

Popular Government

January 1952



The Mayor, Town Manager, Aldermen, and Department Heads of the Town of Chapel Hill Move the Corporate Boundaries Following First Step in the Town's Annexation Program.

PUBLISHED BY THE INSTITUTE OF GOVERNMENT
UNIVERSITY OF NORTH CAROLINA
Chapel Hill



VOL. 18

JANUARY, 1952

NUMBER 5

CONTENTS

THE CLEARINGHOUSE

State Employee Handbook	1
New City Ordinances	1
Negro Policeman	1
Notes from North Carolina Cities	2
Officers May Rejoin Retirement Fund	2
Notes from North Carolina Counties	3
Holiday Festivities	3
Attorney General Rules on Rural Fire Protection Contracts	4

CHAPEL HILL—A PROGRAM FOR ANNEXATION	5
--------------------------------------	---

TRAINING—GREENSBORO STYLE	12
---------------------------	----

EVOLUTION OF THE COUNTY FARM CENSUS	15
-------------------------------------	----

POPULAR GOVERNMENT is published monthly except July and August by the Institute of Government, The University of North Carolina, Chapel Hill. Editor: Albert Coates. Assistant Editors: Vernon Lee Bounds, J. Shepard Bryan, Jr., Willis C. Bumgarner, William M. Cochrane, Max O. Cogburn, George H. Esser, Jr., Phillip P. Green, Jr., Donald B. Hayman, Henry W. Lewis, Roddey M. Ligon, Jr., John Alexander McMahon, Ernest W. Machen, Jr., William E. Poe, Basil L. Sherrill, Clifford Bruce Thomas, Mason Page Thomas. Editorial, business and advertising address: Box 990, Chapel Hill, N. C. Subscription: Per Year \$2.00; single copy, 25 cents. Advertising rates furnished on request. Entered as second class matter at the Post Office in Chapel Hill, N. C. Copyright 1952 by the Institute of Government. All rights reserved.

THE CLEARINGHOUSE

State Employee Handbook

The State Personnel Department is preparing an employee handbook for publication this month. The handbook, entitled "Your Job," is being prepared to inform the average new State employee of the things he should know about the conditions of his employment. Although it is not yet in final form, the handbook is readable, attractively illustrated, and extremely informative. Cities planning to issue an employee handbook in the future may find the State's new handbook helpful both as to design and content.

The new employee handbook will contain detailed information about five changes in state personnel rules of interest to State employees. The new rules were approved by the State Personnel Council on November 29, and three were effective December 1, and the last two were effective January 1, 1952. The State Personnel Department rules concerning annual leave, civil leave, sick leave, and the use of sick and annual leave instead of Workmen's Compensation were changed by the recent amendments. For the details of the rule changes see the new employee handbook or Personnel Department Memoranda No. 53 through 57.

Briefly, the new rules contain the following provisions. Memorandum No. 53 sets the maximum amount of annual leave that may be accumulated by a State employee at 45 days. An employee may not take more than 30 days of annual leave a year unless he resigns, is dismissed, goes into military service, or exhausts all of his sick leave. Memorandum No. 54 authorizes the payment of accrued annual leave to the estate of any full-time permanent State employee dying after September 19, 1951.

Memorandum No. 55 authorizes a State employee called for jury duty to take leave with pay for the period of service and permits him to keep the fees he receives for such service. If a State employee serves as a witness in connection with his usual official duties, no leave is required and all fees received must be submitted to his department or agency. An employee called as a witness in private litigation must take annual leave or leave without pay during his absence but may keep all fees received. If a State em-

New City Ordinances

Among the ordinances recently received by the Institute of Government from North Carolina cities and towns are the following:

Greensboro. Reducing the license tax on persons engaged in the business of selling fortified wine at retail inside the city limits from \$200 to \$50 and providing for a refund to persons who paid the \$200 tax.

Madison. Providing for the organization and duties of the town volunteer fire department.

Raleigh. Fixing the sale price of the loose leaf city code at \$5.00 and the annual maintenance charge for providing amendments to subscribers at \$1.00 per year.

Taylorsville. Providing for the installation of parking meters and establishing regulations for their use and operation.

Wilson. Prohibiting rummage sales on the city streets by prohibiting the sale of used wearing apparel on the sidewalks or from parked vehicles.

ployee serves as a witness for the Federal Government, the State, or a political subdivision, he may take leave with pay and remit the fees he receives to his department or agency, or he may take annual leave and retain his witness fees.

Both memorandum No. 56 and No. 57 were effective January 1. Memorandum No. 56 grants State employees who work 5½, 6, and 7 days a week, three calendar weeks of annual leave and two calendar weeks of sick leave a year. All employees had previously been given 15 days of annual leave and 10 days of sick leave a year. Memorandum No. 57 permits a State employee injured in the performance of his work to take his earned and accumulated sick and annual leave before receiving any salary benefits due under the North Carolina Workmen's Compensation Act. Formerly, a State employee was prohibited from using his sick or annual leave while recuperating from an injury covered by a workmen's compensation benefit.

Negro Policemen

Durham last month became the first North Carolina city to grant a commission to a Negro policeman. Chief H. E. King, in announcing that one of the first Negro officers employed seven years ago would be promoted to second lieutenant, stated that the newly promoted officer would work under the platoon captains in directing the work of all Negro patrolmen.

Chief King also announced that two Negro members of the Police Department were also being promoted to the detective bureau. Although the promotions to detective do not carry officer's rank, the detectives will be paid as much as a second lieutenant in the uniform division.

The recent survey of police standards and salaries conducted by the Institute of Government for the Executive Committee of the Police Executive's Association revealed that 20 North Carolina cities are now employing a total of 79 Negro policemen. Seventeen of the 21 cities over 15,000 population now employ one or more Negro policemen. Other than Durham, Charlotte is the only town to have a Negro above the rank of a patrolman. The highest ranking Negro policeman in Charlotte is a sergeant.

The number of Negro policemen employed by each town is as follows:

Cities over 50,000	No. Negro Policemen
Asheville	3
Charlotte	10
Durham	10
Greensboro	8
Raleigh	4
Winston-Salem	9
<i>Cities between 25,000 and 50,000</i>	
Fayetteville	4
High Point	6
Rocky Mount	2
<i>Cities between 15,000 and 25,000</i>	
Burlington	4
Gastonia	4
Goldsboro	2
Greenville	1
Salisbury	2
Shelby	2
Statesville	1
Wilson	2
<i>Cities under 10,000</i>	
Ahoskie	1
Chapel Hill	2 (part-time)
Reidsville	2

Notes from North Carolina Cities

Civil Defense

Greensboro civil defense organization staged a surprise alert on November 26 that demonstrated that the organization was prepared to handle speedily several thousand evacuees from a bombed metropolis. Emergency communications facilities were quickly installed, 800 vehicles were found to be standing by for transportation, an emergency reception center was organized, hospital facilities were coordinated, emergency dormitory facilities were made available, and emergency feeding facilities were planned. . . . **Wilmington** has appointed a civil defense director but the city council stipulated that he must consult with the mayor or city manager in case of disaster. . . . **Winston-Salem** has passed an ordinance putting its civil defense program on a legal basis. Its director and advisory committee have been active for over a year but will now be able to spend the funds established for the program. The city and Forsyth County are each contributing \$2500 to the program.

Water and Sewer Projects

Brevard dedicated its new water and sewer systems and sewage disposal plant on November 28. State Treasurer Brandon Hodges made the principal address in which he declared "this progressive movement is a glowing example of the character of the people of Western North Carolina." The total cost of the construction program was about \$500,000. . . . **Roxboro** conducted formal groundbreaking ceremonies for its new \$600,000 water plant on November 23. . . . **Wilmington** has voted to issue \$2,200,000 in bonds for water improvements, sanitary and storm sewer improvements, and a fire station and apparatus. The bonds were approved in an election a year ago. . . .

Bond elections are being planned in **Kernersville**, **North Wilkesboro**, and **Murfreesboro**. A new water supply lake and pipe line to assure a water supply adequate for town growth for the next 30 years is proposed in **Kernersville** at a cost of \$200,000. A new water plant, extensions and improvements in the water distribution system and the sewer system, and the construction of a sewage disposal plant — to cost a total of about \$1,250,000—are being planned in **North Wilkesboro**. Extensions to the sewer system and curb and gutter installation will cost **Mur-**

freesboro taxpayers approximately \$165,000.

Other cities are studying improvements in their water and sewer system. **Burlington** has authorized an engineering firm to investigate the possibility of securing more raw water by 1952 in order to avert the emergency of 1951 and to search for a new watershed independent from the present watershed which could be developed for a raw water supply. . . . **Winston-Salem** is investigating the possibility of a new sewage disposal plant that may cost in excess of \$2,000,000. The first step which the city must take would be the hiring of engineers to make surveys which would determine the type of plant to build and where to build it. . . . **Leaksville** is studying plans for increasing its water supply and extending its sewer system.

Parking

Raleigh has created a five-man Parking Authority, under the provisions of Chapter 779 of the 1951 Session Laws. To provide a factual basis for the Authority's operations, the City Planning Department has undertaken a four-week traffic count on all streets leading into the down-town business district. The count is utilizing ten traffic-counting machines made available by the State Highway and Public Works Department. **Greensboro** has opened a 40-car extension to one of its four city-owned parking lots, which now have a total capacity of 253 cars. Altogether the four lots have cost the city \$198,000 for land acquisition, excavation, paving, and installation of parking meters. The average monthly income prior to the opening of the new extension was approximately \$1,400. **Greensboro** has also amended its zoning ordinance to authorize the Board of Adjustment to permit commercial off-street parking lots in residence districts within 120 feet of business or industrial districts, provided certain conditions are met.

Planning and Zoning

Sanford has created a new five-member Planning Board. **Whiteville** has adopted a zoning ordinance, dividing the town into three types of residential districts, a business district, community business districts, and an industrial district. Members of the Zoning Commission which prepared the ordinance were subsequently named as the Zoning Board of Adjustment. **Nashville** and **Wallace**

have been holding public hearings prior to the adoption of new zoning ordinances. The **Charlotte** Planning Board is studying proposals to seek legislative authority to zone the area beyond the city limits. Meanwhile, **Chapel Hill** plans public hearings in January to consider an ordinance zoning the area for four miles beyond its limits, which was authorized by Chapter 273 of the Session

(Continued on page 14)

Officers May Rejoin Retirement Fund

Law enforcement officers who have withdrawn from the Law Enforcement Officers Benefit and Retirement Fund while engaging in law enforcement work were given a second chance to join the Fund last month. The board of commissioners of the Fund in a meeting on December 14th repealed a regulation which has prohibited officers from returning to the fund if they withdrew after July 1, 1947 while still in law enforcement work. Those rejoining the Fund will not, however, receive credit for prior service.

Under the new regulation no officer will be permitted to withdraw from the fund if he continues in law enforcement work. Officers leaving law enforcement work may withdraw their contributions or leave them in the fund for as long as five years. If an officer who leaves his contributions in the Fund returns to law enforcement at any time during the five year period, he will receive full credit for his prior service.

Neither the original act nor the 1949 amendment authorizes a city or county to pay the officer's contribution to the Law Enforcement Officers Benefit and Retirement Fund. An officer joining the Fund at the present time must contribute 5 per cent of his salary to the Fund. Under the 1949 amendment (*S. L. of 1949, Ch. 1055*), any county, city, town or other subdivision of government employing an officer belonging to the Fund may contribute as much as 5 per cent of the member's compensation for credit to the individual officer's account. In case the officer dies or withdraws from the Fund before he retires, the amount contributed by the governmental unit reverts to the governmental unit.

Notes from North Carolina Counties

Courthouse Face-Washing

Durham County has recently investigated the possibilities of cleaning for the first time the outside of its 45-year-old courthouse. Three methods of cleaning the exterior of the limestone structure were found: sandblasting; a high-pressure cold-steam process; and a "hydro-air" process. Only one bid was received on the hydro-air process, and it totaled over \$13,000, almost twice as much as the lowest bid of about \$6,850 received for the sand-blasting process. The board of county commissioners considered the high-pressure cold-steam process unsatisfactory.

A firm of architects consulted on the work recommended the hydro-air process. They reported to the board that the Indian Limestone Institute favored that process over sandblasting because the latter removes some of the stone, and it makes the surface rougher and hence more susceptible to collecting grime. It was pointed out, however, that even if sandblasting removed 1/16 of an inch of the present 8-inch thick surface, no difficulties would arise for a great number of years.

The board finally postponed action until spring. It was decided that the sandblasting process would be acceptable if the old cement between the limestone blocks was properly removed and if the space was properly refilled with new cement. This, however, is dangerous if done in winter, since the wet new cement could freeze and crack the limestone blocks. A final decision will be made in early spring when there is no danger in the sandblasting process.

New CSC Filing System

Attorneys in Stanly County will soon find a new filing device in use in the office of L. Worth Little, clerk of Superior Court. Legal papers filed in civil and criminal actions and special proceedings will be placed in a flat file folder, rather than in the conventional jacket or shuck. The papers will be fastened in the flat file folders in the order in which they are received in the clerk's office, and the folders will be put in legal size, four drawer filing cabinets. In this manner there will be less danger of papers being lost when they are taken out for examination, time saved in withdrawing and replacing papers in the present type jackets, and some saving of space, because the present system of folding

papers into one-fourth their size will waste filing space, especially if the papers are bulky.

\$50 Million for Hospitals

The Medical Care Commission has issued a bulletin summarizing the hospital and health center construction in North Carolina since 1947. In the past four and one-half years, 102 projects costing \$50 million have been approved by the commission for construction with federal, state, and local funds. Approximately \$20 million have been federal funds, \$11 million have been state funds, and \$19 million have been local funds. Of the total of 102 projects, 44 projects are completed, 46 are under construction, and 12 are in the planning stage. Sixty general hospitals are included in the program, plus 19 health centers, 15 nurses' homes, and 8 state-owned projects.

The construction of general hospitals has been emphasized. In 1946, there were slightly more than 9,000 general hospital beds in the state, about 2.7 beds per 1,000 people. More than 13,000 beds are now in existence or are planned, an increase to 3.3 beds per 1,000. The increase is more marked than the figures show, because some of the 9,000 beds in existence in 1946 have been declared unacceptable plus the fact that North Carolina's population has increased since that time. Almost 4,300 hospital beds have been contracted for during the past four and one-half years, which makes the state rank second only to Texas in the number of beds constructed since 1947.

Latest developments in the hospital program are a proposed county general hospital in Cumberland County and a proposed health center in Harnett County. The Cumberland hospital will have between 200 and 300 beds and the county's share will be financed through a bond issue which the people of the county must first approve. The county's share of the Harnett health center will be provided for in the 1952-53 budget, and the center will be constructed on land given for the building by the town of Dunn.

Miscellaneous

Forsyth County has had to abandon plans for immediate construction of a new \$400,000 jail because of the steel shortage. The 150 tons of structural and tool steel needed for the building will not be available before the second quarter of 1952 and perhaps

not until the third quarter. Bids for the jail have already been received, but they were returned to the contractors without having been opened. Re-advertisement will take place when the National Production Authority allocates steel for the structure . . . *Surry County* will vote on January 26 on \$450,000 in bonds for schools and \$125,000 for construction of a county

(Continued on page 16)

Holiday Festivities

North Carolina counties and cities observed Christmas in a number of different ways. All cities and counties declared Christmas a holiday for their general employees and reduced the number of protective and enforcement employees on duty to a minimum. For most employees, the holiday extended from Saturday, December 22, until December 26. For others it extended from Friday until Thursday. For several counties, including Hoke and Onslow, general employees were given all of Christmas week off.

Some cities gave their police, firemen, and service employees one-half of Christmas Day off so that all could be at home with their families for at least a part of the day. Others provided that their employees who worked over the holidays would receive extra pay or compensatory leave later.

Wilson gave a Christmas party for their 339 employees and all of the members of the various city commissions. The idea of a Christmas party was first tried last year and has now been made an annual affair. Every employee was invited to a barbecue dinner at the City's expense. Each department head supervised the drawing of names within his department and a present, not to cost more than \$.50, was purchased by each employee and placed under the Christmas tree. The festivities consisted of a one-minute talk by the Mayor, a program planned by the Recreation Department, and the arrival of Santa Claus (a former Mayor) who distributed the presents under the tree.

Employees required to remain on duty during the party had a plate of barbecue and their present delivered to them. Employees and officials alike agree that the party was a success in getting employees and officials better acquainted and in creating a real "esprit de corps."

Attorney General Rules on Rural Fire Protection Contracts

Officials seeking an answer to the rural fire protection problem will be interested in a recent opinion of the Attorney-General which sets forth limitations on the power of counties to contract with cities for protection under the terms of Article 3 of Chapter 69 of the General Statutes (G.S. 69-14 to 69-25). Because of its great importance to such officials, the complete opinion is given below. It was written in response to an inquiry from Mr. Jesse C. Sigmon, Sr., County Attorney of Catawba County.

Dear Mr. Sigmon:

I have your letter of November 13th in which you write me as follows:

"The Board of Aldermen and Mayor for the City of Hickory, and the Board of Commissioners for the County of Catawba, have each adopted appropriate Resolutions bringing said units of government under the provisions of Article 3, Sections 69-14 to 69-25 (State Volunteer Fire Department) General Statutes of North Carolina.

"The fire truck of the City of Hickory which they have been using to go outside of the corporate limits and in Catawba County to fight emergency fires, is not worn out, and the City of Hickory is asking the Board of County Commissioners to purchase a new truck for them at an expense of approximately \$10,000.00 to Catawba County, said truck to be named and operated by the Fire Department of Hickory for its use and to take care of outside fires in emergency, under a contractual agreement as provided in the above mentioned statutes. No County appropriation has been made for this expense and the item is not in the budget.

"Kindly give your opinion on the following questions:

"1. Can the Catawba County Board of Commissioners lawfully appropriate and disburse any funds for the purchase of a fire truck—the title to the truck to be the property of the county, or to be given to the City of Hickory—for the purpose and use as hereinbefore set out, under a contract made by said two units of government?

"2. If so, can the Catawba County Board of Commissioners appropriate and use moneys out of the general fund for this purpose, there being no special levy made as provided in Section 69-21 of the General Statutes.

G.S. 69-21 provides that a county may contract with any municipality which has accepted the terms of this Article to pay such municipality an annual fee as consideration for the municipality providing equipment and carrying compensation insurance which will enable it to respond to

calls from within the county, and to pay additional sum per truck, for each mile traveled from the station house to the scene of the emergency, and to pay an additional sum per truck per hour or a fraction for the use of its water or chemical pumping equipment.

As this Statute has in this manner gone into detail as to the character of the contract which the county may make with a municipality, I doubt that the county could make a different type of contract from that specified. It would be possible, of course, for the municipality to purchase the fire truck itself out of the proceeds of the funds which would be made available to them from the payments to be made by the County, and this, I believe, would be a better way to handle the matter. A fire truck evidently could be purchased on an installment basis so that the annual payments by the county could take care of it.

In any event, the county would have to make a sufficient appropriation for this purpose, either in the annual budget under the County Fiscal Control Act, or in some supplemental appropriation made during the year from the funds which might appear to be available therefore before payments could be made of any kind for this purpose.

As to your second question as to whether the county can appropriate and use monies out of the General Fund for this purpose, there being no special levy, as provided in Section G.S. 69-21, I call your attention to the fact that this section only gives the county the authority to levy this special tax. In my opinion, if funds are available therefore within the General Fund without the levying of a special tax, the county could make appropriations therefrom for this public purpose.

Thus, the Attorney-General holds that where a city and a county make a contract under G.S. 69-21, the contract provisions for payment by the county must follow generally the statutory pattern. This pattern calls for an annual fee, a mileage fee, and a use-of-equipment fee—all on a yearly basis. The parties may not substitute for such payments a single payment in the form of a fire engine. Nor, seemingly, could the county achieve the same result with a single large contribution toward the purchase price of the truck. Whether a city would be willing to make an installment purchase of a truck on the basis suggested by the Attorney-General would depend upon the judgment of the City Council as to the county's continued willingness to pay, from year to year.

On the other hand, a proviso to

G.S. 69-21 expressly permits the city and county to adopt "a different schedule of fees" where they find the statutory schedule inadequate or excessive. Under this proviso, many counties have made lump sum yearly payments to city fire departments as "annual fees," which presumably would not be affected by this opinion. The difference lies in the fact that such payments are on a year-to-year "fee" basis.

The many varieties of rural fire protection plans were discussed at length in the February, 1950, issue of *Popular Government*. Briefly, they include at least the following five major classifications:

1. City furnishes fire protection to rural citizens on an informal basis, with or without charge for its services.
2. City contracts to furnish fire protection to individual rural citizens or private associations, in return for (a) annual payments or (b) contributions of extra equipment.
3. City contracts to furnish fire protection for another governmental unit: the county, a sanitary district, or a fire protection district.
4. Rural citizens from volunteer fire departments for their own protection, with or without assistance from the county or other governmental units.
5. County, sanitary district, or fire protection district forms a department to furnish protection.

There are, of course, many combinations and modifications of these schemes.

The Attorney-General's opinion applies only to the situation wherein a city contracts to furnish protection to a county under the particular statutory provisions he cites. Consequently, many of the plans which are in effect today remain undisturbed. Under G.S. 153-9 (39), for instance,

"Any county shall have the power to provide for the organization, equipment, maintenance and government of fire companies and fire department; and, in its discretion, may provide for a paid fire department, fix the compensation of its officers and employees thereof, and make rules and regulations for its government. The board of commissioners of the county may make the necessary appropriations for the expenses thereof and levy annually taxes for the payment of same as a special purpose, in addition to any allowed by the constitution."

It would seem that under this provision a county might (1) establish a county fire department, (2) purchase a fire engine for that department, (3)

(Continued on page 14)

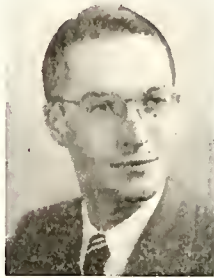
Chapel Hill -- A Program For Annexation

"We want our annexation program to be financially feasible for the town, desirable for the community, and mutually satisfactory insofar as possible to both the town and the people living in the annexed area." In these words Mayor Ed Lanier has summed up the policy of the Chapel Hill board of aldermen which has just completed its second annexation in a program begun last year.

As the seat of the state university, Chapel Hill is primarily a university town, but it has typical municipal problems. It has been, and is, growing rapidly. While the University of North Carolina developed from a small campus and a few hundred students in the 19th century to a sprawling institution with over 6000 students and 1500 staff members in the postwar period, the town grew in proportion—yet its corporate limits remained where they had been established in 1859. Over 25 years ago residential developments began to move over the town boundaries to find building space, and that trend has quickened in the postwar years. Nor is the end of that trend in sight, for the completion of the university medical school, teaching hospital and dental school is expected to swell the population of the community even more.

It has been apparent for many years that the town corporate limits no longer defined the boundaries of the Chapel Hill community—the community of persons who worked and studied and shopped and played in Chapel Hill. On the northeast corner of the town limits, along the highway leading to Durham, were several small residential developments. On the southeast corner, along the highway leading to Raleigh, were other developments including a 314-unit apartment project constructed in 1949. From the southwest corner of town, along the highway leading south, stretched a densely populated subdivision. On the west the town limits merged with those of the industrial town of Carrboro, but to the north were some additional scattered subdivisions. In short there was tangible evidence for the belief, recently stated by the town aldermen, that there were "more people, excluding University students, living in the Community of Chapel Hill outside the town limits than are living inside the town limits."

This statement is further substantiated by an examination of the population figures for Chapel Hill, Carr-



By
GEORGE H. ESSER, JR.
Assistant
Director
Institute of
Government

boro, and Chapel Hill Township (in which both towns are located) for the past 30 years. These figures are shown in Table I.

The growth of the town of Chapel Hill in every decade since 1920 is apparent from the table. For the period from 1920 to 1930 and again from 1930 to 1940, over half of the population increase for the township is found inside the town. But what is even more significant is an examination of the growth of the entire township with respect to the two incorporated towns in the period from 1940 to 1950. It is generally conceded that a considerable portion of the population of the township outside the towns find employment in Chapel Hill—both in the University and in businesses in the town. Since 1940 the greatest increase in population in the township is found in the area outside the corporate limits of both towns, an increase of four persons outside of town for every one inside of town. Since 1940 the percentage of the township population living in the town of Chapel Hill has dropped from 41% to a little over 35%. Since 1940 the percentage of the township population living outside an incorporated town has increased to over 50%. Even if allowance is made for persons working in Carrboro or other towns, or for an increase in the farming population, it is obvious that in a decade when the University has experienced its greatest growth and when the town itself has experienced

its greatest growth, the proportionate decrease in Chapel Hill's population must be attributed to residential building outside of the town.

While Chapel Hill did not extend its corporate limits in the decade following 1940—the decade of steady movement to homes outside the limits of the town—the question of annexation was talked about and occasionally considered. A tentative effort begun in 1945 was shelved when vocal opposition came from the outside-of-town residents, but a more serious effort was made in 1946. Based on recommendations of the State Planning Board, the board of aldermen brought out a plan to extend the boundaries of the town to the natural boundaries of Bolin Creek on the north and Morgan Creek on the south and sufficiently far to the east to incorporate all of the residential communities along the Raleigh and Durham highways. The plan included not only those already existing suburban areas adjacent to the town but also large sections of undeveloped land where future residential construction could be expected to take place. As a result the area of the town would have tripled and the boundaries of the town would have described a large square drawn with more attention to symmetry than to the inclusion of areas needing municipal services.

That effort failed for one simple reason. When a public hearing was held to discuss the annexation, the town board was unable to answer these simple questions asked by the residents from the area to be annexed.

What services does the town propose to offer to the areas which would be annexed?

When would those services become available?

What does the town estimate the tax rate will be after the town has been enlarged?

Table I

Date of Census	Chapel Hill Township	Town of Carrboro	Town of Chapel Hill	% Living in Chapel Hill	% Living Outside Chapel Hill and Carrboro
1920	5317	1129	1483	27.3	50.9
1930	7490	1242	2699	36	47.4
1940	8903	1455	3654	41	42.7
1950	12672 (18222)	1795	4477 (9177)	35.3	50.5

Note: The 1950 federal census included as residents of Chapel Hill all university students living and sleeping in Chapel Hill. Thus the official census records the population of Chapel Hill in 1950 as 9177. For purposes of comparison, it was necessary to determine the population of the town not including university students. The university estimates that there were 4700 students living and sleeping in Chapel Hill in April, 1950, at the time of the census. If this number is stripped from the census figures, the town is left with a population of 4477. While this figure may not be precise, it is accurate enough for purposes of comparison. Similarly this number of students plus the 850 students and members of students' families living in Victory Village, the veterans' housing project at the University and located outside the town limits, were stripped from the official census figures for the township.

The board of aldermen was caught unprepared, and the matter was dropped in the face of quickly-generated opposition. The lessons took hold, however, and have been put to practical advantage in the present program. That the annexation was not undertaken is probably fortunate, for the annexation of so much territory containing few homes and no governmental services would have placed an impossible financial burden on the town, have resulted in ill will between the annexed residents and the board of aldermen, and have driven a generation of town managers crazy through trying to answer demands the town could not meet.

Nothing more was said or done until after the municipal elections in 1949. During the summer of 1949 a proposal was made to annex a section of University land occupied by a large veterans' housing project, but no action was taken. As a matter of fact the area was already receiving services from the University, and the most pronounced effect of annexation would probably have been to increase the town's population when the new federal census was taken in 1950. But the idea of annexation hung on. The aldermen felt that it was time to study and analyze the question again and, stimulated by the expressed desire of some communities outside the town to be annexed to the town, they directed Mayor Lanier, Town Manager Thomas Rose, and Auditor E. E. Peacock to gather the information necessary to a sound decision.

Municipal Services in the Suburban Areas

When this committee went out to study the situation in the areas adjacent to the town, they found symptoms of the muddled chaos characteristic of most unincorporated communities in the country which need urban-type services. These services were furnished either haphazardly or not at all. If the town was to grow, and there was every reason to believe that it would, water and sewer services and garbage collecting and fire protection would have to be provided on a systematic basis to encourage new housing developments. No such systematic basis existed in 1950. And here is what they found.

Most of the densely-populated areas close to the town had running water, telephones, and electric power which were furnished by the University. It is one of the paradoxes of the Chapel Hill community that the University furnishes these services. They

were started as University projects in the early years of the century, to serve the university campus alone, but under pressure from the residents of the town—who were primarily connected with the University—they had gradually been extended to all sections of the Chapel Hill community, regardless of corporate boundaries. Yet none of the water lines extending beyond the town limits were large enough to accommodate fire hydrants, and thus no effective fire protection could be provided. Even if an area were annexed to the town, some of the water lines would have to be replaced before fire hydrants could be installed. Inside the town fire insurance rates were 28c per \$100 property valuation, while outside the corporate limits and beyond the protection of hydrants, the rates were 51c per \$100.

Persons receiving all of the services of a town without having to pay town taxes generally know a good thing when they see it and oppose any attempts to be included within the corporate limits. The result is that taxpayers inside the town are placed in the position of subsidizing their more fortunate brethren across the boundary line. Chapel Hill had been thinking generally in the terms of annexation as a desirable policy, and still the town had been extending some services across the corporate limits at no additional cost. Garbage was being collected in some areas, on the grounds that the health of the community had to be protected, but the collection was being made at a considerable financial loss. The fire trucks had been answering calls beyond the town limits with chemicals and other fire-fighting equipment not dependent on hydrants. The sewer lines had been extended in some areas, but the residents of those areas were paying the same sewer rental charges paid by the residents of the town. The Chapel Hill police department was receiving many calls from the suburban areas and answering some of them. The residents of all these adjacent areas called upon the town for help in emergencies, for help against depreciation of property through unwise and poorly planned subdivisions, for police and fire protection, for health protection. And yet not a cent of tax money came from those same areas to help finance the activities of the town.

While most of the persons living in these outside areas streamed into town every morning to come to work, while most of them shopped in town, sent their children to school in town,

attended church in town, and participated in civic activities in the town, when the end of the day arrived, those same people streamed outside the town, leaving the town to operate its government without their help, their vote, or their participation.

Such was the general situation from the point of view of the town. Looking objectively at the services actually received by the residents of the area, the committee found a hodge-podge built up through a series of necessities. Only a comparatively small area was connected with the town sewer lines. The remainder of the homes were equipped with septic tanks, although there were some sections where poor drainage prevented effective operation of the tanks. There were no paved streets except where the state highways also served as a street. While the state maintained most of the streets, the prevailing gravel surface was not satisfactory in bad weather. There was no storm drainage and no sidewalks.

Where there was no garbage collection, private operators offered the service for a monthly fee of about \$3. There were no building laws except those incorporated in restrictive covenants, a fact made abundantly clear by cheap construction in some sections. Although the town had been authorized by the 1949 General Assembly to extend its zoning plan one mile from the boundaries of the town except within the limits of Carrboro, this power had not been exercised.

Under the direction of the committee, the principal residential areas surrounding the town were surveyed. The boundaries, population and property valuation of each distinct area were studied. The governmental facilities presently available in each area were determined and the approximate cost of extending full municipal services to each area was estimated. The revenue which could be expected from each area in the event it were annexed was determined. The legal procedures for annexing territory were analyzed. At length the committee reported its findings which, after modification by the board of aldermen, resulted in an annexation policy for the town as well as a program for carrying that policy into effect.

Policy of Annexation

At the outset the board asked itself some questions. After seeing how far the community of Chapel Hill had outstripped the town boundaries, it asked, "Why have a town if people aren't going to live in it?" "Why should the

people living inside the town subsidize with their taxes those people living outside the town who work inside the town?" The board's answer left its position clear, as stated in the report recommending the first annexation:

To us it appears that either there is little justification for having an incorporated municipality of Chapel Hill which bears the expenses of municipal services; or, there is no equity for the present, and no wisdom for the future, in the existing arrangement of "half-incorporated and half unincorporated."

And so the town stopped extending any services outside of its limits except under limited conditions. Fire protection was limited to those fires which would endanger property within the town. Garbage collection was stopped. Sewer rental charges for homes using the town sewer lines were increased 2½ times over the charges for inside-town users. Police protection was withdrawn.

Annexation? Yes.

Why? Because it is "essential to the orderly, normal growth of any growing town and adjacent community areas;" because it is essential "if unplanned, haphazard development of surrounding areas, with costly and regrettable errors, is to be avoided;" because it will "provide a broader tax base for the municipality;" and because it "will secure participation in the municipality's services and responsibilities by those suburban dwellers who live in the 'Community of Chapel Hill'."

When? As promptly as possible, provided that analysis indicates that extension of the corporate limits is both *desirable* for the town and for the persons in the area to be annexed and financially *feasible* for the town.

How Much? All areas that meet these criteria, but a section at a time, with municipal services in each annexed section to be brought up to full town standards before another section is annexed.

What Procedure? By *negotiation* between the residents of the area proposed to be annexed and the residents of the town, as represented by the board of aldermen, under the provisions of the general state laws. It was expressly emphasized that elections were to be avoided if at all possible with the objective of formulating plans of annexation mutually satisfactory to all concerned.

While this policy left no doubt that the board of aldermen viewed annexa-

tion as important to the continued growth of the town, it was realistic in recognizing the financial burden which the town would be called upon to shoulder and in proposing annexation piece by piece so that each annexed section could be completely absorbed before another was attempted; it was both realistic and sympathetic in its desire to work with the residents of the suburban area in making plans for annexation.

The Program for Annexation

By applying this policy to the facts obtained by the mayor and town manager, the board of aldermen was able to map out its program for annexation. Very largely it was based on the recommendations of the town manager.

Initial surveys had made it plain that there were five distinct areas adjacent to the town where density of population and degree of development were similar to those residential areas inside the town. Since there is no industry in Chapel Hill or in the unincorporated areas adjacent to the town, and since the development of industry is not important to the future growth of the town, the principal objective was to select areas where substantial residential development already existed and where further development could be expected. These areas were selected for immediate consideration and they are shown on Map No. 1.

The recommendations of the town manager referred specifically to these five areas and were based on the following considerations:

1. Interest of the residents of each area in annexation to the town.
2. The capital expenditures which would be required by the town in order to install sewer lines, pave and light streets, provide fire protection, and institute garbage collection.
3. The increase in annual operating expenditures which would be required to extend full municipal services to each area.
4. The revenue which each area could be expected to bring in to the town treasury.

Since it appeared that there would be no significant difference in items (3) and (4), whichever area was selected, items (1) and (2) were paramount in drawing up the recommendations.

The capital expenditures problem deserves some explanation. Property valuations have been on the rise in Chapel Hill for a number of years,

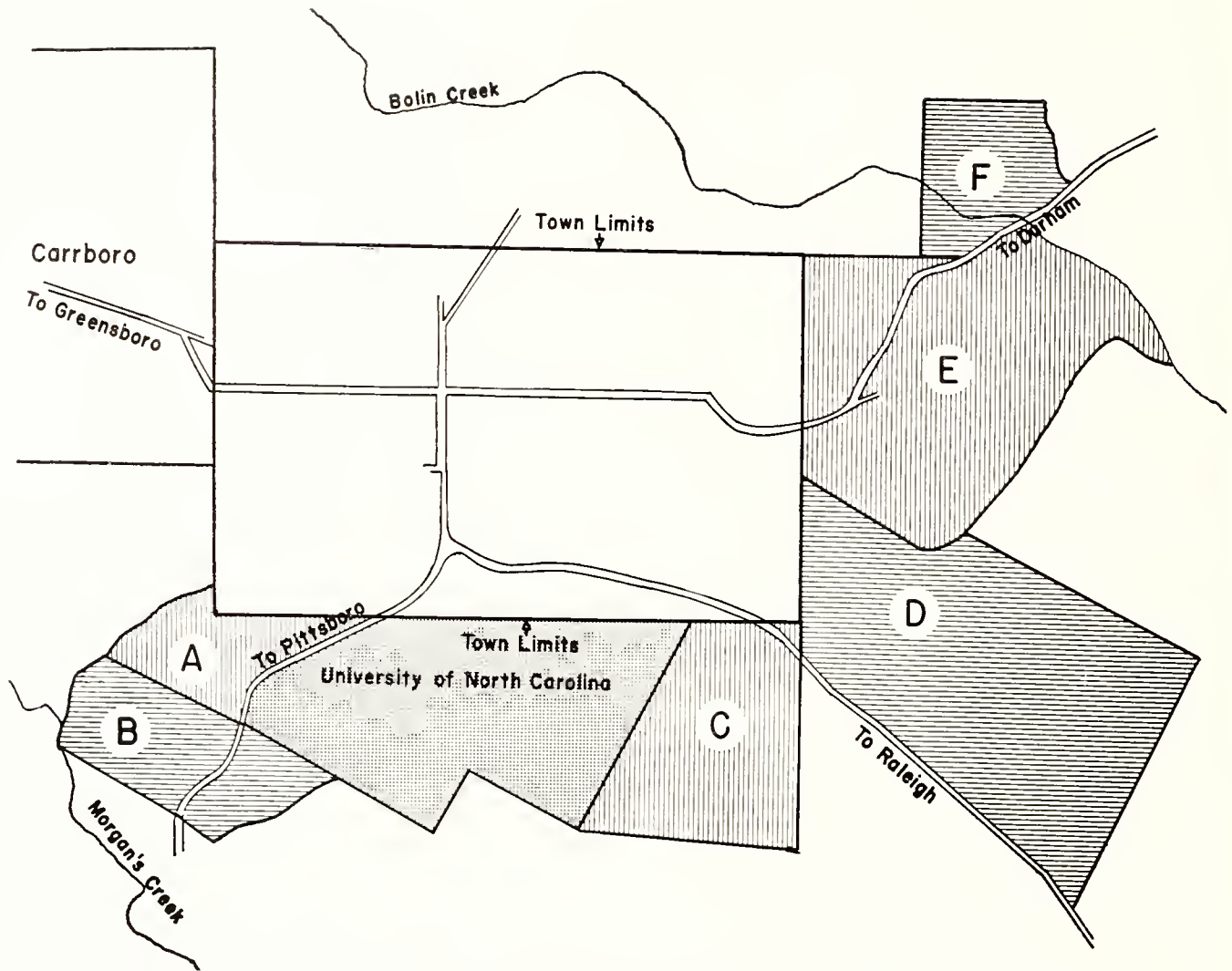
boosted considerably by a county-wide revaluation a few years ago. The bonded indebtedness of the town has averaged about 55% of 8% of the total value of property in the town. Since the bonded indebtedness was being steadily reduced, Manager Rose foresaw that fairly heavy capital expenditures could be incurred within the next several years without increasing the actual tax burden of the individual taxpayer. This would be especially true if the total valuation of property in the town were increased in the meantime by the annexation of one or two of the areas under consideration. This line of reasoning ultimately resulted in a formal capital improvements program in 1951—a program that is explained later in this article.

At least three of the five areas would require fairly large capital expenditures for the installation of sewer lines, so Manager Rose recommended that they not be annexed immediately but be considered for annexation when it would be possible to issue bonds for sewer construction without increasing town taxes. For immediate consideration he recommended two areas where the installation of sewer lines would not be very expensive—Areas A and E.

For top priority he recommended Area E, a 280-acre tract lying on both sides of the highway leading to Durham. While sewer installation in this area would be more expensive than in Area A, the greater amount of interest expressed by Area E residents played an important part in the final decision.

The board of aldermen concurred in these general recommendations on April 24, 1950, and directed the mayor and town manager to prepare a report on the annexation of Area E for study by the board. This report was formally presented on June 26, 1950, at which time the board of aldermen approved the annexation and published notice that a hearing on the proposal would be held on July 31.

But even more important—all of these decisions of the board were made in open board meeting, were reported and commented upon in the newspapers, and were discussed before and with civic groups in Chapel Hill. The residents of Area E knew that annexation was being considered. Informal opinions on annexation had been secured from some of those residents. And when the public hearing was advertised, the report containing information on the entire problem of annexation, including specific informa-



Map 1. Boundaries of the Town of Chapel Hill and surrounding suburban areas, July 1, 1950.

tion on Area E, was reproduced in booklet form and distributed—distributed one to every taxpayer in the area and to many taxpayers and interested citizens within the town. The board's attitude was well expressed in the letter that accompanied the report:

As elected municipal representatives, we feel a definite obligation to submit to you NOW, as objectively as we can, along with all the related facts we can gather, the question of the advisability and feasibility of extending our present town limits. To us it appears that either there is little justification for having an incorporated municipality of Chapel Hill which bears the expenses of municipal services; or, there is no equity for the present, and no wisdom for the future, in the existing arrangement of 'half-incorporated and half-unincorporated.'

The data we have studied and by which we are persuaded to undertake this year some extension of the town limits, is summarized in this report.—We invite the people of this community, on the basis of this report, to join hands with the Board of Aldermen in an objective search for an answer

satisfactory and helpful to all concerned to this municipal problem—in terms of the municipality's

ability and resources, the people's individual interests, and the community's future welfare.

Table II
Annual Cost for Governmental Services, Inside and Outside Town

Item	Inside	Outside
1. Town Tax (\$1.43)	\$ 50.50	
2. County Tax (0.85)	29.75	\$ 29.75
3. School District (0.20)	7.00	7.00
4. Fire Insurance		
\$0.28 per \$100 inside	9.80	
\$0.51 per \$100 outside		17.85
5. Garbage Collection		36.00
6. Auto Tag	1.00	
7. Sewer Rental	12.00	30.00 (plus \$25 sewer line connection)
8. Septic Tank		or 25.00
TOTAL FOR YEAR	\$110.05	\$120.60 plus connection fee or \$115.60

NOTES:

- This was the Orange County tax rate for 1949-50.
- The town actually underestimated the savings realized on annexation for it is probable that a home valued on the tax books at \$3500 would be insured for considerably more. For example, if the home were insured for \$6000, the premiums would be \$16.50 inside and \$30.60 outside, a difference of \$13.80.
- The garbage fee for outside collection was an estimate based on average charges by private collection firms.
- The sewer rental rate inside town is \$6.00 per water closet with a \$12.00 minimum charge per home. The sewer rental rate outside town is 2 1/4 times the inside rate. Town policy at the time of this annexation and since on sewer line connections has been this: The town will bring a sewer line to a point within 200 feet of the property-owner's line. The property owner is responsible for having the sewer line installed and maintained from his residence to a point not in excess of 200 feet from his property line.
- The septic tank charge is based on a construction cost of \$500 depreciated over 20 years, with no estimate for cleaning included. The cost of a septic tank will vary with the age of the tank, the number of individuals using the tank, the frequency with which the tank has to be cleaned, and the nature of the soil in which the tank and drainage lines are located.

Annexation of Area E

The residents of Area E got a full picture of what was involved from the report. First the town set forth general information on annexation laws and procedures and the need for annexation. It pointed out that within the 280-acre area was property valued at almost \$500,000 and a population estimated at 355. It then presented the facts on what annexation would cost the taxpayer in the area, what services he would receive and when, and what annexation would cost the town.

Cost to the Taxpayer. The town prepared Table II showing what it would cost a property owner having a home valued for tax purposes at \$3500 if his property were brought inside the town, as compared with his cost for governmental services while living outside the corporate limits. The data demonstrated that the cost would be *less* inside the town.

Services Offered by the Town. In return for the town taxes and sewer rentals the town promised to extend

the following services to the annexed area within the times indicated:

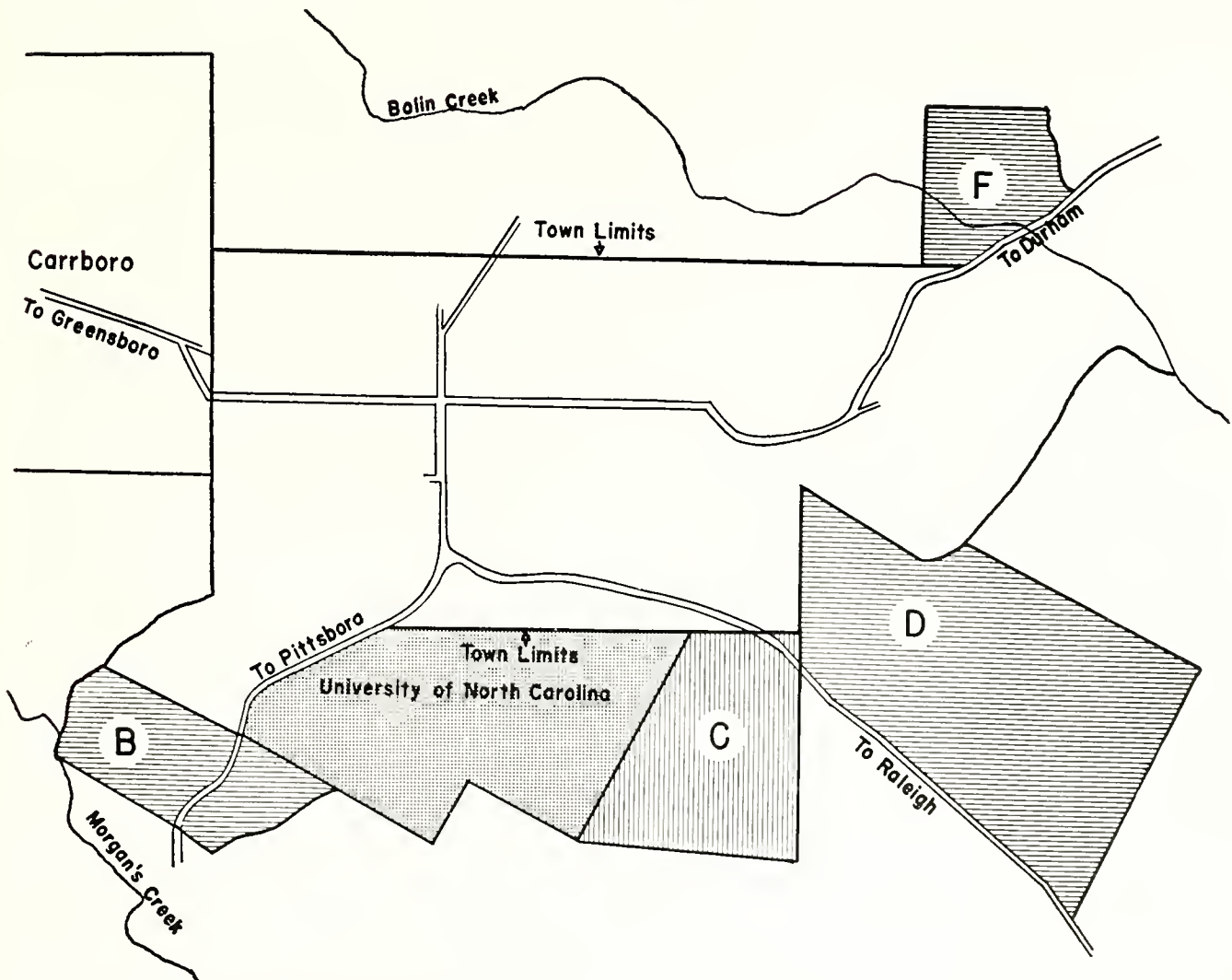
1. Twice-a-week garbage collection within 30 days (Garbage collection was delayed because the town had to buy an additional truck.)
2. Police protection immediately.
3. Fire protection
 - a. Truck and men equipped with booster pumps, chemicals, and 2000 feet of hose to connect with any present fire hydrants —immediately.
 - b. Complete service as soon as large water lines and fire hydrants were installed. This installation the University had promised to make as promptly as possible.
4. Sewer lines. Installation of a sewer line was promised within 12 months.
5. Zoning regulations and building code requirements within 45 days.
6. Health regulations immediately.
7. Streets. Maintenance immediately and paving just as rapidly as the

financial resources of the town would permit, but under the same conditions as they have been paved within the present corporate limits.

8. Sidewalks. Maintenance immediately. Curb and gutter are installed at the expense of the adjacent property owners upon their petition.

Cost to the Town. The town estimated that two types of expenditures were involved. It figured that operating expenses would be increased by about \$4760. It also estimated that it would cost about \$47,000 to install sewer lines, purchase a garbage truck, and pave streets. This expenditure was to be met by bond issues in the amount of \$35,000 which would increase the annual payments for principal and interest on the bonded indebtedness by \$2700, by payments from surplus funds, and by payments from the general fund.

To offset these expenditures it was estimated that the annexed area would produce an annual revenue of \$7065, the two principal sources of this



Map 2. Boundaries of the Town of Chapel Hill and surrounding suburban areas, January 1, 1952. Areas A and E have been annexed. Area F was turned down on its petition for annexation because the aldermen found it would not be financially feasible.

revenue being property taxes and sewer rentals. Thus a net loss of \$395 was anticipated. The board of aldermen reasoned, however, that a complete listing of all property in the annexed area plus additional future construction would eventually remove this difference. In any event the board was not troubled by the initial cost to the town since it would not necessitate an increase in the town tax rate.

The Annexation. The pros and cons of annexation were debated for over a month. Since there had been a good deal of sentiment for annexation in the area concerned, there was no formal opposition but many questions were asked. The reasonable attitude of the town officials in considering special problems and in being willing to discuss the issue contributed heavily to the good reception received by the proposal. At the public hearing on July 31, about 60 property owners were present and asked many questions, but no opposition developed. Following an hour's discussion, the board of aldermen unanimously approved the ordinance by which Area E was annexed to the town.

The meeting produced one further sidelight on the board's policy. The residents of a small area, adjacent to Area E appeared at the meeting and asked the board for annexation to the town. While the board did not consider the request on that particular evening, it studied the request and discovered that it would be very expensive to extend its sewer lines to the area which is marked Area F on the map. Since the property valuation of the area was not great nor the population very dense, the board concluded that it was not now advisable to consider such an annexation because the arguments for annexation did not balance the fact that the action would not be financially feasible. It did not foreclose reconsideration if conditions were changed in the future.

Results of the Annexation. The annexation has proven "mutually satisfactory." The town lived up to its promises substantially as made. The University quickly laid the necessary water lines and installed fire hydrants. Garbage collection was initiated promptly upon the acquisition of a new truck. Police protection began promptly. Extension of zoning regulations was delayed beyond the promised 45 days but the regulations went into effect in the spring of 1951. The sewer lines were installed for a cost several thousand dollars below the estimated figure. The streets were widened and surfaced with gravel preparatory to

paving in 1952 with the use of funds obtained from the state. While the cost of paving the streets will increase the estimate, the state aid made it unnecessary to issue bonds for street purposes. Capital expenditures in the area were financed by a bond issue of \$22,000 instead of \$35,000 as originally estimated.

In only one respect did the town suffer. It discovered that operating costs for extending services to the annexed area ran approximately 15% over the prior estimated increases in costs.

It is also interesting to note that one of the members of the board of aldermen elected in the spring of 1951 is a resident of this annexed area. Since the aldermen in Chapel Hill are elected at large, it was not a result that could have been promised.

Annexation of Area A

So successful was this first step in the annexation program that the interest of the other areas was quickened, and in the summer of 1951 the residents of Area A, to the southwest of town, began to talk about annexation. The members of the town board refused to commit themselves but directed the town manager to make a factual study of the area for consideration by the board. This study was completed and given wide distribution early in November, 1951.

The area under consideration contained 66 acres, 66 property owners, a population of about 200 and an assessed valuation of about \$530,000. The cost estimates and time schedule for extending municipal services were similar in every respect to those offered for Area E, except that more conservative estimates were made for the probable increase in operating costs and that no substantial capital expenditure was required. The town's sewer lines were already within reach of 49 of the 66 property owners and it was estimated that the necessary additional extensions could be made at a cost of \$1500.

Soon after the proposal was made and the date for the hearing set, one group of 36 property owners in the area formally requested annexation. On the date of the hearing only about a dozen persons appeared and they merely asked a few questions. There was no opposition. The annexation ordinance was unanimously adopted and Area A became a part of Chapel Hill on December 10, 1951, with the extension of services to become effective on December 25—truly a Christmas gift in the words of Mayor Lanier.

It is important to note one additional feature of this annexation. Property is listed for taxes in January. Taxes cannot be levied on this property until the fiscal year which begins in the following July. Consequently property must be annexed by December of 1951 in order to be listed for town taxes due in October, 1952, and the town is forced to provide services free of charge for at least six months—from January, 1952 to the beginning of the fiscal year. Chapel Hill recognized this fact and purposely postponed the annexation of Area A until December in order to avoid giving free services for more than six months.

Results of the Annexation Program

In the opinion of all town officials and of most of the town taxpayers, the annexation program has been fully justified. Since July of 1950 the total area of the town has been increased from 840 acres to 1186 acres or an increase of 41%, the population of the town has been increased by about 550 persons or an increase of 12%, and the property valuation of the town has increased by over \$1,000,000 or an increase of over 14%. Included among the new residents of the town are many persons who have been civic leaders in the Chapel Hill community for many years and who can now take an active part in town government. The boundaries of the town are slowly stretching toward the boundaries of the Chapel Hill community and the record made by the town in extending municipal services promptly has aroused the interest of persons in the other areas under consideration.

The Future—And a Capital Budget

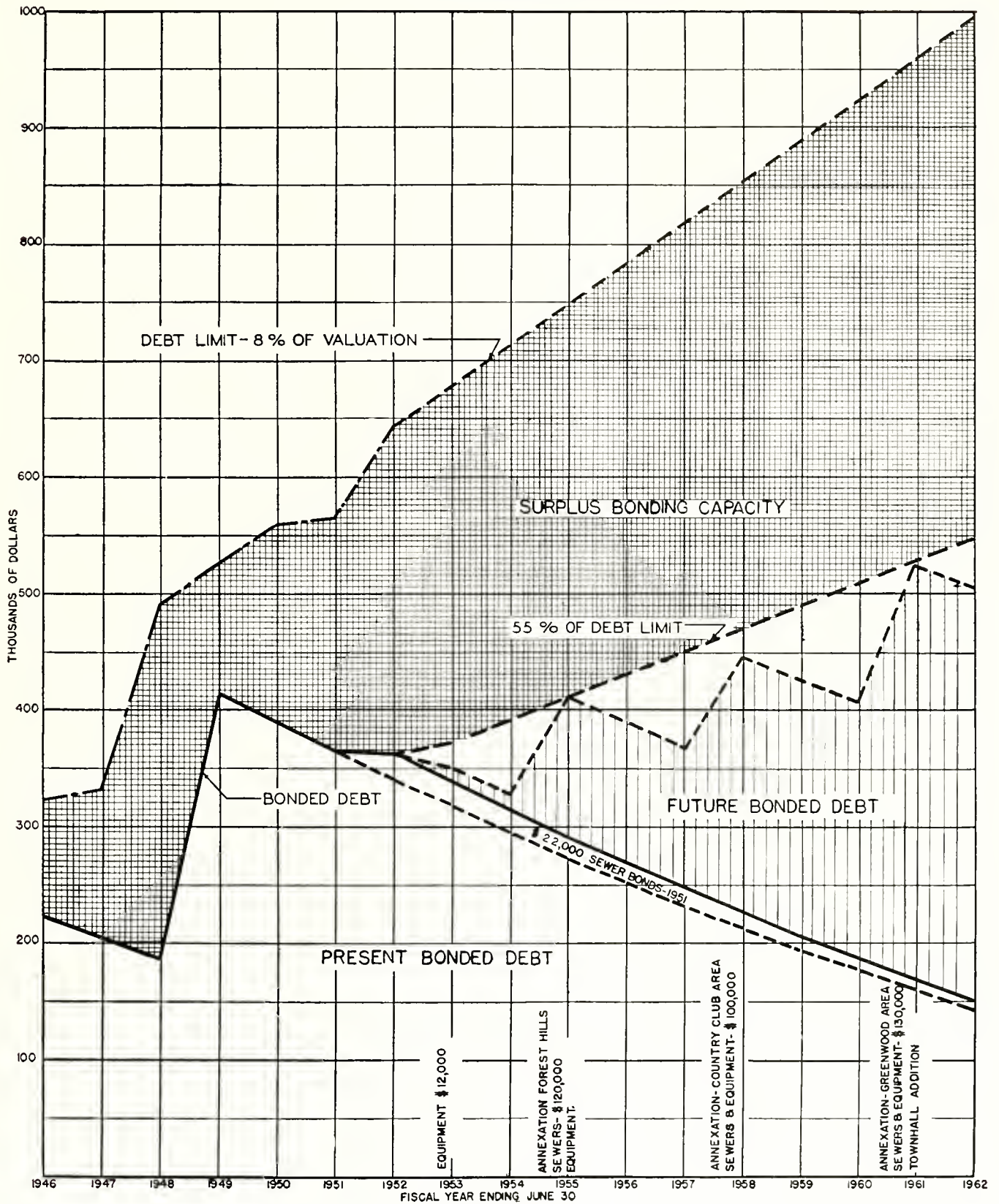
But the biggest story may not lie altogether in the successful initiation of an annexation program, for out of that process has come another forward-looking policy. While drawing up his recommendations on annexation in 1950, Manager Rose realized that the financial status of the town was strong and that it was in a position to plan for capital investments for the future. To make that planning more practical and productive, he prepared a recommended capital improvements program that would enable the town to do the following things within the next ten years without increasing the present tax burden for debt service:

1. Annex the remaining three areas which should become a part of the town and install sewers in those areas.

(Continued on page 16)

TOWN OF CHAPEL HILL, N.C.

CAPITAL IMPROVEMENT PROGRAM



Training -- Greensboro Style

By Donald B. Hayman, Assistant Director, Institute of Government

Rising municipal expenditures disturbed J. R. Townsend, Greensboro City Manager, as he reviewed Greensboro's city budget in February, 1950. Analysis revealed that the budget consisted of three principal items—debt service, equipment and supplies, and salaries and wages. Twenty-eight per cent of the budget was for debt service, a fixed charge. Approximately 34 per cent was for equipment and supplies. Purchases were closely supervised, contracts were awarded only after competitive bidding, and a central storeroom endeavored to reduce waste and breakage to a minimum. A reduction of either supplies or equipment seemingly would curtail public service. Only the third item, \$1,550,000 for salaries and wages, held any great promise of increased efficiency.

Salaries and wages accounted for 39 per cent, or the largest part, of Greensboro's \$3,986,479 budget. Of course salaries and wages could not be cut without reducing the number of employees or reducing the take-home pay which was already shrinking with the increasing cost of living. Not considering either alternative a constructive solution of the problem, the City Manager prepared a memorandum to the City Council in which he outlined a comprehensive training program designed to improve employee efficiency.

In outlining the need for a training program the City Manager divided Greensboro employees into three different groups. The first group included those who received adequate training prior to employment—accountants, bookkeepers, engineers, librarians, and stenographers. The second group was composed of those who became qualified to perform their duties as a result of on-the-job training—garage mechanics, water and sewage repair men, pumping station and sewage disposal plant operators, and workmen on the street. Further training, if any, for these employees would be by correspondence courses, state-wide schools, or at night school on the individual employee's own time.

The third group consisted of those employees appointed to positions of considerable responsibility requiring extensive training who at the time of entering on duty were virtually untrained for their work. This third group, which included policemen, firemen, and truck drivers, were the em-

ployees who were cited as being in the greatest need of training.

In suggesting an extensive training program, the City Manager pointed out that he did not want to give the impression that no training was being given City employees. On the contrary, all departments had some continuous on-the-job training and the Fire and Police Departments had conducted schools regularly for some time. Nor did he want to underestimate the importance of foremen and supervisors who are the principal training employees in any organization. Instead, the City Manager stressed that there was a need to assist the supervisors in their training efforts in order to maximize the effectiveness of the present training programs. He emphasized that if training is to be effective, it must be carefully planned and carefully executed. He stressed the importance of supervision, records of attendance, examination, and the selection or preparation of suitable textbooks.

The Greensboro City Council endorsed the training plans and has since given wholehearted support to every part of the various training programs. Most of the recommendations suggested by the City Manager and approved by the City Council at that time have been started in the intervening two years.

The training program as originally outlined provided for at least three stages: (1) selecting the trainers, (2) training the trainers, and (3) training the employees.

Selecting the Trainers

The initial step in the development of the present training programs was taken by the Greensboro City Council which authorized the appointment of a Training Officer on the staff of the City Manager. The Training Officer would have over-all supervision of training and would be responsible to the City Manager for the effectiveness of the training activities. The Council also authorized the selection of a training officer for the Police Department and a training officer for the Fire Department.

Great care was taken in making these appointments as their importance to the training program was fully realized. Persons were sought who were not only technically competent but who were able to inspire others to

desire to learn. It was realized that additional training and attendance at technical schools would be worthwhile for nearly any employee, but the benefits derived would be returned many fold if the employee attending was accepted by the other employees, was able to get along well with them, and not only had the ability to learn but also the ability to teach others. For these reasons enthusiasm, initiative, and leadership ability were given considerable weight in filling the three training positions.

Training the Trainers

Soon after the appointment of W. H. Reeves as Training Officer, the Greensboro City Council directed the City Manager to use his staff to conduct a position classification survey. As the new Training Officer was just beginning to study the training problems of the Police and Fire Departments, he was assigned the task of classifying the positions in the two departments. In making the survey, each employee was interviewed and observed on the job. The Training Officer walked a beat with policemen, cruised in the police cars, and went to fires with the firemen. After becoming familiar with each employee's duties and responsibilities, a detailed job description was written for each employee of the departments. The three months the Training Officer spent making the classification survey was an excellent preparation for his later training duties.

While the Training Officer was conducting the classification survey, he arranged for Captain E. E. McDowell of the Greensboro Fire Department to attend the New York Fire Department's Fire College and Drill School. Attending the three months school, the Captain slept in a Manhattan fire station and answered fire calls at night as though he were a regular member of the New York Fire Department. While in New York, he attended a total of 408 hours of classes, graduating from the New York Fire College, the Motor Pump Operators School, the Fire Hazard Inspectors School, and the Probationary Firemen's School. Upon returning to Greensboro, Captain McDowell was promoted to the position of Supervisor of Training for the Greensboro Fire Department. This summer another Greensboro fireman, Captain Francis

B. Price, also completed all the courses offered by the New York Fire Department College.

In January, 1951, Chief C. W. Wyrick of the Greensboro Fire Department and Supervisor McDowell attended the four-day Fire Department Instructors Conference in Memphis, Tennessee. This annual conference, jointly sponsored by the Fire Prevention Department of the Western Actuarial Bureau of Chicago and the Fire Department of the City of Memphis was considered outstanding and upon their recommendations three representatives from Greensboro attended the 1952 conference held early this month.

Last spring the Supervisor of Fire Training attended the two week Structural Fire Fighting School and the one week Pump Operators School given by the Norfolk Naval Base. Captain G. C. Wuchae, Assistant Superintendent of the Fire Prevention Bureau, attended the one week Fire Hazard Inspectors School and the one day Inflammable Liquids Course offered by the Norfolk Naval Base. In April, F. V. Trulove, Supervisor of Fire Prevention, attended the ten day Arson Investigation Training Course offered at Purdue University.

During the spring quarter, Lt. P. B. Calhoun of the Police Department attended the 3 month course offered by the Southern Police Institute of the University of Louisville. This fall he was placed in charge of recruitment, training, and supplies and promoted to Captain with the title of Personnel and Training Officer of the Greensboro Police Department. Other attempts to secure advanced police training have been unsuccessful with the exception that a member of the Police Department attended the two weeks Traffic Institute conducted in Atlanta by Georgia Tech.

Training the Employees

Because of the relative ease with which employees could be assembled for considerable periods of time, the first training program started was in the Fire Department. A large assortment of fire fighting materials—books, drill manuals, pamphlets, circulars, etc.—were secured from a wide variety of sources. These materials were assembled in a bookcase in the central fire station where they were available for reading and reference work.

Training activities now under way in the Fire Department can be briefly summarized as including—(1) a basic fire fighting course for new recruits,

(2) 29 evolutions for all members of the Department, (3) First Aid courses, (4) Motor Pump Operator's School, and (5) an Officers Training Course.

The basic course for new recruits was taught at the central fire station. The Fire Manual of the Columbus, Ohio Fire Department was adapted and reproduced and a copy given to each member of the Department. During the two weeks basic course the new recruits were given 8 hours of instruction a day. They were then assigned to a station but continue to have daily classes. All fire fighting companies in the Department drill two hours at least once a week at their stations on one of the 29 evolutions which have been prepared. Ten of the evolutions are class room drills and 19 are outside tower evolutions. After 3 months of drilling on the evolutions each fireman was given a written examination of 50 detailed questions concerning the evolutions. Although the grades were generally considered extremely satisfactory, they did serve as a check on both the students and the instructors in each station.

The Junior, Standard, and Advanced American Red Cross First Aid Courses have been given to every member of the Fire Department and 15 members are qualified Red Cross Instructors. In May, a Motor Pump Operators School was conducted with all men receiving training in both blackboard and actual pumping tactics.

The Officers Training Course is being given this month for the first time. All officers in the Greensboro Fire Department will receive approximately 90 hours of instruction. The course will consist of 13 different subjects varying from an advanced course on pumps and pumping to requirements of an officer. Each officer will receive detailed lesson outlines and a list of suggested readings for each lesson. Upon graduation the officers will teach the same course to the firemen assigned to their stations.

Monthly reports are submitted for each fire fighter showing the classes or drills he has attended and the subject or evolution discussed or practiced. These reports are recorded on file cards which show at a glance the type and extent of training an employee has had and the grades he has made on all examinations. These records indicate that a total of 30,797 man hours were spent in either drills or classroom instruction during the last fiscal year.

Training members of the Police Department presented a more difficult

problem. Large groups of policemen can not attend classes at the same time without decreasing the effectiveness of the police force. The first schools were therefore held for the new recruits as they entered on duty and for the police officers who had served less than three years. Two separate schools were conducted during March and April. The Police Training Officer was responsible for preparing detailed lesson plans, outlines, and lists of references for the instructors participating in the school. Last November when the most recent new recruit school was held, the course of instruction was lengthened from two to three weeks. Classes were held 8 hours a day, 5 days a week. On Saturdays an hour and a half of review was followed by an hour and a half examination which in turn was followed by a general discussion of the examination questions.

As training has become more of a part of the Police Department, a police training classroom and a police library have become a part of the City Hall. The library is furnished with shelves, a magazine and periodical display rack and a number of easy chairs. Approximately 100 volumes concerning some aspect of general police work have been purchased and placed in the library and are now available to any member of the Police Department.

The recent appointment of Chief J. L. Williamson will not reduce the present emphasis on training in the Police Department. A graduate of Smithfield-Massey College of Law, of the FBI Academy, of the Army Criminal Investigative School, and for four years an Assistant Director of the Virginia Central Police Training School, Chief Williamson is proud of the present training program and is optimistic as to continued progress.

Other Greensboro city employees have also participated in training programs. During the December 3rd City Council meeting, Mayor Frazier presented certificates awarded by the International City Managers' Association to seven employees who had successfully completed the conference course in Municipal Finance Administration. The course covered fourteen two-hour conference periods which were held between 2:00 and 4:00 P.M. each Wednesday. The conference discussions method was used in covering the assignments. Each participant presented his own views in the group discussions based upon his experience and his reading of the text material. The discussions were

related to Greensboro's operations and problems and not to some hypothetical textbook situations. The conference leader, George Aull, who was promoted to Training Officer early last year, made notes on all matters discussed and prepared a single group answer to any questions assigned by the International City Managers' Association as a part of the training course. After the course was completed, each participant was required to take an examination. The course did not cost the employees, as all texts and materials were furnished by the City. All of the employees enrolled in the course passed the course and all are said to have felt that the course was highly practical and beneficial.

Future Training Plans

Several aspects of the original training programs as outlined two years ago have not yet been achieved. A training course for truck drivers was nearly organized this past summer when George Aull, the Training Officer, was recalled to the Navy. The distribution of booklets on telephone use and public relations was considered but not actually done. Police instruction for advanced recruits and supervisory personnel is still needed. Specialist courses in investigative techniques, fingerprints, and accident investigation are yet to be established. Several public works employees have expressed a desire to take the International City Managers' Association course in Public Works Administration. A member of the Police Department is still on the waiting list for admission to the Northwestern Traffic Institute.

The Fire Department also has training plans for the future. Other members of the Department desire additional specialized training. Plans are being made for sending one member of the Department to the New York Fire College and Drill School every year. As the present drill tower has been condemned and can not be used for the more elaborate evolutions, the City Council has purchased land and had plans drawn for a new drill tower. The plans call for a classroom with ample space for the erection of pumps, and fire proof rooms for actual practice in putting out fires.

The results of any training program are difficult to evaluate. An accident prevented, a fire quickly brought under control, are all reflections of fact upon a background of what might have been. A visitor to Greensboro who observes the average city employee in

the City Hall, in the Fire Station, or on the street may note an air of anticipation, and a contagious desire to learn better ways to do the Public's Business.

Notes from N. C. Cities

(Continued from page 2)

Laws of 1951. The proposed ordinance would divide the area into highway residential districts, local commercial districts, industrial districts, agricultural districts, and two classes of residential districts.

Urban Redevelopment

The **Charlotte** Planning Board and the joint City-County Planning Board of **Winston-Salem** and **Forsyth County** have designated areas to be redeveloped by their respective Redevelopment Commissions. Charlotte's Redevelopment Commission has been seeking a technical consultant to assist in the preparation of an application for a final advance of funds from the Federal Housing and Home Finance Agency. **Greensboro's** Planning Department has been compiling data to be used in applying for a preliminary advance of funds from the federal agency.

Housing

Tenants will move on January 1 into more than 150 units of a 400-unit housing project constructed by the **Greensboro** Housing Authority. The remaining units are expected to be ready for occupancy by the middle of June. Another 400-unit project, designed to accommodate Negro tenants, will be opened in March or April. The **Winston-Salem** Housing Authority is working on a 263-unit development for Negroes. **Wilmington** officials have unsuccessfully sought designation as a critical defense area in an effort to head off an anticipated housing shortage resulting from defense activities. Latest projects to be undertaken in the area are a \$4,000,000 partial reactivation of Blumenthal Airport as an auxiliary to the Cherry Point Marine Air Station and the construction of a \$22,500,000 ammunition outloading depot at Sunny Point. The latter project will employ 2,000 workers during the construction period, after which 50 officers and 1,800 civilians will be needed as operating personnel.

Traffic

Charlotte's City Council has formally adopted the truck-route ordinance described in the December issue of Popular Government, fol-

lowing a 10-months period of discussion. **Winston-Salem** has begun to purchase rights-of-way for a new truck by-pass route across the northern part of the city. The new highway will be constructed by the state.

Fire Protection

The **Gatesville** volunteer fire department initiated a program wherein it will extend protection to any part of Gates County on a contract basis. It will charge \$10 yearly for each family covered. Landlords will pay \$10 for the first farm and \$5 for each additional farm. Those not covered by contracts will be charged \$100 per fire. In its first eight months of existence, the department has fought three major fires and four of lesser importance. It plans to add a tank truck to its present equipment in order to give better protection to rural areas. The **Oakhurst** community in Mecklenburg County is engaged in efforts to form a volunteer department.

Rural Fire Protection

(Continued from page 4)

hire city firemen to operate the fire engine, and (4) pay the city rent for housing the engine. In lieu of cash payment for its firemen and housing, the city might accept the additional protection for its citizens resulting from the availability of the county equipment in emergency situations.

The most recent legislation available to rural citizens desiring fire protection is Chapter 820 of the Session Laws of 1951. This authorizes the formation of rural fire protection districts by such citizens, where they vote to empower the county commissioners to levy in the district a special fire protection tax not exceeding 10 cents on \$100 property valuation. The commissioners may provide protection, out of these funds, in any of four ways:

1. By contracting for protection with (a) any incorporated city or town, (b) any incorporated non-profit volunteer or community fire department, or (c) the State Department of Conservation and Development.
2. By establishing a county fire department to furnish protection.
3. By establishing a fire department within the fire protection district.
4. By any combination of two or more of these methods.

This act is discussed at greater length in the June, 1951, issue of *Popular Government*.

Evolution of the County Farm Census

By Blackmon W. Johnson, Publicity Director, North Carolina Department of Agriculture

Note: The following article, prepared by Blackmon W. Johnson, Publicity Director, of the North Carolina Department of Agriculture, is presented in line with the Institute of Government's policy of presenting facts and opinions on all sides of matters of current interest.

The collection of agricultural statistics has been a responsibility of the North Carolina Department of Agriculture, either by implication or express provision, ever since this branch of the State government was created. In 1877 the General Assembly, carrying out a mandate of the constitution of 1875, enacted a law establishing the Department of Agriculture, Immigration and Statistics.

This is still the Department's legal name, although the shorter title has been in use for many years, and the Department now is charged by statute as well as by inference with the responsibility of North Carolina agricultural statistics.

Lack of specific statutory authority long hampered the Department in developing an effective statistical program and caused early Commissioners and board members much concern. The Report of the State Board of Agriculture for 1888 contained the following complaint by Commissioner John Robinson:

"The means of acquiring statistical information are very inadequate. Such information is one of the necessities of the times. There are frequent calls upon this office for such statistics; the applicants thinking that we had the information for distribution, and they were warranted in expecting to find correct information in regard to agricultural products in this office. I persistently endeavored to collect the past year statistics of both agricultural and manufacturing industries, but failed. I would therefore respectfully suggest that the tax listers throughout the several counties of the State be required to fill such blanks as may be furnished by the Commissioner of Agriculture, under the same rules and regulations as govern the listing of taxes."

A similar statement is found in the Board's Report for 1889-'90. The Gen-

eral Assembly of 1891 enacted a law along the lines suggested by Commissioner Robinson; but it failed to accomplish its purpose.

"The law is defective," said the Report of the Board of Agriculture for 1891-'92, "in that it does not plainly designate the pay of the listers, and in that it does not provide for the publication of these statistics after being obtained."

To correct the situation the Board recommended that the legislature fix the compensation of tax listers for doing this extra work, direct the county authorities to pay them out of county funds, and authorize the printing of statistical information at the State's expense.

For some years tax listers gathered statistical data of a very limited nature, dealing principally with livestock numbers, and this was compiled by the State Auditor and published in his annual reports. The writer has not delved into the matter far enough to determine what role, if any, was performed by the Commissioner of Agriculture in this task. There is basis to conclude, however, that the Department of Agriculture was not satisfied with the results.

Thirty years after John Robinson recommended a law requiring taxlisters to collect farm statistics, the State Board of Agriculture echoed his plea. Commissioner W. A. Graham wrote in his Report of the Department of Agriculture for 1916-1918:

"The Board requests passage of an act requiring list takers when taxes are assessed to return the amounts of crops and other matters which would tend to give correct information as to the acreage and yield of different crops in the State. The Field Agent of the United States Department would cooperate in compiling these returns."

Commissioner Graham, however, did not wait for legislative action. In May, 1919, he signed an agreement with the U. S. Department of Agriculture providing for cooperative collection and publication of farm statistics. This was the beginning of the Cooperative Crop Reporting Service in North Carolina. It also was the origin of the Statistics Division of the State Department of Agriculture, which needed an administrative branch to carry out its part of the cooperative arrangement.

Under the agreement, Frank Parker,

a field agent of the Federal Department with headquarters in Raleigh, became head of the new service with the title of agricultural statistician. Commissioner Graham then employed W. H. Rhodes, Jr., as assistant agricultural statistician. The Commissioner's action was approved the following month by the Board of Agriculture.

The Statistics Division and the Cooperative Crop Reporting Service began building up an elaborate service of crop forecasts, livestock estimates and other statistical reports; but there also was need for basic, factual data at the county level. To meet this need Frank Parker instituted a County Farm Census, relying on volunteer enumerators; but the results were incomplete and far from satisfactory.

Then, in 1921, the General Assembly gave the Department the legal support it had sought for so long, passing "An Act (Chapter 201) Authorizing Cooperation Between the North Carolina Department of Agriculture, the United States Department of Agriculture, and County Commissioners, and Prescribing Duties for Tax Listers in Relation Thereto for Securing a More Perfect Listing of Agricultural Statistics."

Later legislation authorized county commissioners to determine the amount of compensation to be paid tax listers and their assistants for performing this extra duty.

Since this beginning the annual County Farm Census has become the year-by-year source of information about agricultural resources and trends in North Carolina. Based on information supplied directly by farmers themselves, it has achieved a reputation for a high degree of accuracy and has proved valuable as a check in the formulation of other statistical reports such as seasonal estimates of planting and production.

Since production controls and acreage allotments came into being during the 'thirties, County Farm Census records have served not only as a basis for overall planning within the State, but they have also helped individual farmers to establish acreage allotment claims.

When the clouds of World War II loomed on the horizon and the federal government asked farmers to increase their production, the Farm Census provided the necessary information

for mapping intelligent agricultural production programs both at State and county levels. They also served as a basis for estimating farm needs for fertilizer, machinery and other supplies, and the individual reports submitted to list takers by farmers helped in many instances to qualify for scarce equipment.

But while the value of the County Farm Census was increasing during this period, opposition also was gathering. County governments were faced with rising expenses and complained about the cost of collecting the census data. Tax supervisors contended that it was a burdensome task outside of their regular sphere of responsibility, and some of the list takers grumbled at their compensation. Most counties were paying 10 cents for each farm listing in addition to their pay as tax listers.

County commissioners and tax supervisors, working through their State associations, were successful in persuading the 1947 General Assembly to amend the Farm Census Act so as to provide for this enumeration only once in five years.

This action was superseded in 1949, when the General Assembly enacted a new Farm Census Law, providing for resumption of the annual enumeration in 1950 and establishing a system of incentive payments by the State for satisfactory performance. Under this plan the State agreed to reimburse the counties in the amount of 10 cents for each acceptable report in a township returning such reports for at least 90 percent of the farm tracts therein. Penalties were provided in the form of deductions from this bonus when listings fell below 80 percent in a township.

Sponsors of this legislation hoped the incentive payments, together with another provision, would overcome the opposition of county officials. The other provision stated:

"In selecting the person to collect such information, the board of county commissioners in each county in the State may require such information to be collected by the tax supervisor or the list takers of each county, or they may appoint some other person for the specific purpose of supervising and collecting such information."

This may have helped in obtaining passage of the bill, but it did not succeed in placating the commissioners and tax supervisors. Many of them persisted in their opposition. The commissioners of at least one county asked the attorney general if compliance with this law was mandatory. They

were informed that it was.¹

Efforts to repeal the law at the 1951 session of the General Assembly failed, however; but agricultural leaders joined in advocating liberalizing amendments. These raised the incentive payments to counties from 10 cents to 20 cents for each acceptable farm listing and deleted any reference to tax supervisors and list takers. The appointive provision of the law now reads:

"The board of county commissioners may appoint any person to collect such information."

The 1951 amendments also added a new section:

"It shall be the duty of the county farm and home demonstration agents and vocational teachers to cooperate with the persons designated to obtain the information required by G.S. 106-25 and G.S. 106-26 and particularly to inform the farmers as to the advisability and necessity for obtaining the information necessary to carry out the purposes enumerated in G.S. 106-25 and G.S. 106-26."

After enactment of the 1949 Farm Census legislation the Attorney General's Office was asked if a county had the right to pay the census taker 50 cents per farm and, if so, whether it could be considered a necessary county expense.

"I do not think there can be any doubt," was the reply, "but that an expenditure made for the purpose of compiling farm census reports is for a public purpose. Therefore the county may certainly appropriate any surplus funds for the purpose, and the amount of the appropriation, in my opinion, would be within the sound discretion of the board of county commissioners. I am unable to give you a definite answer as to whether the expense of taking and reporting the farm census is a necessary expense of the county. I do not find that the Supreme Court of N. C. has passed upon the exact question presented. The nearest case in point appears to be *Nantahala Power Company v. Clay County*, 213 N.C. 698, 707, where it was decided that the county farm agent's salary is a necessary expense. Because of the general nature of some of the language in the case, it may be regarded as some authority for the proposition that the taking of a farm census is a necessary expense."²

Besides restoring the County Farm

1. AG. to G. Andrew Warlick, Dec. 5, 1949.

2. AG. to C. F. Shuford, *Popular Government*, April, 1950.

Census to an annual basis, the 1949 General Assembly also provided funds for a supervisor of this work, and early in 1950 Commissioner of Agriculture L. Y. Ballentine appointed John T. Richardson to the position. He coordinates the collection of data by the various counties and works with the Statistics Division in compiling, editing and publishing the information. One of his first accomplishments was to institute a new policy of releasing individual reports on each of the counties as soon as compiled and printed, instead of waiting to consolidate all such data in a statewide summary. These county reports, besides giving county totals on a wide variety of listings, also supply such information by townships.

Notes from N. C. Counties

(Continued from page 3)

agricultural office building . . . The *Harnett County* Grand Jury in its November report praised the safety programs carried on in the county school but recommended a further step: the organization of a safety committee in each school composed of members of the student body, members of the parent-teacher association, and other responsible persons. The grand jury suggested that the committees "make periodic inspections of the school grounds, school buildings, and all equipment in order to eliminate any dangers that might exist." The grand jury stated that it felt that such committees would prevent many school accidents.

Chapel Hill Annexation

(Continued from page 10)

2. Purchase necessary equipment.
3. Construct a needed addition to the town hall.

The reasoning processes that went into this program are important, for although the program is admittedly conservative, it can serve as the basis for meeting any demands for a speed-up in the program. Based on the average increase in property valuations for the past ten years, the manager projected the probable increase in valuations for the next ten years. He then took 8% of that figure as the debt limit for the town. Since Chapel Hill is not required to furnish a public water supply, however, the manager reasoned that the town could afford to be conservative in computing its debt limit and still afford all necessary capital improvements.

Once he had projected permissible

debt limit for ten years, he projected 55% of that figure for a period of ten years since the actual bonded indebtedness of the town in the past has averaged about 55% of 8% of the total property valuation. By plotting in the total amount of bonds outstanding each year, he was then able to estimate the amount of bonds the town could issue each year in order to keep its bonded indebtedness at 55% of the 8% limit and to avoid any increase in the tax levied for debt service. See the chart on page 11.

That completed, the manager turned to the list of projects which the town wanted to undertake. The first was an expenditure of about \$12,000 for motor vehicles which would be necessary in 1953. The second was the annexation of Area B where the installation of sewers and the purchase of additional equipment would cost around \$120,000. The third was the annexation of Area C which would cost the town around \$100,000. The fourth was the annexation of Area D which would cost the town around \$80,000. The fifth was construction of an annex to the town hall in order to provide needed office space, a project that would cost \$50,000 under today's prices. He then turned to his chart and found that the town could afford the \$12,000 expenditure in fiscal year 1952-53, that it could issue the necessary bonds for the annexation of Area B in fiscal year 1954-55, that

it could complete the annexation of Area C in fiscal year 1957-58, and that it could annex Area D and add to the town hall in fiscal year 1960-61. His recommendations were complete.

It is of course obvious that the town need not wait ten years to complete all of these projects. It could complete them within three or four years, subject only to the willingness of the taxpayers to agree to an increase in the tax rate for debt service. But the important thing is that the plans are made, the program is set. It can be speeded up, it can be altered to meet unexpected demands or situation changes, it can even be slowed down, but the goal to shoot at is always there.

Conclusion

There are several distinctive features in the Chapel Hill program which deserve comment.

First, the town has recognized that a well-planned annexation policy and program are necessary to bring within the town boundaries the urban and suburban areas desiring municipal services and forming an integral part of the community.

Second, the town officials have tried to coordinate their annexation program with a capital expenditures budget so that no annexation is attempted until the town feels that it can afford the expenditures necessary to extend full municipal services to the annexed area.

Third, the town has determined to annex property section by section, not only so that the increased costs can be absorbed but also so that services can be immediately extended to the area annexed without undue delays. Too many times annexation leaves a bad taste in the annexed property owner's mouth because the city is unable to extend services for a year or more after he begins paying taxes.

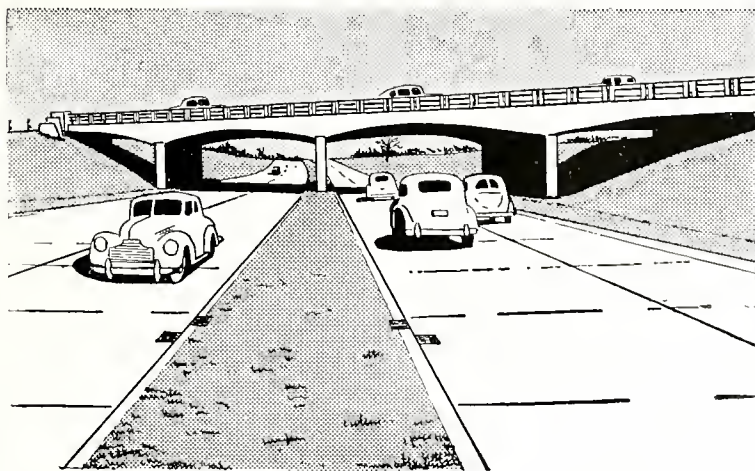
Fourth, the town has made a determined effort to convince everyone involved that annexation is in his best interest. While it has recognized that the situation may arise where an election would be necessary, it has attempted to win approval without election and thus far it has been successful. It also hopes that the results of the first two annexations will win friends for future efforts.

Fifth, the town has tried to undertake nothing that would prejudice the interests of the taxpayers now inside the corporate limits. The capital improvements program is helpful in this regard.

Sixth, the town has begun a capital improvements program which will result in better planning and wiser expenditure of funds for the future development of the town.

Yes, Chapel Hill is hungry for annexation, BUT, say its officials, it is also determined not to get a case of *financial* indigestion or a case of *emotional* indigestion induced by ill will.

MR. MOTORIST -- it's your money that pays for roads . . . insist on



CONCRETE

YOUR gas taxes, license fees and other taxes pay for building pavement, for maintaining it and for rebuilding it when it wears out.

Concrete pavement usually costs less to build than other pavement of equal load-carrying capacity. It costs less to maintain. It lasts longer. It is the pavement of **low annual cost**.

Insist on concrete pavement for the roads in your community.

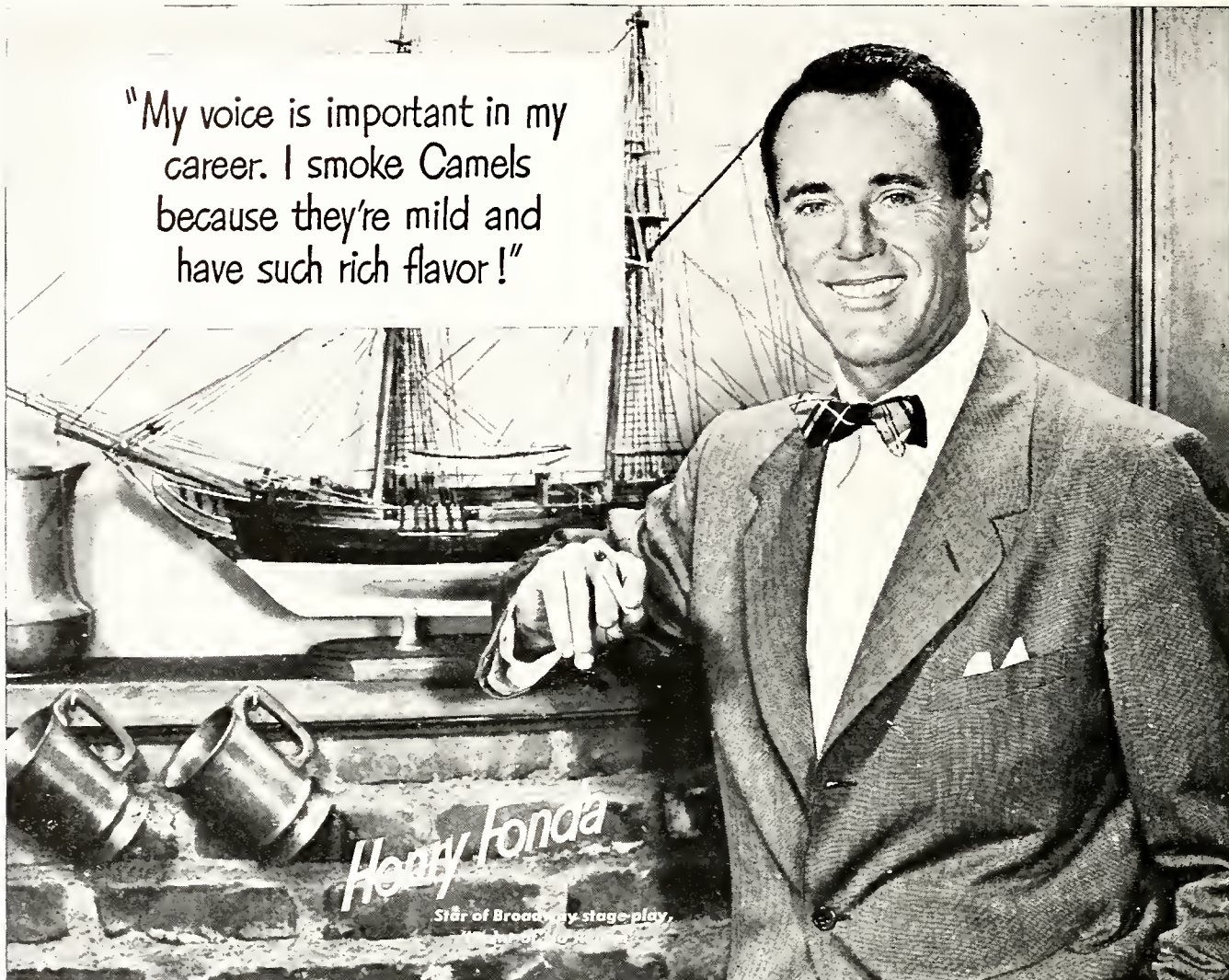
PORTLAND CEMENT ASSOCIATION

State Planters Bank Bldg., Richmond 19, Va.

A national organization to improve and extend the uses of portland cement and concrete . . . through scientific research and engineering field work

Why did you change to Camels, HENRY FONDA?

"My voice is important in my career. I smoke Camels because they're mild and have such rich flavor!"



Not one single case of throat irritation due to smoking **CAMELS**

Make your own sensible 30-Day Camel mildness test in your "T-Zone"—
T for Throat,
T for Taste.



—that's what noted throat specialists reported in a coast-to-coast test of hundreds of people who smoked only Camels for thirty days!

Make your *own* thirty-day Camel test, the one sensible, thorough test of cigarette mildness. Enjoy Camel's rich, full flavor, a flavor no other cigarette has. See if you don't agree with Henry Fonda when he says, "The cigarette that suits my throat best is Camel!"

Start smoking Camels today and discover why, after all the mildness tests . . .



B. J. Reynolds Tobacco Co.,
Winston-Salem, N. C.

CAMEL LEADS ALL OTHER BRANDS—BY BILLIONS!