses or certificates with respect to age or names. The particular case was an "Edwin" on the license where "Edward" was the correct name. The request for change arose over the wife's allotment from the army.

**M. Health and Welfare Officials**

**3. County welfare superintendent**

To Mrs. W. T. Bost.

(A.G.) I am of the opinion that every county superintendent of public welfare, as secretary to his county welfare board, should keep accurate minutes of the proceedings of all meetings of the board. Otherwise, questions may later arise as to just what official action was taken upon various matters, such as passing upon applications for old age assistance or aid to dependent children.

**GARNISHMENT OF WAGES**

To Freeling Foster of Collier's Magazine.

Inquiry: Does the State of North Carolina protect all workers against garnishment of their wages or salary?

(A.G.) (Wire) "Salaries or wages for personal services earned within sixty days next preceding exempt from garnishment except for taxes, if it appears by affidavit or otherwise that these earnings are necessary for the use of family supported wholly or in part therefrom. Debtor also entitled always to exemption of five hundred dollars of personal property selected by debtor which could include salaries or wages due. No garnishment allowed for state taxes when salary is at rate of less than two hundred dollars per month. No garnishment allowed for county or city taxes exceeding ten per cent of each installment of salary or wage."

**T. Justices of the Peace**

**8. Removal of cases**

To H. S. Macon.

(A.G.) I am of the opinion that where either party in a criminal or civil case before a justice of the peace makes a motion for removal under G.S. 7-147 (C.S. 1498) and the case is removed to another justice of the peace, the other party does not have the right to demand another removal. The statute contemplates only one removal, to be made upon motion of either party.

**W. Solicitors**

**2. Fees**

(A.G.) In my opinion, the solicitor's fee charged on the bill of costs should be for a misdemeanor rather than for a felony where a defendant with the consent of the solicitor is allowed to plead guilty to the commission of a misdemeanor though charged in the bill of indictment with the commission of a felony.

**X. PRIMARIES**

**C. Matters Affecting Candidates**

**16. Holding office and filing for another**

To R. T. Allen.

Inquiry: May the holder of one office within the meaning of Article XIV, Section 7, of the State Constitution file and run for another office that is an office within the meaning of that provision of the Constitution?

(A.G.) I know of no reason why the holder of one office cannot file and run for a second office, however, since he cannot hold both offices at the same time, he cannot, if elected, qualify and assume the duties of the office to which he has been elected without vacating his first office.

**XI. GENERAL AND SPECIAL ELECTIONS**

**C. Matters Affecting Candidates**

**8. Filing Fee**

To J. A. Eason.

(A.G.) The giving of a worthless check by a candidate as a filing fee does not constitute a payment of the fee as required by the statute.

**12. Senatorial rotation agreements**

To H. G. Carney.

(A.G.) Senatorial rotation agreements, entered into by the Democratic Executive Committees of the several counties in the Senatorial District, as authorized under G.S. 163-113, do not bind members of the Republican party if the Republican party has not entered such agreements, and Republican candidates may therefore file from any county in the district.

**1944 Waterworks School**

*(Continued from page 14)*

- \*2. Coulter, A. S., Newton, N. C.
  - \*3. Faulkner, L. R., Fayetteville, N. C.
  - 4. Jackson, W. R., Cramerton, N. C.
  - \*5. Jerman, E. B., Wadesboro, N. C.
  - \*6. Knowles, R. R., Edenton, N. C.
  - \*7. Mabe, W. M., Mt. Airy, N. C.
  - \*8. Moss, E. H., Atlanta, Ga.
  - \*9. Mazingo, R. C.
  - \*10. Palmer, M. F., Southern Pines, N. C.
  - 11. Reed, E. L., Badin, N. C.
  - \*12. Sapp, J. DeW., Concord, N. C.
  - \*13. Shaw, J. G., Fort Bragg, N. C.
  - \*14. Tyner, L. A., Camp Mackall, N. C.
  - 15. Yerton, L. E., Concord, N. C.
- \* J. T. Alderman, Durham, N. C., took the "C" examination though he did not attend the school.

The pictures taken at the school developed as blank film.

# ★ JEFFERSON STANDARD FINANCIAL STATEMENT ★

## 37TH ANNUAL REPORT FINANCIAL STATEMENT, DECEMBER 31, 1943

ASSETS		LIABILITIES	
Cash	\$ 7,953,056	Policy Reserves	\$102,568,427
United States Government Bonds	15,596,911	<small>This reserve is required by law to assure payment of policy obligations.</small>	
State, County and Municipal Bonds	4,292,145	Reserve for Policy Claims	605,495
All Other Bonds	10,555,473	<small>Claims in course of settlement on which proofs have not been received.</small>	
Stocks	7,255,908	Reserve for Taxes	672,119
<small>Listed securities carried at market, cost or call value, whichever is lower.</small>		Premiums and Interest Paid in Advance	1,104,637
First Mortgage Loans	57,342,910	Policy Proceeds Left with Company	9,126,364
<small>On farm property \$6,749,875. On city property \$50,593,035.</small>		Dividends for Policyholders	1,172,251
Real Estate	6,251,889	Reserve for All Other Liabilities	997,032
<small>This includes our seventeen story Home Office Building.</small>		Liabilities	\$116,246,325
Loans to Our Policyholders	11,957,245	Contingency Reserve	\$2,000,000
<small>Secured by the cash values of policies.</small>		<small>A fund for contingencies, depreciation on real estate and investment fluctuations.</small>	
Premium Loans and Liens	2,816,123	Capital	4,000,000
<small>Secured by the cash values of policies.</small>		Surplus Unassigned	6,000,000
Investment Income in Course of Collection	999,902	Total Surplus Funds for Additional Protection of Policyholders	12,000,000
Premiums in Course of Collection	3,034,321		
All Other Assets	190,442		
<b>Total Admitted Assets</b>	<b>\$128,246,325</b>	<b>Total</b>	<b>\$128,246,325</b>

**TO THE PUBLIC:** The Jefferson Standard presents to policyholders and friends its annual report, which reflects outstandingly successful achievement along all lines. President Julian Price, in his annual message to those insured in the Company, points out several important facts relating to its service, growth and strong financial position. Facts in brief are given here. The detailed annual report booklet is available upon request.

### INTEREST EARNING MAINTAINED

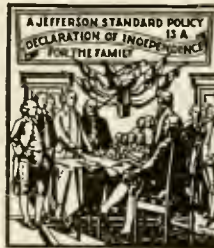
★ The gross rate of interest earned on invested assets for 1943 was 5.23%. Jefferson Standard maintains its national leadership in this field.

### INTEREST PAYMENT MAINTAINED

★ In 1943, as in every year since organization, 5% interest was paid on funds held in trust for policyholders and beneficiaries.

### ASSETS SHOW INCREASE

★ Assets now total \$128,246,325—on increase of \$13,230,309. For each \$100 of liabilities there are \$110.32 of assets indicating an unusually strong financial position.



### BENEFITS PAID

★ The Company paid policyholders and beneficiaries \$6,305,910 in policy benefits during 1943. Total benefits paid since 1907—\$137,771,775.

### SURPLUS FUNDS INCREASED

★ Surplus, capital and contingency reserves total \$12,000,000. This is \$23.88 surplus for each \$1000 insurance in force—an exceedingly high surplus ratio.

### SPLENDID INVESTMENT RECORD

★ Less than \$25,000 interest is past due on Mortgage Loan Investments of \$57,342,910. Only one-half million dollars is owned in foreclosed real estate.

### INSURANCE IN FORCE

★ Jefferson Standard's 200,000 policyholders now own \$502,533,041 life insurance. The Company has very proudly announced having over a half-billion dollars life insurance in force. This was a gain of \$32,202,404 for the year.

**JOHN W. UMSTEAD, Jr., Manager**

136 East Franklin Street, Chapel Hill

# JEFFERSON STANDARD

## LIFE INSURANCE COMPANY

*Julian Price* PRESIDENT • GREENSBORO, NORTH CAROLINA

