

Popular Government

October 1957

*Storage
Copy*



North Carolina Industry

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

CONTENTS

THE CLEARINGHOUSE	1
Tax Meetings Held in Six Places During September	1
Thanks to Counties! [for Session Laws]	1
City Notes	1
Johnson Elected to National Post	1
Notes from A to Z	2
Bond Sales	2
Workshop Held in Driver Education	20
GEOGRAPHIC DISTRIBUTION OF NEW MANUFACTURING ESTABLISHMENTS IN NORTH CAROLINA, 1947-1957. Part IV: New and Proposed Industries in North Caro- lina, January, 1953-June, 1957, and a Summary and Analysis of Plant Location Trends, 1947-1957	3
BLANKET BONDS FOR COUNTY EMPLOYEES	13
COUNTY GOVERNMENT	14
THE ATTORNEY GENERAL RULES	15
PUBLICATIONS FOR SALE	Inside and Outside Back Cover

COVER

With this issue we conclude a series of articles analyzing geographical dispersion of new industries in North Carolina. As our cover indicates, not all of the state's advantages for industry can be summed up in the traditional "markets, materials, and labor force" which are said to be the dominant industrial location factors. Shown nestled close to the sky is the Ecusta Paper Corporation plant at Pisgah Forest, the nation's largest cigarette paper plant. Photo courtesy of News Bureau, Dept. of C. & D.

THE CLEARINGHOUSE

Tax Meeting Held In Six Places During September

Six one-day regional meetings for county and municipal tax collectors were held throughout the state in September under the direction of Henry W. Lewis, assistant director of the Institute of Government.

These sessions covered discussion of the new changes in the property tax law, explained to tax collectors the new guidebook on tax collection laws and procedures the Institute of Government will soon publish, and gave those attending a chance to discuss mutual problems and to consult with a member of the Institute trained in tax collection work.

The time and place of the meetings and the collectors in charge of local arrangements were as follows: September 5, city courtroom in Fayetteville, B. C. Bramble of Cumberland County and Jarvis D. Jones of Fayetteville; September 6, county agriculture building in Washington, D. E. Redditt of Beaufort County and James W. Bowen of Washington; September 10, county agriculture building in Elizabeth City, Sheriff W. L. Thompson of Pasquotank County and L. D. Waldorf of Elizabeth City; September 13, council chamber of the Buncombe County courthouse in Asheville, J. P. Brown of Asheville-Buncombe County; September 17, Joseph Palmer Knapp Building of the Institute of Government, Henry W. Lewis; and September 19, grand jury room of the Mecklenburg County

courthouse in Charlotte, Plato W. Davenport of Mecklenburg County and John H. Mills of Charlotte.

Thanks to Counties!

The Institute of Government extends its hearty thanks to both Chatham and Caldwell Counties for the generous response made to a request for Session Laws. We sincerely appreciate these efforts and all others made in the past to build the Institute of Government Library to the point where it can serve the state most effectively. The gifts were arranged through Lemuel Johnson, register of deeds of Chatham County, and Mrs. J. C. Spencer, county accountant of Caldwell County.

Johnson Elected To National Post

Lemuel R. Johnson, Chatham County register of deeds, was elected president of the National Association of County Clerks and Recorders at the association's convention in Atlanta, in mid-July.

Mr. Johnson, who has held the office of register of deeds since 1949, is the first Chatham County official to head a national association. He has previously served as second and third vice-president of the national association, and as president of the N. C. Register of Deeds Association, working closely with the Institute of

Government for the good of this group of officials.

On becoming national president, Mr. Johnson became a member of the Board of Directors of the National Association of County Officials, of which the National Association of County Clerks and Recorders is an affiliated body.

City Notes

The city of Hickory has adopted a new schedule of charges for taps for water and sewer service as follows: (a) for tapping the water main and installation of $\frac{3}{4}$ " water tap, \$75.00; (b) for tapping the water main and installation of larger tap than $\frac{3}{4}$ ", the actual cost of labor and materials, plus 10%; (c) for tapping the sewer main and installation of 4" sewer connection, \$60.00; (d) for tapping the sewer main and installation of larger than 4" connection, the actual cost of materials and labor, plus 10%; (e) for taps to water and sewer system of the city of Hickory outside the corporate limits, each of the above charges shall be doubled. . . . At the same time that these new charges were adopted, Hickory also organized a city parking authority, and announced that bids would be received for a new fire-resistive building to house the police department, city court room, and city jail.

New style fluorescent street lamps are being used in Wilson on a trial basis this summer to decide if all the street lamps should be replaced with this new type light.



Shown above are city officials who attended the special course for newly elected mayors and councilmen at the Institute of Government, June 16-18.

A suggestion box has been installed in the **Dunn** city hall, and City Manager A. B. Uzzle has announced that worthwhile suggestions are being brought in by citizens.

* * *

The **Winston-Salem** police department is soon to have police cadets— young men who are high school graduates and are interested in becoming police officers. They will begin as office workers, afterwards being assigned to records divisions or dark-room work or switchboard before becoming regular patrolmen. By the time they are promoted to the uniform division, they are expected to have a thorough background in the operations of the department.

* * *

Gastonia is saving tax money by installing water lines with its own labor force. The savings amounted to several thousand dollars on projects completed in a four-month period.

* * *

The **Burlington** city council has discontinued extension of water and sewer mains outside the corporate limits, with an exception to be made in certain industrial cases. Along this same line, the council also voted to increase rates charged outside water users to three times the rate charged city residents. Outsiders previously paid double the amount paid by insiders.

* * *

The **Tarboro** town council has approved a sewer use charge which will add 30% to the monthly bill of all municipal water users with sewer connections. This money is to be earmarked exclusively for a sewage disposal plant.

* * *

Winston-Salem has drawn plans for a \$100,000 addition to its water pumping station and is now receiving bids. The new addition will assure pumping capacity far beyond the present peak consumption rate.

* * *

The call to arms for community clean-ups has been sounded in **Clinton** and **Jacksonville**, and officials and townspeople alike have banded together to give the cities real face-liftings.

* * *

Increases in water and sewer rates have been effected in a number of towns recently. **Reidsville** has increased its water rates by 50% to help bear the weight of extensive utilities improvement. . . . **Elizabeth-**

town has raised its minimum water toll from \$2 to \$3, in order to take care of present repair and maintenance services. . . . **Kernersville** has upped its rates to get money enough for a \$150,000 water improvement program without having to issue bonds. . . . The monthly flat rate for water in **Zebulon** has been raised from \$1.50 to \$2.

* * *

A bond issue of \$160,000 for funds to improve **Warrenton's** water system will be submitted to the voters of the town in late September or early October.

* * *

The **Louisburg** city council has awarded bids totaling \$230,850.22 for the construction of a new sewage disposal plant and intercepting sewers; it was the largest bid-letting in the town's history.

* * *

Burlington's city council has revised the city's "blue laws," opening the way for Sunday business operations, and at the same time it passed a resolution urging businesses to respect church life and observe church hours.

* * *

Morehead City town fathers have given the green light to establishment of a launching ramp and parking area in the west section of the state

property at Camp Glenn. Work on the property will begin in the fall.

* * *

Four Oaks citizens recently voted overwhelmingly in favor of a \$210,000 bond issue for improvement of the town's water works.

* * *

Law enforcement officers in **Lake Junaluska** recently spent almost all of one morning "sniffing" out what was believed to be a stolen garbage truck, half full of garbage. It disappeared while on a regular run. The mystery was solved shortly after noon when a garage called to report that the truck was ready—all fixed. It had picked up the wrong truck on a call.

* * *

Voters in **Hickory** and outlying areas recently approved annexation of 1,047.13 acres into the city limits.

Notes From A to Z

Disasters and other public emergencies are provided for in a master police communications system which has been approved by the Hennepin County Board of Commissioners to serve the **Minneapolis-St. Paul** metro-

(Continued on page 19)

BOND SALES

From May through August, the Local Government Commission sold bonds for the following governmental units. The unit, the amount of bonds, the purpose for which the bonds were issued, and the effective interest rate are indicated.

Unit	Amount	Purpose	Rate
Alexander County	\$ 450,000	School building	3.49
Davidson County	2,325,000	School & county building notes	3.45
Guilford County	2,000,000	School building notes	2.62
Hertford County	500,000	School building	3.38
Jones County	150,000	School building	4.63
Lenoir County	1,662,000	School building	3.38
Orange County	1,000,000	School building	3.38
Stokes County	400,000	School building	3.69
Boone	75,000	Water	4.30
Farmville	430,000	Sewer	3.48
Gastonia	2,400,000	Sewer and Light	3.56
Kinston	118,000	Water	3.21
Louisburg	175,000	Sewer	4.69
Mocksville	225,000	Sewer	4.24
Morganton	100,000	Electric	2.94
Raleigh	350,000	Street Improvement	2.95
Rockingham	10,500	Public Improvement	3.74
Wendell	59,000	Water and Sewer	4.64
Winston-Salem	3,928,000	Sewage Disposal & Land Purchase	3.31
Albemarle School Unit	500,000	School building	4.22
Asheboro School District	100,000	School building	4.18
Kitty Hawk School District	200,000	School building	5.15
Roanoke Rapids Sanitary District	320,000	Water and Sewer	4.23

Geographic Distribution of New Manufacturing Establishments in North Carolina, 1947 - 1957, Part IV: New and Proposed Industries in North Carolina, January 1953 - June 1957 and a Summary and Analysis of Plant Location Trends, 1947 - 1957

This is the fourth and final article in a series describing and analyzing the geographic distribution of new and relocated manufacturing plants in North Carolina. The first three articles made use of data drawn from the recently released 1954 Census of Manufactures and the 1947 Census of Manufactures. The first article dealt with plants employing 100 or more workers; the second, with those employing between 20 and 99 persons; and the third, with small plants, employing 19 workers or less. This article will attempt to bring the picture up-to-date, making use of data collected by the North Carolina Conservation and Development Department from 1953 through the first half of 1957. This article will also summarize and analyze the information presented earlier and will compare these findings with related findings of the Institute for Research in Social Science.



By
RUTH L. MACE
Staff Member,
Institute of
Government

Geographic Distribution of New and Proposed Industries

Since 1953 the Research and Statistics Office of the Department of Conservation and Development has been compiling, and making public, data on North Carolina's new and proposed industries. These data are collected from a number of sources, some of which are: the Dodge Report, the Associated Contractors' Bulletin, various textile publications, daily newspaper clippings, Tar Heel Chamber News, and other publications which contain notices of new and proposed industries or expansions. The chief of the Research and Statistics Office reports that it is his belief that their coverage of such new development is 75-80% com-

plete. At the same time, he points out that without a definite system of reporting (that is enforced) it is not possible to obtain 100% accuracy.

The Conservation and Development Department statistics, that we are about to analyze, are limited in a number of other ways. These limitations should be borne in mind as the data are examined. First of all, although we know the names, location, and types of plants established or proposed for establishment, we do not have information as to the size of the plants. We know nothing of the number of employees on each payroll, of the capital investment involved, or of the dollar amount of the payroll. Without such information, any comparison of the number of plants located in one place or another can have little significance in economic terms. For example, a county in which a single plant, employing 500 workers, is established may be considerably better off than one in which ten small plants are established, employing between 10 and 20 workers. Also we should emphasize that these data are collected for both new and *proposed* industries. We do

TABLE 13

New and Proposed Industries Reported for North Carolina and Their Regional Distribution January 1953-June 1957

INDUSTRY TYPE	Total Number of Plants	COASTAL		PIEDMONT		MOUNTAIN	
		Number of Plants	Per cent of Total	Number of Plants	Per cent of Total	Number of Plants	Per cent of Total
Textile Mill Products	139	16	12%	98	71%	25	18%
Apparel	68	17	25	42	62	9	13
Food and Kindred Products	63	25	40	29	46	9	14
Furniture and Fixtures	61	4	7	49	80	8	13
Lumber and Wood Products	46	18	39	23	50	5	11
Fabricated Metals	45	5	11	39	87	1	2
Stone and Clay	43	6	35	22	52	15	14
Miscellaneous*	35	5	14	28	80	2	6
Chemicals	32	4	13	23	72	5	16
Machinery	29	5	17	20	69	4	14
Electrical Machinery and Equipment	23	2	9	11	48	10	44
Transportation Equipment	15	6	40	7	47	2	13
Paper and Allied Products	14	2	14	12	86	0	--
Printing and Publishing	9	0	--	9	100	0	--
Primary Metals	5	0	--	5	100	0	--
Petroleum Products	3	1	33	2	67	0	--
Rubber Products	3	0	--	3	100	0	--
Tobacco	3	2	67	1	33	0	--
Leather Products	1	0	--	1	100	0	--
Professional and Scientific	1	0	--	1	100	0	--
	638	118	19.0%	425	66.0%	95	15.0%

* Includes: plastic products; accessory textile products, such as textile spools and fabric sample books; industrial laboratories and training centers; musical instruments; florists' supplies; greeting card manufacture; etc.

N.B. Percentages have been rounded to nearest unit.

not know how many of the proposed industries actually came into being. Another limiting factor upon the usefulness of these data is the lack of any balancing statistics on the mortality of industrial establishments in North Carolina. Obviously, along with gains there were losses. As long as such information is unavailable, the current picture of plant location in North Carolina must necessarily remain incomplete. The available information, however, is of considerable interest in itself, and is certainly useful, within its limitations, as an indication of relative trends in current plant location.

A total of 638 new and proposed plants were reported for North Carolina during the period January, 1953-June, 1957. Table 13 shows the gains by industry type and regional distribution. It will be noted that textile mill establishments led in volume of gains. The Piedmont counties accounted for 70% of the total gain in textile mill plants. Of the remaining 30%, the largest share, 18%, went to the Mountain counties. Apparel industries, making use of textile mill products, came in second as far as volume of gains is concerned. The Piedmont counties again led the volume of these gains, this time accounting for 62% of the new and proposed plants. Coastal counties, with 25% of the state total gain, led the Mountain counties in sharing the remaining new apparel plants. Food and kindred products came in third position in volume of gains with the Piedmont counties still getting the largest volume of such gains (46%), but with the Coastal counties following close behind and accounting for almost 40% of the new plants in this category. Furniture and fixtures plants were fourth in importance in volume of gains, with the Piedmont counties accounting for the lion's share (80%) of this type of development. Of the remaining 20%, the Mountain counties accounted for about 13%, and the Coastal counties for 7%. An examination of the remainder of the table will show that the Piedmont counties led in volume of gains in every classification with one exception—tobacco plants. Three new tobacco products plants were reported during the 1953-1957 period. Two of these plants were located in the Coastal counties and one in the Piedmont. In two categories, electrical machinery and equipment and transportation equipment, the Piedmont counties had strong competition from the other regions. In the case of electrical machinery and equipment, the

Mountain counties accounted for 44% of the gains while the Piedmont counties accounted for 48% of the gains. In the transportation equipment category, which includes boats and related products, the Coastal counties accounted for 40% of the gains or six new plants, while the Piedmont counties accounted for 47% of the gains or seven new plants.

How Does Your County Rate?

Table 14 shows, in rank order, the distribution among North Carolina's

100 counties of gains in new and proposed industries. Table 13 shows the regional distribution of these gains. As has been noted, the 35 Piedmont counties are out front, capturing two-thirds of these new plants. The 41 Coastal counties accounted for about 19% of the gains, while the 24 Mountain counties absorbed the remaining 15%.

Turning now to a detailed examination of the distribution of these gains, we find that moderate gains of one

TABLE 14
Geographic Distribution of New and Proposed Industries in
North Carolina
January 1953-June 1957

(Plant gain distribution among North Carolina's 100 counties)

County	No. of Plants	County	No. of Plants
<i>Fifty or more plants</i>			
(Two counties)			
Guilford	97	Anson	3
Mecklenburg	62	Burke	3
<i>Twenty to forty-nine plants</i>			
(Three counties)			
Catawba	35	Craven	3
Gaston	31	Cumberland	3
Buncombe	23	Franklin	3
<i>Ten to nineteen plants</i>			
(Thirteen counties)			
Iredell	19	McDowell	3
Wake	19	Macon	3
Forsyth	15	Martin	3
Davidson	14	Northampton	3
Alamance	13	Person	3
Cabarrus	13	Vance	3
Durham	12	Beaufort	2
Cleveland	11	Bertie	2
Randolph	11	Bladen	2
Robeson	11	Cherokee	2
Rowan	11	Davie	2
Surry	11	Duplin	2
New Hanover	10	Jackson	2
<i>Five to nine plants</i>			
(Seventeen counties)			
Union	8	Lee	2
Henderson	7	Lenoir	2
Caldwell	6	Madison	2
Granville	6	Montgomery	2
Harnett	6	Orange	2
Mitchell	6	Pender	2
Watauga	6	Rutherford	2
Wilson	6	Warren	2
Carters	5	Yancey	2
Chatham	5	Avery	1
Columbus	5	Chowan	1
Edgecombe	5	Clay	1
Hertford	5	Currituck	1
Moore	5	Graham	1
Nash	5	Greene	1
Pasquotank	5	Hoke	1
Wayne	5	Johnston	1
<i>One to four plants</i>			
(Fifty-three counties)			
Ashe	4	Perquimans	1
Dare	4	Polk	1
Halifax	4	Richmond	1
Haywood	4	Transylvania	1
Lincoln	4	Tyrrell	1
Pitt	4	Washington	1
Rockingham	4	Yadkin	1
Sampson	4	<i>No gain</i>	
Stanly	4	(Twelve counties)	
Wilkes	4	Alleghany	0
Alexander	3	Brunswick	0
		Camden	0
		Caswell	0
		Gates	0
		Hyde	0
		Jones	0
		Onslow	0
		Pamlico	0
		Scotland	0
		Stokes	0
		Swain	0

to four plants were made in 53 counties. These gains were fairly widely distributed throughout the state, with 16 Mountain counties, 22 Coastal counties and 15 Piedmont counties accounting for the total. More substantial gains of four to nine plants were made in 17 counties—four Mountain, nine Coastal and four Piedmont. Most substantial gains of from 10 to 35 plants were made in 16 counties—12 Piedmont, 2 Mountain and 2 Coastal. Outstanding gains of 97 and 62 plants were made in two Piedmont counties—Guilford and Mecklenburg respectively.

Twelve counties made no gains. Of these, eight were Coastal, two Mountain, and two Piedmont. As has been noted, the statistics of the Conservation and Development Department do not account for mortalities in manufacturing plants. We are therefore unable to comment on the losses for the 1953-1957 period.

Plant Additions in the Vicinity of North Carolina's Largest Cities

Table 15 shows the relative gains among the counties containing North Carolina's six standard metropolitan areas. As was the case with plants of all sizes during the 1947-1954 period (as reported in the Census of Manufactures), Guilford County heads the list in capturing these gains, with Mecklenburg once again in second place. Both Guilford and Mecklenburg (it will be observed in examining Table 14) achieved outstanding growth in relation to the state as a whole, showing up in first and second places, respectively, among North Carolina's 100 counties. All of the counties containing standard metropolitan areas made substantial gains in new and proposed industries. Durham County, however, made the weakest showing with a gain of 12 plants as contrasted with Guilford's gain of 97 plants.

It will be observed that the six counties containing standard metropolitan areas gained a total of 228 new and proposed industrial establishments or 36% of the state-wide total of 638 plants. This is relatively a considerably greater gain for these counties than was shown by Census statistics for the 1947-1954 period. It would appear from this that in recent years a greater concentration of new manufacturing establishments has been located in the vicinity of North Carolina's largest cities. It will be recalled, in contrast, that of the new small plants located in North Carolina during the 1947-1954 period only 15% of the state-wide total lo-

<i>County</i>	<i>Number of Plants</i>	<i>Percent of State-wide Total Gain</i>
Guilford (Greensboro-High Point)	97	15%
Mecklenburg (Charlotte)	62	10%
Buncombe (Asheville)	23	4%
Wake (Raleigh)	19	3%
Forsyth (Winston-Salem)	15	2%
Durham (Durham)	12	2%
	<hr/> 228	<hr/> 36%

cated in the standard metropolitan area counties; 24% of the medium-sized plants located in these areas and 26% of the large plants.

Since the Conservation and Development data are compiled to show the municipality (post office address; i.e., plants are not necessarily within the corporate limits) in which new and proposed plants are located, we are able to comment briefly here on where within these counties plants have been locating and what types of plants predominate.

Of the 97 plants reported for Guilford County, 13 went to Greensboro, 85 to High Point and 1 to Jamestown. The county gains were widely diversified as to plant type. Furniture and fixtures, and fabricated metals plants, however, led by a wide margin.

Sixty-two plants were reported in Mecklenburg County. Fifty-eight of these settled in Charlotte, two in Davidson, one in Derita, and one in Matthews. Mecklenburg's gains were also widely diversified, with largest gains showing up in the miscellaneous (including such activities as plastic products manufacture, greeting cards manufacture, industrial laboratories and training centers, etc.) and chemicals categories.

Buncombe County reported 23 new or proposed industries. Twelve of these located in Asheville; three in Biltmore; four in Black Mountain; and one each in Enka, Paw Creek, Swannanoa and Weaverville. Electrical machinery and equipment was the leading category in volume of gains, with textile mill products showing up in second place.

Of Wake County's 19 new and proposed plants, 15 located in Raleigh, two in Fuquay Springs, and one each in Morrisville and Wendell. These

gains were in widely diversified categories including one or two plants in almost every classification.

Forsyth's 15 new and proposed plants were distributed as follows: three to Kernersville, one to Rural Hall, and 11 to Winston-Salem. Gains were in the following categories: two each in food, textiles, furniture, and fabricated metals; one each in apparel, printing and publishing, stone and clay, and primary metals; and three in lumber and wood products.

Durham County's 12 added establishments all located in or adjacent to Durham city. Plant gain types were as follows: four each in textiles and lumber and wood products; three in the food category; and one in apparel.

Summary and Analysis of Plant Location Trends in North Carolina, 1947-1957

In undertaking the analysis presented in this and foregoing articles, the chief interest of the writer was in *where* are new plants locating. Stated another way, the question that we tried to answer is "How is the face of North Carolina being changed by the introduction of new plants of various sizes on the local scenes?" It is and was inevitable that the analysis also served to point out economic strengths and weaknesses, and to some extent it does. It is obvious, however, that the actual number of added or lost manufacturing employees, is a better indicator of industrial economic growth or decline. These figures, examined with the new plant addition information offered in these articles, round out the picture and give some indication of whether local industrial development is taking place in the form of expansion of existing manufactur-

ing operations or in the introduction of new blood to the local manufacturing scene. For example, in Forsyth County a relatively poor showing was made in the number of new manufacturing establishments. However, a fair gain was made in the total number of manufacturing employees. These data would seem to indicate some growth of *existing* industrial establishments, accompanied by only slight gains in the establishment of new plants and attendant industrial diversification.

Since it is exceedingly difficult to summarize in words our answer to the question of "How is the face of North Carolina being changed by the introduction of new plants of various sizes on the local scenes?"¹, this summary and analysis will concentrate on the economic implications of our figures as supplemented by the related data developed by the Institute for Research in Social Science. As was noted in the first article of this series, the October 17, 1956, and November 1, 1956, issues of the *University of North Carolina Newsletter* contained a study by the Institute for Research in Social Science of the state's industrial growth during the 1947-1954 period, based on the 1947 and 1954 Censuses of Manufactures. The October issue dealt with the state as a whole as compared to the nation and the southeastern region. The November issue examined on a county-by-county basis gains and losses in manufacturing employment, value added by manufacture, value added per employee, and average wage per manufacturing employee. There is now a tremendous amount of data available in the tables presented in this series of articles and in the articles of the Institute for Research in Social Science. It is obviously impractical to summarize this information exhaustively. It is, however, feasible to attempt a selective examination. The remainder of this article will be devoted to such a selective analysis.

Table 16 presents a summary of the manufacturing situation in North Carolina's 100 counties. It contains

¹ Probably the best approach to such a summary would be in the form of a series of maps and overlays with a brief explanatory text. It is not practical here to attempt such a presentation. It is suggested that the reader who wishes to explore this subject further re-examine the maps and accompanying tables included in the first three articles in this series together with the data provided in the first section of this article.

information on plant gains revealed by the 1947 and 1954 Censuses of Manufactures; information on gains in numbers of manufacturing employees; and information on new and proposed industries during the period January, 1953, through June, 1957. The table also shows changes in value added by manufacture per employee from 1947 through 1954. These figures represent the value of products shipped from manufacturing establishments, less the cost of the materials that went into them. Value added by manufacture is usually considered an indication of the complexity and skill involved in the manufacturing process, and generally reflects what kind of wages are paid in the industry. Recent strides in automation add another factor to be considered in examining these statistics. In both Durham and Forsyth Counties, where automation on a large scale has been introduced in cigarette factories, a tremendous growth in the value added by manufacture per employee was shown. In Durham the number of manufacturing employees dropped substantially during the 1947-1954 period, while in Forsyth, the gain in manufacturing employees was only moderate. The indication, then, in these two counties is that the value of the cigarette product remained the same or grew during the 1947-1954 period while machine replacements caused a drop in the number of employees working in the manufacture of the product. Thus, the sharp rise in value added by manufacture per employee in these counties may be explained in terms of a relatively decreasing number of employees as compared to the value of the product.

In order to arrive at some understandable interpretation of the mass of data shown on Table 16, we have attempted, on a county-by-county basis, an analysis of the combined meaning of these data. Each county has been rated under one of four categories with respect to its manufacturing position: (1) declining—(D); (2) stable—(S); (3) improving moderately—(IM); (4) improving substantially—(IS). Two general criteria were employed in assigning these ratings: (1) an over-all view of plant gain-loss from 1947-1954, as modified by trends shown in 1953-1957 Conservation and Development information; and (2) the gain or loss in number of manufacturing employees, and the extent of such gains or losses. It should be emphasized that the ratings assigned here are empirical rather than statistical. As such,

they are subject to some differences of opinion. Also, the significance of these ratings, as far as an individual county is concerned, must depend largely on how important manufacturing is and has been to the local economy, as well as how local residents feel about the importance of industrialization to their communities.

In discussing the information presented in this table only those counties rated "declining," and "improving substantially" will be considered. In addition, we shall look more closely at the manufacturing position of the counties containing North Carolina's six standard metropolitan areas. Space does not allow us here to discuss each of North Carolina's counties in detail, nor does the fragmentary nature of our information warrant such an exhaustive discussion. Readers interested in counties not treated here may wish to examine and interpret further for themselves the detailed statistics for such counties shown in Table 16.

As has been noted, probably the most meaningful statistic in assessing a county's industrial growth or decline is the number of manufacturing employees added or lost. For this reason, it is interesting to observe that in 22 counties losses in manufacturing employees ranged between 1.9% and 50.5% during the 1947-1954 period. Only two counties sustained neither gains nor losses in manufacturing employees, while 31 counties showed a gain of between .2% and 25% in the number of individuals employed in manufacturing. Twelve counties increased their total manufacturing labor force by between 25% and 50%; 14, between 50% and 100%; and eight counties, between 100% and 430%. The range then is between -50.5% and +430%. North Carolina as a whole increased its number of manufacturing employees in 1954 over 1947 by 12.5%.

Counties Rated "Improving Substantially"

In applying the criteria described above to a rating of the manufacturing position of North Carolina's counties, the greatest weight was given to the change in number of manufacturing employees. Thirteen counties—three Coastal, five Piedmont, and five Mountain—were rated "improving substantially" (IS). These were: Coastal Currituck, Hoke, and New Hanover; Piedmont Chatham, Guilford, Iredell, Mecklenburg, and Wake; and Mountain Alleghany, Ashe, Cherokee, Watauga, and Yancey. In addition, Piedmont Catawba which was

rated "improving moderately" (IM) might have been rated "improving substantially" (IS) on the basis of outstanding gains in new and proposed industries during the 1953-1957 period. In the following analysis the standard metropolitan area counties will be separated from their regional context, and will be discussed later as a separate group.

Coastal

Currituck's "IS" rating is based largely on the fact that it had very few (24) manufacturing employees in 1947 and almost four times that number (116) employees in 1954. Currituck serves as an example of the distortions inherent in purely statistical analysis. Actually during the 1947-1954 period Currituck gained six small plants and two medium-sized plants. It made a very slight gain from 1953 to 1957 of less than one half of one per cent of the state's total gains in new and proposed industries. However, any gain over a relatively small base will show up as a very substantial percentage gain. Probably, however, Currituck's life and economy was considerably affected by the introduction of almost 100 new workers to the industrial labor force over the seven-year period.

In Hoke County, while the gain in manufacturing employees was much more substantial in absolute numbers than that in Currituck, we have another example of a considerable change in purely local terms which is not startling by comparison with gains in the more highly industrialized counties. Hoke County gained one small and one large plant during the 1947-1954 period. At the same time it lost three medium-sized plants. In terms of manufacturing employees, however, Hoke's 253 employees in 1947 had multiplied more than three times by 1954 for a total of 1062 employees and a gain of almost 320%. In the 1953-1957 period, however, Hoke only gained one plant, or less than one-half of one per cent of the state's new and proposed industries.

New Hanover gained 52.4% over its 1947 manufacturing employment total to bring its 1954 total to more than 5,000 manufacturing employees. In addition a substantial gain of ten new and proposed industries was reported in the 1953-1957 period. All ten plants located in or near Wilmington. Three of these were in the fabricated metals category; two each in chemicals and lumber; and one each in textiles, machinery, and miscellaneous.

Piedmont

Chatham County is another example of an area with a comparatively small manufacturing labor force in 1947, where the number of individuals employed in manufacturing almost doubled during the 1947-1954 period. Twenty-six new small plants and seven new large plants were established during the same period, while three medium-sized plants disappeared from the picture. During the 1953-1957 period five new and proposed industries were reported in Chatham County, or about .8% of the state's total. These new industries located in Gulf, Pittsboro, and Siler City.

Iredell was rated "IS" largely on the basis of outstanding gains in new and proposed industries during the 1953-1957 period, supplementing a steady but not startling gain in the number of plants and manufacturing employees between 1947 and 1954. Nineteen new and proposed industries, or 3% of the state's total, were reported in Iredell. Seven of these located in Mooresville, eleven in Statesville, and one in Troutman. Eight of these industries were in the textiles category; four in apparel; two in furniture; and one each in food, lumber, paper, fabricated metals, and machinery.

Mountain

Alleghany County increased its manufacturing labor force during the 1947-1954 period by more than 430%, from 96 employees to 509 employees. Three large manufacturing establishments were set up to more than counterbalance a loss of three small plants and one medium-sized plant. During the 1953-1957 period no new or proposed industries were reported for Alleghany.

Ashe County is a minor industrial area where the seven-year inter-census period saw a gain of 212% in the number of manufacturing employees, from a 1947 total of 173 to a 1954 total of 540. A moderate gain of four new and proposed industries was reported for the 1953-1957 period. Ashe gained three small, three medium and two large plants during the 1947-1954 period.

Cherokee County is still another example of substantial gains in manufacturing employment in a county with minor industrial activity. This time the gain is more than 300%, from 301 employees in 1947 to 910 in 1954. Four small plants left the Cherokee area during this period but five new medium-sized and two large plants

more than made up for the loss. During the 1953-1957 period, however, only two additional plants located in Cherokee County.

The introduction of one small and one large plant during the 1947-1954 period increased the Watauga manufacturing labor force by almost 274%. Forty-six manufacturing employees were recorded in 1947 as compared with 172 in 1954. In addition, Watauga made a fairly substantial gain of six new and proposed industries (or 1% of the state's total) during the 1953-1957 period. Watauga's new and proposed industries all located in Boone. Three of these were in the stone and clay products category, two in electronics and electrical machinery; and one in apparel.

Yancey County made an almost 300% gain in number of manufacturing employees during the 1947-1954 period, increasing from 196 to 739 employees. Two new small plants and two large plants account for this gain. Yancey made only slight gains in new and proposed industries in the 1953-1957 period.

The "Declining" Counties

The twelve coastal counties rated "declining" are: Bladen, Brunswick, Chowan, Gates, Martin, Onslow, Pasquotank, Pender, Perquimans, Robeson, Tyrrell, and Wayne. The nine Piedmont counties rated "declining" are: Alexander, Anson, Cabarrus, Durham, Gaston, Lincoln, Person, Rockingham, and Vance. The four Mountain counties rated "declining" are: Buncombe, Clay, Caldwell, and Jackson.

Coastal

Bladen County suffered the most substantial percentage loss in manufacturing employees during the 1947-1954 period, a decline of 50.5%, representing a drop from the 1947 total of 1621 employees to 802 employees. This took place in spite of a gain of 40 small plants and one medium-sized plant. The loss of one large plant during the inter-census period seems to have affected the county substantially. The downward trend does not appear to have altered during the 1953-1957 period when only two new plants settled in Bladen County.

The number of individuals employed in manufacture in Brunswick County dropped from 730 in 1947 to 485. The 11 new small plants did not offset a loss of three medium-sized plants, nor were any new large plants established. The situation does not appear to have brightened in more

TABLE 16
THE MANUFACTURING SITUATION IN NORTH CAROLINA'S 100 COUNTIES, 1917-1957
A SUMMARY

COUNTY AND REGION ⁶	RATINGS ⁴	GAIN OR LOSS IN MANUFACTURING ESTABLISHMENTS, 1917-1954			NEW AND PROPOSED INDUSTRIES, 1/1/53-6/57			MANUFACTURING EMPLOYEES			VALUE ADDED BY MANUFACTURE		
		1-19 employees	20-99 employees	100+ employees	No.	% change	No.	% change	1917	1954	% change	1917	1954
Alamance (P)	IM	+ 8	+ 10	+ 22.7	+ 13	+ 2.0	15,930	+ 10.6	18,190	+ 12.4	4,799	\$5,691	+ 16.6
Alexander (P)	D	+ 17	+ 0	0.0	+ 3	- 5.4	1,019	- 2.1	1,027	+ 2.1	3,222	3,222	+ 1.9
Alleghany (H)	IS	- 3	- 1	- 100.0	+ 3	(e)	96	+ 130.2	509	+ 130.2	1,719	2,102	+ 22.3
Anson (P)	D	- 3	- 1	- 12.5	+ 3	+ 25.0	1,672	- 7.2	1,552	- 7.2	3,330	3,118	+ 3.5
Ash (H)	IS	+ 3	+ 3	+ 50.0	+ 2	(c)	173	+ 212.1	510	+ 212.1	3,798	3,191	- 16.0
Avery (H)	IM	+ 3	+ 1	50.0	+ 1	(c)	189	+ 336	336	+ 336	1,159	3,123	+ 137.9
Beaufort (C)	IM	+ 20	+ 2	+ 16.2	+ 2	- 50.0	872	+ 1,098	25.9	+ 25.9	3,642	3,119	- 6.1
Bertie (C)	IM	+ 32	- 1	+ 320.0	+ 3	(c)	157	+ 895	95.8	+ 95.8	2,710	3,755	+ 37.0
Bladen (C)	D	+ 10	+ 1	+ 50.0	+ 2	(e)	1,621	+ 802	802	+ 802	3,334	3,590	+ 7.7
Burke (H)	D	+ 11	+ 3	+ 12.9	+ 0	0.0	730	+ 185	31.6	+ 31.6	5,211	5,252	+ 0.7
Camden (C)	D (P)	+ 24	+ 6	+ 21.3	+ 3	+ 20.0	11,912	+ 11,075	- 7.3	- 7.3	1,718	1,954	+ 4.3
Catawba (P)	IM	- 3	+ 6	+ 16.0	+ 3	- 5	7,201	+ 8,176	15.0	+ 15.0	3,177	1,329	+ 24.5
Caldwell (H)	D (P)	- 6	+ 2	+ 16.6	+ 13	2.0	22,525	+ 22,092	- 1.9	- 1.9	1,707	3,164	+ 26.4
Candler (C)	S	+ 19	+ 1	+ 31.9	+ 0	0.0	8,683	+ 7,782	- 3.7	- 3.7	3,683	1,295	+ 16.6
Carr (C)	IM	+ 6	+ 1	+ 100.0	+ 0	0.0	808	+ 950	+ 17.6	+ 17.6	2,293	3,105	+ 18.5
Caswell (P)	S	0	+ 1	100.0	0	0.0	179	+ 200	11.7	+ 11.7	3,832	3,105	- 11.1
Catawba (P)	IM	- 3	+ 2	+ 56.8	+ 5	- 2.1	12,931	+ 15,370	15.9	+ 15.9	3,166	3,611	+ 21.2
Chatham (P)	IS	+ 26	+ 7	+ 21.4	+ 2	+ 175.0	1,853	+ 3,301	+ 78.3	+ 78.3	2,617	4,177	+ 18.3
Cherokee (H)	IS	- 4	+ 5	+ 166.7	+ 2	(c)	301	+ 910	+ 102.3	+ 102.3	2,601	3,052	+ 13.8
Chowan (C)	D	0	0	0.0	0	0.0	640	+ 123	33.9	+ 33.9	2,575	3,057	+ 18.7
Clyde (M)	D	+ 3	- 3	+ 300.0	+ 1	- 100.0	7,923	+ 7,970	+ 0.6	+ 0.6	4,336	3,151	- 20.4
Cleveland (P)	S	+ 11	+ 5	+ 35.7	+ 11	- 1.8	817	+ 2,050	+ 60.0	+ 60.0	2,556	6,566	+ 157.0
Columbia (C)	IM	+ 12	- 1	+ 57.1	+ 5	+ 300.0	1,129	+ 1,862	64.9	+ 64.9	3,182	3,683	+ 5.8
Conover (C)	IM	+ 17	+ 8	+ 77.3	+ 3	+ 33.3	3,400	+ 3,304	- 2.9	- 2.9	3,612	3,951	+ 8.6
Croft (C)	IS	+ 15	+ 2	+ 53.4	+ 3	0.0	21	+ 116	+ 103.0	+ 103.0	1,833	2,974	+ 62.2
Currituck (C)	IS	+ 6	+ 2	+ 200.0	+ 2	(c)	0	0	0	0	0	0	0
Cure (C)	IM	+ 5	+ 1	+ 250.0	+ 1	(e)	0	0	0	0	0	0	0
Davidson (P)	IM	+ 14	+ 10	+ 11.4	+ 10	+ 31.2	11,119	+ 13,610	16.1	+ 16.1	3,723	3,907	+ 4.9
Davidson (P)	IM	+ 5	0	+ 22.7	+ 0	0.0	1,122	+ 1,923	71.4	+ 71.4	4,051	3,917	- 3.3
Duplin (C)	IM	+ 13	+ 2	+ 50.0	+ 2	+ 50.0	679	+ 1,138	67.6	+ 67.6	2,976	1,622	+ 55.3
Durham (P)	D	+ 12	+ 5	+ 18.4	+ 5	- 4.5	16,159	+ 13,270	- 21.8	- 21.8	6,251	10,750	+ 72.0
Edgecombe (C)	IM	+ 16	- 1	+ 94.1	+ 2	+ 16.0	1,594	+ 2,116	53.5	+ 53.5	3,118	1,269	+ 24.9
Forsyth (P)	IM	+ 3	- 3	+ 2.9	+ 3	+ 6.0	27,368	+ 30,050	9.8	+ 9.8	6,183	10,129	+ 56.2
Franklin (P)	S	+ 17	+ 1	+ 106.3	+ 1	0.0	1,152	+ 1,232	7.3	+ 7.3	3,668	2,771	- 24.5
Gaston (P)	D (P)	+ 28	+ 15	+ 11.8	+ 15	- 6.2	29,607	+ 26,837	- 9.1	- 9.1	1,167	1,231	+ 1.5
Gates (C)	D	+ 13	- 3	+ 185.7	- 3	- 50.0	320	+ 213	- 33.4	- 33.4	2,219	3,376	+ 52.1
Graham (H)	IM	+ 6	+ 1	+ 600.0	+ 1	(e)	0	0	0	0	0	0	0
Granville (P)	IM	+ 8	+ 3	+ 36.3	+ 3	+ 100.0	661	+ 1,352	+ 60.0	+ 60.0	6,169	3,598	- 11.7
Greene (C)	S	+ 5	0	+ 125.0	0	0.0	0	0	0	0	0	0	0
GUILFORD (P)	IS	+ 51	+ 35	+ 20.9	+ 35	+ 35.7	20,813	+ 37,600	30.4	+ 30.4	4,366	10,525	+ 3.6
Hallifax (C)	S	+ 28	+ 3	+ 87.5	+ 3	+ 80.0	5,688	+ 5,713	0.4	+ 0.4	3,855	10,069	+ 5.6
Harnett (C)	IM	+ 18	+ 1	+ 66.7	+ 6	+ 100.0	2,296	+ 2,612	11.6	+ 11.6	1,810	3,116	+ 20.8
Haywood (M)	IM	+ 7	+ 1	+ 50.0	+ 1	0.0	1,405	+ 1,961	12.6	+ 12.6	5,011	9,763	+ 93.6
Henderson (M)	IM	+ 6	+ 5	+ 27.3	+ 5	+ 15.5	1,739	+ 2,318	35.0	+ 35.0	3,107	1,106	+ 32.2
Hertford (C)	IS	+ 11	- 3	+ 87.5	+ 5	+ 30.0	1,011	+ 1,030	0.2	+ 0.2	2,166	3,596	+ 66.0
Hoke (C)	IS	+ 1	- 3	+ 20.0	+ 1	(c)	253	+ 1,062	+ 319.8	+ 319.8	3,531	1,693	+ 32.8
Hyde (C)	S	+ 6	+ 1	+ 300.0	+ 1	(c)	0	0	0	0	0	0	0
Iredell (P)	IS	+ 16	+ 11	+ 30.8	+ 11	+ 53.8	8,651	+ 9,319	7.5	+ 7.5	1,900	1,000	0.0
Jackson (M)	D	+ 3	+ 3	+ 25.0	+ 2	- 66.7	2,161	+ 2,516	16.7	+ 16.7	3,364	3,170	- 5.8
Johnston (C)	IM	+ 9	- 1	+ 23.1	+ 1	- 9.1	0	0	0	0	0	0	0
Jones (C)	S	+ 10	+ 10	+ 1000.0	+ 10	+ 50.0	0	0	0	0	0	0	0

Plant	1956	1957	Change	1956	1957	Change	1956	1957	Change	1956	1957	Change	1956	1957	Change	1956	1957	Change	1956	1957	Change
Lee (P)	30	20	+10	88.2	54.5	+33.7	3	60.0	+28.6	1,865	3,172	+1,307	2,894	4,153	+1,259	8	28.6	+16.7	3,172	4,153	+981
Lenoir (C)	6	16	+10	28.6	16.7	+11.9	2	28.6	+10.0	2,271	4,235	+1,964	2,810	3,372	+562	2	28.6	+10.0	3,372	4,235	+863
Lincoln (P)	16	10	-6	61.5	38.5	+23.0	1	10.0	+25.1	3,350	2,509	+841	3,104	3,211	+107	1	10.0	+25.1	3,211	3,350	+139
McDowell (H)	12	12	0	31.6	16.7	+14.9	1	16.7	+15.0	3,185	5,026	+1,841	3,521	4,738	+1,217	3	16.7	+15.0	4,738	5,026	+288
Mason (H)	10	10	0	76.9	50.0	+26.9	0	0.0	+5.1	351	369	+18	3,370	4,027	+657	5	0.0	+5.1	4,027	4,195	+168
Madison (H)	1	1	0	8.3	16.7	+8.4	2	0.0	+180.0	151	151	0	1,515	4,623	+3,108	2	0.0	+180.0	4,623	4,623	0
Martin (C)	20	20	0	200.0	11.3	+188.7	2	0.0	+31.0	1,374	507	+867	6,110	3,665	+2,445	5	0.0	+31.0	3,665	4,100	+435
McKLENNAN ^b (P)	15	15	0	26.0	19.3	+6.7	8	19.0	+18.2	10,200	21,511	+11,311	4,121	5,916	+1,795	8	19.0	+18.2	5,916	6,110	+194
Nichell (H)	2	2	0	13.3	60.0	-46.7	0	0.0	+31.5	705	927	+222	1,991	3,617	+1,622	2	0.0	+31.5	3,617	3,617	0
Montgomery (P)	30	30	0	58.8	17.1	+41.7	2	16.0	+43.1	2,370	3,392	+1,022	2,532	3,124	+592	2	16.0	+43.1	3,124	3,124	0
Moore (P)	3	3	0	3.9	20.0	+16.1	3	60.0	+7.7	2,166	2,657	+491	3,118	4,112	+994	3	60.0	+7.7	4,112	4,112	0
Nash (C)	18	18	0	81.8	0.0	+81.8	3	60.0	+30.3	2,998	3,906	+908	3,671	5,508	+1,837	3	60.0	+30.3	5,508	5,508	0
New Hanover (C)	18	18	0	10.0	13.8	+3.8	5	62.5	+52.4	3,329	5,074	+1,745	4,015	4,977	+962	5	62.5	+52.4	4,977	4,977	0
Northampton (C)	17	17	0	88.9	0.0	+88.9	0	0.0	+25.2	515	615	+100	2,198	3,231	+1,033	0	0.0	+25.2	3,231	3,231	0
Onslow (C)	8	8	0	42.1	10.0	+32.1	0	0.0	+16.8	292	150	+142	2,372	3,667	+1,295	0	0.0	+16.8	3,667	3,667	0
Orange (P)	2	2	0	6.1	10.0	+3.9	1	33.3	+2.2	1,588	1,631	+43	3,687	4,213	+526	1	33.3	+2.2	4,213	4,213	0
Pemlico (C)	9	9	0	150.0	0.0	+150.0	0	0.0	+16.7	1,816	1,538	+278	3,070	3,586	+516	0	0.0	+16.7	3,586	3,586	0
Pesquotank (C)	17	17	0	113.3	20.0	+93.3	5	0.0	+20.1	515	1,314	+799	2,136	3,045	+909	5	0.0	+20.1	3,045	3,045	0
Perquimans (C)	10	10	0	125.0	0.0	+125.0	1	100.0	+38.9	324	198	+126	3,235	3,187	+48	1	100.0	+38.9	3,187	3,187	0
Peterson (P)	6	6	0	27.3	75.0	-47.7	2	66.7	+5.0	2,231	2,125	+1,106	4,325	3,485	+840	2	66.7	+5.0	3,485	3,485	0
Pitt (C)	4	4	0	12.9	15.4	-2.5	0	0.0	+2.3	1,923	1,968	+45	3,855	3,684	+171	0	0.0	+2.3	3,684	3,684	0
Polk (H)	8	8	0	66.7	0.0	+66.7	1	33.3	+27.8	7,668	812	+7,880	3,766	3,219	+447	1	33.3	+27.8	3,219	3,219	0
Randolph (P)	55	55	0	69.7	17.2	+52.5	6	22.2	+24.9	8,865	11,897	+3,032	6,251	10,750	+4,499	6	22.2	+24.9	10,750	10,750	0
Richmond (P)	1	1	0	2.9	50.0	+47.1	1	14.3	+6.2	4,081	4,349	+268	3,522	4,084	+562	1	14.3	+6.2	4,084	4,084	0
Robeson (C)	13	13	0	38.2	23.1	+15.1	1	50.0	+11.2	3,360	2,983	+377	3,535	3,725	+190	1	50.0	+11.2	3,725	3,725	0
Rockingham (P)	4	4	0	7.3	11.8	+4.5	0	0.0	+13.7	11,714	10,236	+1,478	6,187	8,957	+2,770	0	0.0	+13.7	8,957	8,957	0
Rowan (P)	7	7	0	10.3	11.1	-0.8	1	7.1	+0.0	7,835	7,838	+3	4,308	3,781	+527	1	7.1	+0.0	3,781	3,781	0
Rutherford (H)	19	19	0	59.4	133.3	-73.9	2	15.4	+10.5	6,703	7,491	+788	4,622	4,169	+453	2	15.4	+10.5	4,169	4,169	0
Sargson (C)	13	13	0	34.2	28.6	+5.6	0	0.0	+12.7	801	1,440	+639	2,929	3,229	+300	0	0.0	+12.7	3,229	3,229	0
Scotland (C)	6	6	0	54.5	20.0	+34.5	3	50.0	+12.7	1,999	2,856	+857	3,703	4,102	+399	3	50.0	+12.7	4,102	4,102	0
Stanly (P)	5	5	0	10.2	33.3	+23.1	0	0.0	+5.3	6,627	6,976	+349	3,251	4,314	+1,063	0	0.0	+5.3	4,314	4,314	0
Stokes (P)	20	20	0	52.6	66.7	-14.1	1	0.0	+10.8	432	479	+47	2,896	3,401	+505	1	0.0	+10.8	3,401	3,401	0
Surry (W)	16	16	0	29.1	100.0	-70.9	1	25.0	+22.2	6,763	8,262	+1,499	3,193	3,707	+514	1	25.0	+22.2	3,707	3,707	0
Swain (W)	5	5	0	125.0	0.0	+125.0	1	100.0	+7.8	215	362	+147	2,068	4,823	+2,755	1	100.0	+7.8	4,823	4,823	0
Transylvania (H)	11	11	0	157.1	0.0	+157.1	0	0.0	+9.3	2,564	2,901	+337	6,035	8,583	+2,548	0	0.0	+9.3	8,583	8,583	0
Tyrrell (C)	2	2	0	33.3	0.0	+33.3	0	0.0	+1.9	512	612	+100	2,758	2,810	+52	0	0.0	+1.9	2,810	2,810	0
Union (P)	4	4	0	11.8	11.3	+0.5	1	25.0	+17.2	1,521	1,783	+262	3,120	3,934	+814	1	25.0	+17.2	3,934	3,934	0
Vance (P)	2	2	0	11.1	20.0	+8.9	1	20.0	+6.0	2,736	2,571	+165	3,928	3,753	+175	1	20.0	+6.0	3,753	3,753	0
Wake (P)	26	26	0	28.2	6.2	+22.0	7	77.7	+34.0	4,002	6,045	+2,043	3,873	4,283	+410	7	77.7	+34.0	4,283	4,283	0
Washington (C)	4	4	0	17.4	20.0	-2.6	0	0.0	+12.9	512	612	+100	2,758	2,810	+52	0	0.0	+12.9	2,810	2,810	0
Wayne (C)	9	9	0	225.0	50.0	+175.0	2	0.0	+11.8	16	172	+156	1,739	7,192	+5,453	2	0.0	+11.8	7,192	7,192	0
Wayne (C)	13	13	0	38.2	7.7	+30.5	1	11.1	+11.8	2,901	2,471	+430	3,104	4,095	+991	1	11.1	+11.8	4,095	4,095	0
Wilkes (H)	32	32	0	66.7	12.8	+53.9	4	66.7	+16.5	2,188	3,205	+1,017	2,702	3,119	+417	4	66.7	+16.5	3,119	3,119	0
Wilson (C)	15	15	0	71.4	4.8	+66.6	0	0.0	+0.0	2,518	2,552	+34	2,955	4,207	+1,252	0	0.0	+0.0	4,207	4,207	0
Yadkin (P)	13	13	0	59.1	33.3	+25.8	1	0.0	+9.7	226	218	+8	4,004	2,790	+1,214	1	0.0	+9.7	2,790	2,790	0
Yancey (H)	2	2	0	25.0	0.0	+25.0	0	0.0	+277.0	186	739	+553	4,185	3,957	+228	0	0.0	+277.0	3,957	3,957	0

^a See text for bases of the assignment of below ratings:
 D - Declining
 S - Stable
 IM - Improving Moderately
 IS - Improving Substantially

^b Standard Metropolitan Areas

^c There were no plants in this size category in 1947

^d - Piedmont; M - Mountain; C - Coastal

^e Less than .5%

Sources: U. S. Censuses of Manufactures 1947 and 1954.
 N. C. Department of Conservation and Development.
 Reported for North Carolina, 1953-June 1957.

New and Proposed Industries

recent years during which no new plants were reported for Brunswick County.

Chowan County lost one of its two large plants during the 1947-1954 period and made no gains in small or medium-sized plants. The manufacturing labor force dropped from 640 to 423 in 1954. Only one new plant was reported for the 1953-1957 period.

Gates County lost about one-third of its manufacturing employment total during the 1947-1954 period. Three medium-sized plants left the Gates scene, and the 13 additional small plants do not appear to have taken up the slack. There were no new large plants established during the inter-census period, and no new or proposed industries have been reported for the 1953-1957 period.

Martin County's manufacturing labor force of 1374 in 1947 had dropped to 907 by 1954, a loss of about 34%. This fall-off in manufacturing employment showed up in spite of a gain of 20 new small plants and two large plants. One medium-sized plant was lost to Martin County during this period. During the 1953-1957 period three new or proposed industries were reported in Martin County, brightening the picture slightly but not substantially.

Onslow County lost eight small plants, two medium-sized plants, and made no gains in large plants during the inter-census period. From 1953 to 1957 no new or proposed industries were reported. This rather bleak industrial picture is intensified by the fact that Onslow County lost about 47% of its total of 282 manufacturing employees in 1947. The 1954 total was 150.

The Pasquotank manufacturing employment total dropped slightly from 1846 in 1947 to 1538 in 1954 for a loss of about 17%. This came about in spite of a gain of 17 new small plants. Three medium-sized plants were lost and no new large plants were reported. The current picture is somewhat brighter, however, with five new or proposed industries having been reported for Pasquotank County between 1953 and 1957.

Pender County lost its only large plant during the 1947-1954 period, and a gain of seven small plants and one medium-sized plant was insufficient to counterbalance this loss. The county manufacturing employee total dropped from 545 in 1947 to 434 in 1954 for a loss of about 20%. Pender County gained only two new or proposed industries during the 1953-1957 period.

The Perquimans story is very similar to that of Pender. One large plant appears to have folded during the 1947-1954 period and a gain of ten small plants did not counterbalance this loss. Its 1947 manufacturing labor force of 324 had dropped about 39% by 1954 when only 198 manufacturing employees were recorded. Only one new or proposed industry located in Perquimans during the 1953-1957 period.

Robeson County lost three medium-sized plants and four large plants during the 1947-1954 period. A gain of 13 small plants did not make up for this loss, which shows up further in a drop in manufacturing employees from 3360 in 1947 to 2983 in 1954, or a loss of about 11%. The picture appears to be brightening for Robeson County, however. During the 1953-1957 period Robeson County accounted for 1.7% of the state's total of new and proposed industries, or eleven new plants. Nine of these plants settled in Lumberton, one in Fairmont, and one in Maxton. Four of these plants were in the food category, three in textiles, and one each in apparel, furniture, electrical machinery, and transportation equipment.

The Bureau of the Census did not report on the number of manufacturing employees in Tyrrell County. However, two small plants were lost to that county during the 1947-1954 period and no gains were made in medium-sized or large industries. Only one new or proposed industry was recorded for Tyrrell County from 1953 to 1957.

Wayne County, with a manufacturing labor force of 2901 in 1947 had lost about 15% of this total by 1954 when only 2471 manufacturing employees were reported. One large plant was lost to the county during this period, and this loss was not off-set by a gain of 13 small plants and one medium-sized plant. The current picture is somewhat brighter, but not substantially so. A gain of five new or proposed industries was reported for Wayne County for the 1953-1957 period.

Piedmont

Manufacturing employment in Alexander County dropped by about 2% in the 1947-1954 period, showing a change from 1947 when 1049 employees were reported to 1954 when 1027 employees were reported. One large plant was lost in the county during this period, and 17 new small plants did little to off-set this loss. From 1953 to

1957 only three new or proposed industries were reported for Alexander County.

Anson's drop in manufacturing employment was of a similar order. In 1947 Anson County had 1672 manufacturing employees, and by 1954 this number had dropped to 1552 for a loss of 7.2%. Anson lost three small plants and one medium-sized plant. A gain of one large plant did not seem to counterbalance this loss. During the 1953-1957 period only three new plants were reported for Anson County.

The Cabarrus manufacturing situation deteriorated sufficiently during the 1947-1954 period for us to rate this county as "declining." However, a substantial increase in the number of manufacturing plants in Cabarrus is indicated by the fact that this county captured almost 2% of the state's total of new and proposed industries, or 13 plants during the 1953-1957 period. Eleven of these plants located in Concord, one in Kannapolis, and one in Midland. Six of these plants were in the textile mill products category; three in clay and stone products; two in apparel; one in chemicals; and one in miscellaneous.

Gaston County lost five large plants during the 1947-1954 period, and a gain of 28 small plants and 16 medium-sized plants does not appear to have cancelled out this loss. Gaston showed a drop of more than 9% in its total number of manufacturing employees between 1947 and 1954. The whole complexion of the Gaston manufacturing situation appears to have changed in recent years, however. Gaston County made outstanding gains in new and proposed industries between 1953 and 1957, accounting for almost 5% of the state's total gain or 31 new plants. This gain was distributed as follows: two plants to Bessemer City, two plants to Cherryville, two plants to Dallas, one to High Shoals, one to Mount Holly, and twenty-three to Gastonia. These gains came about in the following industrial categories: six plants in machinery; six plants in textile mill products; four plants in chemicals; four in miscellaneous; three in fabricated metals; two in apparel; two in electrical machinery; and one each in food, paper and allied products, printing and publishing, and stone and clay.

Lincoln County lost two medium-sized plants and one large plant during the inter-census period, and a gain of 16 small plants does not appear to have balanced this loss. The manufacturing labor force declined from

a total of 3350 in 1947 to 2509 in 1954, or a loss of about 25%. Only four new or proposed industries were reported for the 1953-1957 period.

Person County's manufacturing labor force dropped about 5% from 1947 to 1954. The census data show a loss of three medium-sized plants and a gain of six small plants and two large plants. During the 1953-1957 reporting period only three new or proposed industries located in Person County.

Rockingham County, with a manufacturing labor force of 11,744 in 1947, lost about 14% of this total by 1954 when the manufacturing employment stood at 10,236. Four small plants were lost to Rockingham County; four medium-sized plants were gained, and no new large plants were reported. During the 1953-1957 period only four new or proposed industries located in Rockingham County.

The Vance County manufacturing labor force dropped about 6% from 1947 to 1954, and only three new or proposed industries located in Vance County during the 1953-1957 period. Vance County lost two small plants, one medium-sized plant and one large plant during the inter-census period.

Mountain

The Bureau of the Census gives no report of the number of manufacturing employees in Clay County. It would appear, however, that the county is in a declining position from the fact that it lost one large and three medium-sized plants from 1947 to 1954 and gained only three small plants. The picture is scarcely brightened by the addition of one new or proposed industry during the 1953-1957 period.

The Caldwell County manufacturing labor force dropped by almost 4% between 1947 and 1954, during which time 19 small plants were lost to the county, four medium-sized plants were gained and no new large plants were established. Somewhat more encouraging is an uptrend in recent years. Six new or proposed plants were reported from 1953 to 1957, or 1% of the state's total gain.

The Bureau of the Census does not report on the number of manufacturing employees in Jackson County. However, during the inter-census period the county lost one large plant, two medium-sized plants, and gained only three small plants. From 1953 to 1957 only two new or proposed industries were reported for Jackson County.

The Manufacturing Situation in the Vicinity of North Carolina's Largest Cities

The counties comprising North Carolina's six standard metropolitan areas are shown in capital letters in Table 16. Of these counties, three, Guilford, Mecklenburg, and Wake, are rated "improving substantially;" one, Forsyth, is rated "improving moderately;" and two, Buncombe and Durham, are rated "declining." The "IS" rating assigned to Guilford and Mecklenburg Counties is perfectly consistent with the showing that these counties made in new plant gains of all types. In addition, both Guilford and Mecklenburg made substantial strides in increased numbers of employees engaged in manufacture from 1947 to 1954. Guilford made a gain of more than 30%, and Mecklenburg gained more than 18%. It will be recalled that the state gains in manufacturing employees from 1947 to 1954 amounted to 12.5%. Wake County also made healthy gains in new manufacturing establishments, and accounted for 3% of the statewide total gain in new and proposed industries from 1953 to 1957. In addition, Wake showed a 34% gain in manufacturing employment from 1947 to 1954. This gain was the most substantial made in any of North Carolina's standard metropolitan areas. On the other hand, both Buncombe and Durham lost in total number of persons employed in manufacturing. Buncombe's loss amounted to 7.3%, and Durham's to almost 22%. The loss in Buncombe County came about in spite of a reported gain of 24 new small plants, 14 new medium-sized plants, and 3 large plants. The obvious conclusion is that, in spite of this increase in numbers of manufacturing establishments, there was a considerable cut-back in employment in existing plants. On a brighter note, Buncombe captured almost 4% of the state-wide total gain in new and proposed industries during the 1953-1957 period, when 23 new plants were reported. The distribution of these plants within the county and the industrial categories in which these gains fell were described earlier.

Durham County's substantial loss in manufacturing employment between 1947 and 1954 may be explained by only slight gains in small and medium-sized manufacturing establishments (12 new small plants and 5 new medium-sized plants), accompanied by a loss of one large plant and a reduction of employment in existing plants. The 72% gain in value added by

manufacture, recorded in Durham County, is the highest such gain of any of the standard metropolitan areas. As was suggested, this can probably be explained by the introduction of automation in cigarette manufacture. Durham County's 1.9% gain in new and proposed industries from 1953 to 1957, while appreciable, was the smallest such gain of any of the standard metropolitan areas. As has been noted, the 12 plants gained in Durham County all located in or adjacent to Durham city. The nature of these establishments has been described earlier.

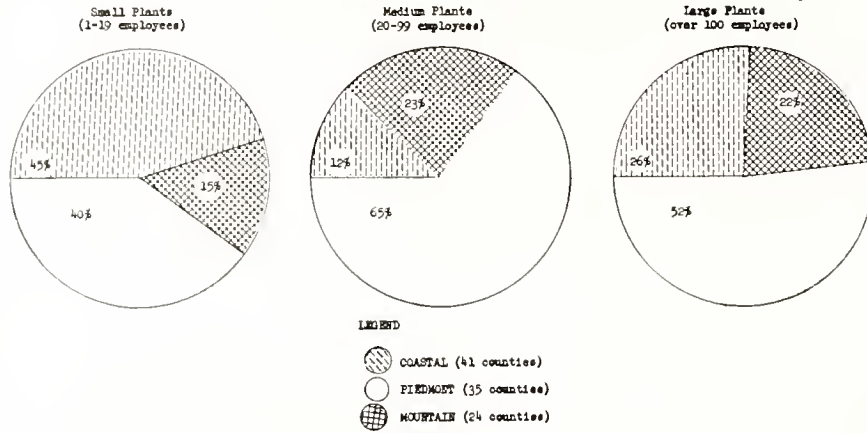
Conclusion

This series of articles has made use of data collected during the 1947 and 1954 Censuses of Manufactures to measure the growth or decline in numbers of plants of various sizes in North Carolina's 100 counties during the seven year inter-census period. In addition, data compiled by the State Conservation and Development Department between 1953 and 1957 have been presented in an attempt to identify the trend in the location of new and proposed industries throughout the state during more recent years. The end in view was to sketch, in a broad picture, how the face of the state is being changed by the introduction of new plants of various sizes on the local (county) scenes. These data are summarized on a regional basis in the accompanying pie charts. Figure 1 shows the distribution of gross gains in small, medium and large plants among the Coastal, Piedmont, and Mountain counties from 1947 to 1954. Figure 2 shows the distribution of all plant losses during the same period among the three regions. Figure 3 shows where new and proposed industries located among the three regions from 1953 through the first half of 1957.

Figures 1 and 3 show the outstanding position of the 35 Piedmont counties in capturing new plants of all sizes. Only in the "small" plant category were the Piedmont's gains exceeded. The 41 Coastal counties absorbed 45% of the state's total gain in this category as compared to a 40% gain achieved by the Piedmont counties.

² In future articles we hope to draw a more detailed picture of plant location trends in a selected group of urban areas in order to pin-point the actual sites chosen by new plants within these areas and the attendant problems and urban development trends associated with these new establishments.

FIGURE I: REGIONAL DISTRIBUTION OF GAINS IN MANUFACTURING ESTABLISHMENTS IN NORTH CAROLINA: 1947 - 1954



As was noted in Article III of this series the most important gains in the small plants category were made in fabricated metal products, machinery, and food. If it is assumed that these categories are representative of a diversifying trend in North Carolina's manufacturing situation, it follows that important diversification progress is being achieved in the Coastal area.

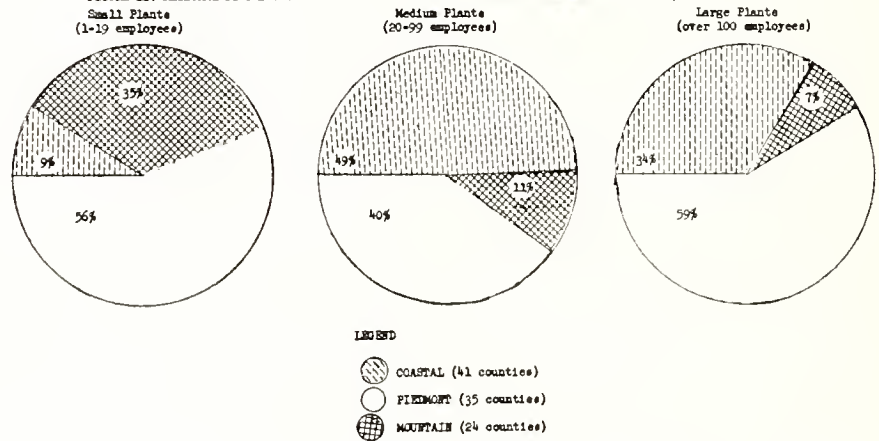
In examining the regional distribution of total plant losses, ³ shown on the pie charts in Figure 2, we find that the greatest number of these were sustained in the Piedmont with the Coastal area absorbing the next highest percentages. It is interesting to note that along with its substantial gain in small plants the Coastal area shared only a small percentage of the losses in this category. In spite of the losses shown for Piedmont counties on these charts, their net gain picture is such that they remain far and away the leader in attracting new manufacturing establishments.

The conclusions of the Institute for Research in Social Science, drawn from its county-by-county analysis of gains and losses in manufacturing employees from 1947 to 1954, are similar to those noted here. The author

³ The term "losses" has been employed throughout this study to describe a drop in numbers of manufacturing establishments of various sizes. It should be emphasized, however, that there are a number of ways in which to account for these drops in addition to the most obvious conclusion that a plant went out of business or moved to another county or another state. For example, small plants may have grown into medium-sized or large plants, while medium-sized plants may have grown into the large plant classification. On the other hand, a drop in numbers of employees may have changed the classification of a plant from large to medium-sized or from medium-sized to small. From the way that the Census figures are presented it is not possible to identify these changes.

observed a percentage gain of 18.5% (as contrasted with the statewide average of 12.5%) in the Coastal or Eastern counties indicating a "modest spreading out" of manufacturing employment throughout the state. He

FIGURE II: REGIONAL DISTRIBUTION OF LOSSES IN MANUFACTURING ESTABLISHMENTS IN NORTH CAROLINA: 1947 - 1954



adds, however, that the great bulk of the state's manufacturing employment remains concentrated in the Piedmont. To emphasize further the industrial importance of the Piedmont, it is pointed out that 11 of the 12 leading industrial counties (in terms of numbers of manufacturing employees) are Piedmont counties, Mountain Buncombe being the single exception. To summarize then:

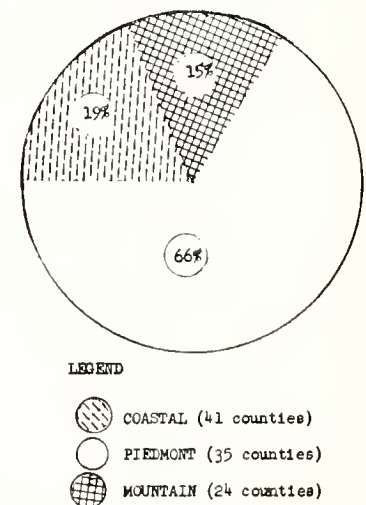
1. The **Piedmont** area is gaining more rapidly than the other two regions, both in number of plants and in number of manufacturing employees.
2. The **Coastal** region is making significant gains in the number of small plants, and it appears that a healthy diversification as to type of industry accompanies these gains.
3. It appears that the **Mountain** counties are industrializing less rapidly than the other regions, and they are in fact lagging behind the state average in gains in manufacturing employees. (From 1947 to 1954 the 21 Mountain counties for which

data are available gained only 10.7% in manufacturing employment as compared to the state average of 12.5%.)

4. The **standard metropolitan area counties** are of considerable industrial importance. Five of these six counties (Guilford, Forsyth, Mecklenburg, Buncombe and Durham) are among the top 11 industrial counties in terms of numbers of manufacturing employees. As far as growth trends are concerned, however, only three of these counties (Guilford, Mecklenburg and Wake) are rated "improving substantially." Forsyth, with a rating of "improving moderately" is only slightly more than holding its own. Buncombe and Durham are rated "declining," with the qualification that recent information from the Conservation and Development Department points to an upward trend in Buncombe. A final word is in order before we

conclude this study. In presenting these data, our chief aim has been to give an objective picture of the geographic distribution of North Carolina's industrial growth as it has
(Continued on page 17)

FIGURE III: NEW AND PROPOSED INDUSTRIES REPORTED FOR NORTH CAROLINA, 1953 - JUNE 1957



Blanket Bonds for County Employees

By JOHN ALEXANDER MCMAHON, Assistant Director, Institute of Government

A bond is an instrument given by a public official to protect persons and agencies who might suffer loss because of the wrongful acts of the official. In earlier times, the bond was signed by a private individual, usually a friend of the official, and the bondsman agreed that if the public official did not faithfully perform the duties of his office, the bondsman would be liable to any person injured by the default. Today, the bond is usually written by a surety company, who in consideration of the payment of a premium agrees to pay a stipulated sum to the injured person in case the public official does not faithfully perform the duties of his office.

Perhaps the meaning of a bond will become clearer through the examination of a specific example. G.S. 161-4 provides as follows: "Every register of deeds shall give bond with sufficient surety, to be approved by the board of county commissioners, in a sum not exceeding ten thousand dollars, payable to the State, and conditioned for the safekeeping of the books and records, and for the faithful discharge of the duties of his office . . ."

Today registers of deeds usually comply with this provision by furnishing a bond written by a corporate surety. In such cases, the board of county commissioners is authorized to pay the premium on the bond, because the bond protects the county and the citizens of the county using the register of deeds' office rather than the register of deeds himself. Under the provisions of G.S. 109-34, every person "injured by the neglect, misconduct or misbehavior in office" of a register of deeds may sue the register on his bond in the name of the state, and the official and his surety are liable to the person injured for acts done by the official "by virtue or under color of his office." Similar provisions apply to clerks, sheriffs, and other bonded officials.

Thus, the bond does not protect the official who gives the bond, but rather protects individuals who might be injured by the acts of the official in the performance of the duties of his office.

Protection Offered by Blanket Bonds

Public officials are often liable for the acts of their employees done in

connection with their duties. This is certainly true in the case of a register of deeds, clerk of court, or sheriff, and the assistants and deputies appointed by them. These principal officers are liable to the county for any money misapplied by the assistants and deputies they have appointed, and they are liable to private individuals injured by these assistants and deputies while performing official duties. How may the principal officer protect himself against this liability?

It is not surprising that a device was evolved to protect principal officers from the acts of their assistants and deputies, similar to the bond which protects governmental units and private citizens from the acts of the principal officers. From earliest times, the principal officer could require any assistant or deputy to furnish a bond as a condition of employment, with the principal officer himself as the protected individual. Soon these individual bonds were expanded to include bonds which covered a number of assistants and deputies, designated either by name or by job position. More recently, the surety industry developed the blanket bond, which covers larger groups of assistants, deputies, and employees. It should be noted incidentally that blanket bonds have a real advantage over other employee bonds; under a blanket bond it is not necessary to identify the defaulting employee, but only to establish the fact of a loss which by its nature must have been caused by an employee. The development of blanket bonds led to the 1953 amendment to the General Statutes of North Carolina (G.S. 109-4) adding the following: "The board of commissioners of any county are further authorized and empowered to require individual or blanket bonds for any or all assistants, deputies, or other persons regularly employed in the offices of any such county officer or officers, such bond or bonds to be conditioned upon faithful performance of duty, and, in the event of such requirement, to pay the premiums on such individual or blanket bonds."

Under this provision, any official of the county may be protected against the acts and omissions of his employees. A bond may be secured cover-

ing the employees, with the county paying the premium.

Recent Blanket Bond Development

The advantage to the principal officer of such a bond was discussed at the Register of Deeds Association convention in the summer of 1954. In preparation for that discussion, the Institute of Government ran into several questions. One question concerned the person or agency in whose favor the bond should be taken out; that is, should the bond name as the insured, the principal officer protected, the county, or the state? The second question, which was in part dependent on the first, was whether a blanket bond could cover the employees of several principal officers. These questions were referred to a committee of the Register of Deeds Association for study, with a view to seeking additional legislation if such were needed to answer either question.

The committee studied these two questions during the fall of 1954, and as a result submitted legislation to the General Assembly of 1955. The legislation had three aims: (1) it would have required blanket bonds on assistants, deputies, and employees to be payable to the state, like the bonds of principal officers; (2) it would have authorized suit on a blanket bond by anyone injured by the act of an assistant, deputy, or employee, in the same fashion that suits are authorized on the bonds of principal officers by anyone injured by their acts; and (3) it would have made it clear that one blanket bond could cover the assistants, deputies, and employees of more than one principal officer, and in fact all of the assistants, deputies, and employees in all county offices or any combination of them.

The legislation was introduced into the General Assembly at a fairly late date, and apparently it got caught in the end-of-session rush. Therefore, following the adjournment of the 1955 General Assembly, the same questions that had existed in the summer of 1954 were still unanswered.

These questions, however, were apparently not completely insurmountable. Several counties had previously taken out blanket bonds covering all assistants, deputies, and employees in

(Continued on page 17)



COUNTY GOVERNMENT

By JOHN ALEXANDER McMAHON

Assistant Director, Institute of Government

In a recent study of 1957 tax rates, the Institute of Government discovered that 51 counties retained the same tax rate they had levied in 1956; 34 counties had an increase in rate; and 15 counties had a decrease in rate.

Of the 15 counties with a lower rate in 1957, nine had revalued their real property. Of these nine, Ashe County experienced the largest decrease, reducing the rate from \$2.90 to \$1.45. Tyrrell had the next largest decrease, from \$1.86 to \$1.11. Other reductions were:

Jones	60¢
Chowan	53¢
Duplin	45¢
Hoke	40¢
Lincoln	30¢
Buncombe	15¢
Wilson	10¢

Quite clearly, the revaluation itself was the main reason for the decrease in rate.

Six counties had a decrease in rate for other reasons:

Rowan	21¢
Chatham	11¢
Bladen	5¢
Burke	5¢
Johnston	2¢
Davie	1¢

The chief reason given for the reductions was an increase in total assessed valuation of property, with some counties also being able to use surplus on hand to reduce the rate.

Thirty-four counties had an increase in the 1957 tax rate. Five counties led the list with an increase of 20¢ or more:

Perquimans	35¢
Madison	30¢
Sampson	30¢
Northampton	25¢
Robeson	20¢

Other increases were:

Cumberland	19¢
Harnett	18¢
Alleghany	15¢
McDowell	15¢
Cabarrus	14¢
Union	11¢

Wake	11¢
Alamance	10¢
Anson	10¢
Beaufort	10¢
Forsyth	10¢
Macon	10¢
Rockingham	10¢
Warren	10¢
Wilkes	9¢
Hertford	7¢
Mecklenburg	7¢
Randolph	7¢
Durham	6¢
Martin	6¢
Scotland	6¢
Dare	5¢
Davidson	5¢
Hyde	5¢
Watauga	5¢
Cleveland	4¢
Stanly	4¢
Franklin	3¢
Onslow	3¢

The chief reason for the increases, as has been true every year for a number of years, was the need for larger appropriations for the public schools. Sixteen of the 34 counties attributed their increases solely to larger school appropriations, while eight more gave increased school appropriations as one of the reasons for the increase. Four counties indicated that the reason for the increase in rate was larger appropriations in all departments, two gave increased welfare appropriations as the chief cause, and two gave appropriations for a revaluation as the chief cause. One county is using the increase to remodel the courthouse, and one county is using the increase to finance the operation of a new health center.

Increases and decreases in tax rates cannot be considered, however, without having in mind one other factor: the fact that high levels of business, commercial, and residential construction have resulted in an annual increase in assessed valuations of property in most counties throughout the state. These annual increases in total assessed valuation have had a very

real effect on the tax rate in practically every county. As indicated above, higher assessed valuations were a major factor in tax rate reductions in six counties. Higher assessed valuations have brought in more money in other counties, and have enabled the counties to finance higher levels of services without changes in rate. And finally, even in counties with tax rate increases, higher assessed valuations have made necessary smaller tax rate increases than would have been the case without the valuation increase. It is obvious that without this new construction, and without the annual efforts of tax supervisors to track down, list, and assess it, tax rates everywhere would be higher.

As far as the rates themselves go, the highest tax rate in the state belongs to Cherokee County, with slightly over \$2.00, followed by Clay, Craven, Perquimans, and Robeson with \$2.00 rates. Guilford, with a \$.70 rate, and Orange with \$.72, have the lowest.

Five-Year Increases

Following completion of the study of 1957 increases, the Institute undertook an examination of increases in each of the preceding five years. In each of these years, a little over half of the counties kept the same rate that they had had the year before. The number of counties keeping the same rates ranged from 51 counties in 1955 and 1957, to 58 counties in 1954. On the average, 54 counties maintained the same rate.

Tax rate increases and tax rate decreases for each of the past five years are harder to analyze, because in most cases the majority of the tax rate decreases stemmed from a revaluation of real property. On the average, around 31 counties had an increase in rate, nine counties had a decrease in rate which stemmed from a revaluation of real property, and six counties had a decrease in rate for other reasons. It may fairly be said that probably 40 counties each year either had a rate increase or a

(Continued on page 18)

THE ATTORNEY GENERAL RULES . . .

CLERK OF COURT

Authority of assistant to act as juvenile court judge. Does G.S. 2-10 authorize a duly qualified assistant clerk of superior court to act as judge of juvenile court?

To: Charles Hughes

(A.G.) It is the view of this office that when G.S. 2-10 and G.S. 110-22, as amended by S.B. 128 of the 1957 General Assembly, are construed together, an assistant clerk of the superior court is fully authorized to perform the duties of judge of the juvenile court to the same extent as the clerk is authorized to perform these duties.

Effect of widow's qualification as administratrix c.t.a. If a widow qualifies as administratrix c.t.a., may she then dissent from the will and take such an interest in the estate as she would have taken had her husband died intestate?

To: P. T. McNeill

(A.G.) If the widow qualifies as administratrix c.t.a., by that act she will signify her election to take under the will and not against it. The practical solution would seem to be to have someone else qualify as administrator, c.t.a., thus leaving the widow free to file a dissent within the statutory time if she is so advised.

CONSTABLES

Authority to serve civil process issued by CSC. A civil summons was issued by the clerk of superior court, addressed to the sheriff, and served by a township constable. Does this constitute a valid service?

To: K. W. Lawrence

(A.G.) The cited case of *Carson v. Wood*, 160 N.C. 143, dealing with the service of attachment proceedings is not controlling in this situation. The provisions of G.S. 1-89 control, in that if the summons was directed to the sheriff only, a constable would have no authority to serve the same; but if the summons was directed "to the sheriff or other proper officer of [the] county" a constable would have the authority to serve the same. Process must be directed to a constable, either expressly or in language broad enough to cover him, or service of the same by him is not valid.

COUNTIES

Determination of salary of welfare superintendent. The county welfare board wishes to give the superintendent of public welfare the maximum salary increase permissible under the Merit System. Is the board of county commissioners required to appropriate sufficient funds to pay the salary of the superintendent as set by the welfare board?

To: Mrs. Irene G. Bobbitt

(A.G.) The third paragraph of G.S. 108-13 provides that the county welfare board shall determine the superintendent's salary in accordance with the Merit System compensation plan. The third paragraph of G.S.

108-11 provides that the welfare board shall prepare the administrative budget for the welfare department for submission to and approval by the board of county commissioners.

Reading these two sections together, it appears that the county welfare board shall determine the salary to be paid the superintendent of public welfare with the approval of the board of county commissioners, and that such approved salary shall be paid by the county.

Social security payments for fee officers. Should a county officer who is on the fee basis pay both the employer's contribution and the employee's contribution for social security coverage, or should the official pay only the employee's part with the county paying the employer's part?

To: William W. Staton

(A.G.) Even though a county official is on a fee basis, it is the duty of the county to pay the equivalent of the employer's contribution with respect to the fee basis official and the other employees in the office of said official. The fee basis official and his employees should each individually pay the employee's part of the contribution. This is provided for under the general provisions of Article 2, Chapter 135, General Statutes of North Carolina.

Liability for negligence of county hospital employees. Is a county liable for the negligent acts of the employees of a county hospital?

To: Robert J. Hester, Jr.

(A.G.) I am assuming that the hospital in question was organized under the provisions of Chapter 131 of the General Statutes, authorizing the organization of county hospitals in various ways. Our Supreme Court has held that a charitable institution may not be held liable to a beneficiary of its servants or employees, if it has exercised due care in their selection and retention. *Williams v. Hospital*, 237 N.C. 387. It is my opinion that the operation of a county hospital, under the provisions of Chapter 131, is a governmental function and that the county is not liable for the tort or negligence of the employees of the hospital while in the performance of their duties. It is possible that the courts might, however, hold the county commissioners personally liable for a lack of due care in the selection and retention of employees of hospitals. The State Tort Claims Act, Art. 31, Chapter 143, has no application to a county hospital. G.S. 153-9 (44) authorizes boards of county commissioners to secure liability insurance, and to waive the county's governmental immunity from liability for damage by reason of death or injury to persons or property caused by the negligence or tort of the county or by the negligence or tort of any official or employee of the county, but the immunity is

waived only to the extent that the county is indemnified by insurance. The county could, therefore, take out liability insurance to cover the negligence of hospital employees, waiving its immunity to the extent of the insurance carried.

Liability for loss of public funds.

Recently, money was stolen from the office of the sheriff. Although insurance was carried, the insurance company has refused to pay the loss because only the daylock was on and the safe was not broken into. May the county commissioners release the sheriff from liability for all or a part of this loss?

To: Walter G. Sheppard

(A.G.) In my opinion, the board of county commissioners has no authority to release the sheriff from his obligation to pay over these funds. G.S. 162-8 provides that the obligation of the sheriff's bond is "to pay and satisfy all fees and sums of money by him received." The money stolen, which had been collected by the sheriff from court costs and fines, belonged to the county and to the county board of education, and all sums must be paid over once they are collected.

Duty of jailor to receive prisoners.

Chapter 1439, Session Laws of 1957, requires "the jailor of any county of this state where there are available facilities to receive, incarcerate and retain any prisoner brought to such county jail by any law enforcement officer of such county or of any municipality in such county or by any law enforcement officer of this state; provided, however, the foregoing provisions shall not be applicable with regard to prisoners arrested by law enforcement officers of a municipality which has its own jail or to prisoners not arrested in the county." Under this act, is it the duty of a jailor to receive a prisoner without a commitment from a county magistrate or other proper judicial officer?

To: John R. Jenkins, Jr.

(A.G.) This act does not require a commitment before a jailor is under a duty to receive a prisoner. If the prisoner had been properly arrested upon a valid warrant, it would be the duty of the jailor to receive such prisoner when presented to him if there are available facilities. In addition, the jailor would also be required to receive prisoners arrested without a warrant. Liability of the jailor for improperly confining a prisoner will arise only if the jailor acts in bad faith in confining the prisoner in the exercise of his duty.

Duty of jailor to receive prisoners when municipality has its own jail.

Chapter 1439 requires the jailor of a county jail to receive prisoners brought to the county jail by any law enforcement officer of any municipality in the county, except that this requirement "shall not be applicable with regard to prisoners arrested by the law enforcement officers of a

municipality which has its own jail." If a municipality has jail cells within the municipality and in property owned by the municipality or under its lease, but the cells do not have water or other facilities, and have not been approved by the proper state inspector of prisons, must the jailor accept prisoners brought in by law enforcement officers of the municipality?

To: John R. Jenkins, Jr.

(A.G.) I do not believe that this would constitute a jail of the municipality within the meaning of Chapter 1439, and therefore it would be the duty of the county jailor to receive such prisoners as were tendered to him by the law enforcement officers of such municipality.

COURT COSTS

County Criminal Court—process tax levied by G.S. 105-93. May the process tax of \$2, levied by G.S. 105-93, be taxed as part of the cost in cases disposed of by a county criminal court?

To: S. H. Chaffin

(A.G.) No tax should be charged in the bill of cost in cases finally disposed of by the county criminal court. Of course, upon appeals to the superior court and upon a disposition in that court, the tax will be due.

DOMESTIC RELATIONS

Juvenile Courts—jurisdiction over child pending appeal. What jurisdiction does a juvenile court have over a juvenile pending an appeal from an order of that court concerning such juvenile, and may the court require the juvenile to report to the probation officer during the period of the pendency of the appeal?

To: S. B. Brown, Jr.

(A.G.) I am of the opinion that an appeal from an order of a juvenile court committing a child to a training school would have the effect of staying execution of such order, and that the welfare of the child requires that it be subject to supervision of the court during the pendency of the appeal. It is my opinion, therefore, that a child may be required in such situation to report to the probation officer during the period of the pendency of the appeal. G.S. 110-24 indicates that a child under the jurisdiction of the juvenile court is subject to the discipline and entitled to the protection which a court should give such child under the circumstances disclosed in the case.

Juvenile Courts — commitment to an institution supported and controlled by the state. May a juvenile court judge modify an order of commitment to a training school prior to the time the juvenile ordered to be committed has actually been delivered to the training school?

To: John W. Satterfield

(A.G.) Since the case of *State v. Burnett*, 179 N.C. 735 indicates that the purpose of that portion of G.S. 110-36 (which provides that an order of a juvenile court shall be subject to modification from time to time except that a child who has been committed to an institution supported and controlled by the state may be

released only by the governing board of such institution) was to prohibit the 100 or more juvenile court judges from interfering with the operation of the training schools, that provision would not apply to a juvenile who had not been delivered to the training school and was not properly subject to the rules and discipline of the institution. Therefore, it is my opinion that the juvenile court retains jurisdiction of the child until his person is delivered to the custody of the training school, and that the order may be modified prior to the time the school takes actual physical control of the child.

Juvenile Courts — appeal from order of such courts. Must an appeal from a juvenile court be in writing, or will an appeal made in open court be sufficient?

To: James W. Gillespie

(A.G.) G.S. 110-40 makes it clear that the notice of appeal must be made in writing within five days after the issuance of the judgment or order of the juvenile court.

Juvenile Courts—power to order medical treatment for a child. May a juvenile court judge order medical treatment for a child when the parents of such child, because of their religious convictions, refuse to allow such child to undergo treatment recommended by a medical practitioner licensed to practice medicine in North Carolina?

To: D. S. McMillan

(A.G.) G.S. 110-21(2) gives the juvenile court jurisdiction over a child less than 16 years of age within the jurisdiction of the court who is under such improper or insufficient guardianship or control as to endanger the morals, health, or general welfare of such child. G.S. 110-38 provides in part that whenever a child within the jurisdiction of the juvenile court appears to the court to be in need of medical or surgical care a suitable order may be made for the treatment of such child. Therefore, it is the opinion of this office that the juvenile court judge would be justified in assuming jurisdiction of a child where the parents of such child, because of their religious convictions, refuse to allow such child to undergo treatment recommended by a medical practitioner licensed to practice medicine in North Carolina. It is further the opinion of this office that when jurisdiction has been so obtained, the court may, upon a proper finding of fact, order such medical or surgical care as may be appropriate for such child.

Adoptions—adjudication of abandonment by parents by the court of adoption prior to the filing of the petition for adoption. May the adoption court by way of a separate special proceeding brought solely for that purpose, judicially declare a child to be an abandoned child for adoption purposes?

To: J. Tolliver Davis

(A.G.) This office has expressed the opinion that there is no legal authority for a separate special proceeding brought solely for the pur-

pose of having a child judicially declared to be an abandoned child. It is also the opinion of this office that there is no authority for such a determination to be made, within the adoption proceeding but occurring before the filing of the petition for adoption, of the fact of abandonment. (Citing G.S. 48-4, 1-394, 1-88, 1-396, and 1-398.)

Guardian and Ward—effect of marriage of ward. When an unmarried minor ward becomes married, does her court-appointed guardian continue as the guardian of her estate until she reaches the age of 21 years, or is the guardianship terminated with the property so held transferred to the minor ward?

To: E. M. Lynch

(A.G.) Article X, Section 6 of the Constitution of 1868 guarantees to a married woman the absolute ownership of her separate property. Prior to this time the common law rule was that the husband became the absolute owner of the wife's tangible, personal property at the date of the marriage, and of her intangible property as well, provided he could reduce the same to possession during the marriage. It is the view of this office, therefore, that since 1868 the marriage of a minor ward revokes the guardianship of her person but does not revoke the guardianship of her property. The guardian must continue to act as such until the ward reaches the age of 21.

Liability of putative father who was under 16 years of age at the time of the conception of his illegitimate child for support. Can a male who was under the age of 16 years at the time a child was conceived and over the age of 16 at the time of the birth of the child be prosecuted for willful failure to support and maintain such child under the provisions of Chapter 49 of the General Statutes?

To: J. Hoyte Stultz

(A.G.) In such situation the male may not avoid prosecution for failure to support the child solely by reason of his age at the time of the conception of the child. In *State v. Bowser*, 230 N.C. 340 the same fact situation was presented and the court upheld a conviction.

Marriage ceremony. May a non-resident evangelist or Bible teacher who belongs to an organized church which, by its rules, permits such persons to perform marriage ceremonies, legally perform such ceremony in this state?

To: William McCulloch

(A.G.) Marriages may be performed in this state by an ordained minister of any religious denomination, minister authorized by his church, or by a justice of the peace. Our law does not prohibit a non-resident minister of the gospel from performing a marriage ceremony in this state provided he is an ordained minister of a religious denomination or is authorized by his church to perform such ceremonies. Thus, if you belong to an organized church which, by its rules, permits its evangelists and Bible teachers to perform mar-

riage ceremonies, you may legally do so in this state.

Adoptions. Does a mother of an illegitimate child have the right to surrender her child to any licensed child placing agency in North Carolina that she so desires if she is a resident?

To: Joseph R. Eller

(A.G.) Yes. It is believed that the term "licensed child-placing agency" as used in chapter 48 of the General Statutes refers to a private agency and does not include either a county superintendent of public welfare or a county department of public welfare. The two terms are used together in a number of places in this chapter with the disjunctive "or". Thus, a mother of an illegitimate child may surrender her child for adoption to any private licensed child-placing agency in North Carolina even though G.S. 48-9 (a) (1) limits surrender to the county superintendent of public welfare of the county in which the child was born or the county in which the parent or parents reside.

JUDGES

Superior Court emergency judges.

Power to issue writ of habeas corpus when not serving under permission to hold court.

To: W. H. S. Burgwyn

(A.G.) In *Lewis v. Harris*, 238 N. C. 642, our Supreme Court stated that, "the power and authority given to emergency judges are to be exercised only if 'in the courts in which they are assigned to hold,' that the jurisdiction of an emergency judge 'in chambers' terminates with the termination of the court which he is assigned to hold." It appears to me that an emergency judge would not have jurisdiction to issue a writ of habeas corpus when not serving under commission to hold court.

MUNICIPAL CORPORATIONS

Lease of lot for off-street parking purposes. May a city enter into a three-year lease of a lot to be used for off-street parking purposes? The city proposes to rent such a lot, paying \$250 per month, and it proposes to rent parking spaces to individuals on a monthly basis.

To: E. M. Johnson

(A.G.) G. S. 160-200, sub-section 31, authorizes the governing authorities of cities and towns to establish and operate municipal parking lots, and it authorizes cities and towns to charge for the use of such parking lots. G.S. 160-200, sub-section 2, authorizes municipalities to acquire property through a lease. The right of a municipality to make a continuing lease is supported by the decision in *Plant Food Company v. Charlotte*, 214 N. C. 518.

REGISTERS OF DEEDS

Parental consent to minor's marriage. May the register of deeds accept the written consent of one parent to the marriage of a child under 18 years of age?

To: J. R. Campbell

(A.G.) A reasonable construction of G. S. 51-8 leads to the conclusion that if the infant resides with both parents, the consent of the father is required because the father is en-

titled to the custody and earnings of the child. Of course, if the parents are separated and the child resides with the mother, only her consent is required.

SHERIFFS

Disposal of abandoned property.

Owner of automobile was jailed for larceny in 1954, completed his sentence, and left without claiming automobile; present whereabouts unknown. What should sheriff do with automobile?

To: J. P. Bunn

(A.G.) Check with Department of Motor Vehicles to see if there is a lien on the vehicle, and notify lien holder, if any. If there is no lien on the automobile, the owner's whereabouts being unknown, it is my opinion that Article II of Chapter 15 of the General Statutes, providing procedure for disposal of abandoned property, is broad enough to cover the instant situation.

Advance cost for execution against property. Is a judgment creditor required to advance the necessary cost for setting aside personal property exemption of execution and for making execution against property of debtor before the sheriff must act?

To: C. C. Holeman

(A.G.) Since the statute (G.S. 6-28) makes the appraisers' fees a part of the officers' costs, unless these costs are advanced or tendered by the execution creditor I am of the opinion that you would not be required to summons appraisers to allot the personal property exemption but would be justified in returning the execution marked, "judgment debtor having filed written request to have personal property exemption set aside and judgment creditor having failed to advance appraisers' fees, this execution is returned unsatisfied."

New and Proposed Industries

(Continued from page 12)

taken place during the last decade. We have not meant to imply that new industries should necessarily be equally distributed throughout the state. It is obvious that the different sections of the state have different resources and potentialities, just as residents of various localities differ in the extent to which they wish to earn their livelihood in industrial occupations.

It is clear, however, that industrial development is important to the economic well being of the state. It is equally clear that such development will have a strong bearing upon the patterns of physical development (i.e., the way that land is used) and upon the local governments in areas where new industry settles. Fundamental data as to where and in what manner industrialization is taking place, together with an understanding of its effects, are vital to civic leaders and

municipal administrators as a basis upon which future development may be guided into its most beneficial channels. It is hoped that this series and subsequent articles will contribute to this background for understanding.

Blanket Bonds

(Continued from page 13)

the courthouse, and others followed their example. The bonds were taken out by the board of county commissioners, naming the county as insured. Surety companies said that, in case of an error by an assistant, deputy, or employee that resulted in a loss to a principal officer, the bond would protect the principal officer. But principal officers in a number of counties objected to the lack of clarity as to their protection.

To meet these questions, one company agreed to the use of a rider. This rider, which had been used in California, stated, "The attached bond shall also inure to the benefit of the officer or officers of the Insured under whom one or more of the Employees covered thereunder shall serve; provided, however, that the liability of the Surety for loss or losses sustained by the Insured and by such officer or officers shall in no event exceed the amount for which the Surety would be liable under the attached bond had all such loss or losses been sustained by the Insured." This rider had been drafted to conform to a special California statute, and it had been approved by the surety industry only for use in that state. For this reason, some companies would not use the rider in North Carolina. The industry did approve an Interpretative Letter. The Interpretative Letter was attached to the blanket bond and provided "that liability under such bond with respect to deputies and subordinates covered thereunder is primary to the liability of any officer or department head who is, by law, personally liable for the acts or defaults of such deputies and subordinates." This language, though ostensibly interpretative still lacked much in clarity.

New Blanket Bond Rider

It was at this point, in 1956, that Guilford County became interested in the possibility of one blanket bond covering all assistants, deputies, and employees in the various offices of the county. The county officials realized that such a bond could provide more coverage for less premium than the separate blanket bonds currently covering the employees of the several

offices of the county. As a result of their investigations, however, the principal officers concluded that the Interpretative Letter was not clear enough to satisfy their questions.

The next step taken by Guilford County was a series of meetings with the county's insurance advisory commission, representatives of the surety industry, and members of the staff of the Institute of Government, to see how the issues could be resolved. Thought was given to legislation to clarify the situation, along the lines suggested by the Register of Deeds Association in 1955. The surety industry, however, did not believe that legislation was necessary, and instead, after several meetings, the Surety Association of America approved an industry rider for public officials' bonds to make the coverage of the blanket bonds clear. This rider takes the place of the Interpretative Letter which is now obsolete. The rider itself reads as follows: "The attached bond, in accordance with its agreements, conditions, and limitations, shall also indemnify those officers of the Insured who are required by law to give individual bonds for the faithful performance of their duties against loss through acts or defaults of Employees who serve under them; provided, however, that the liability of the Surety for loss or losses sustained by the Insured and such officer or officers shall, in no event, exceed the amount for which the Surety would be liable under the attached bond had all such loss or losses been sustained by the Insured."

This rider answered the two questions which had been raised about blanket bonds and achieved the objectives of the legislation proposed by the Register of Deeds Association in 1955. A blanket bond can be taken out in favor of the county, naming the county as insured. The rider indicates that though the county is named as insured, the principal officers under whom covered employees work are protected too, in case the principal officers suffer loss because of the act of their respective employees. With this question answered, the existing statutory authority to obtain blanket bonds is sufficiently clear to allow a county to obtain one blanket bond to cover all of the assistants, deputies, and employees in all of the offices in the county.

The rider was completely satisfactory to the officials of Guilford County. With it to clarify the protection of the principal officers, they plan to take out a blanket bond covering all

assistants, deputies, and employees in all of the offices of the county, including the register of deeds' office, the clerk's office, the sheriff's office, and the tax office. Under the bond and the rider, if an employee performs an act or omits to perform an act that results in suit against and loss by a principal officer, the principal officer can recover his loss under the bond.

Reducing Blanket Bond Premium

The advantage to a broad coverage blanket bond lies in the reduction of premium. It costs much less to take out one bond on one hundred employees than it does to take out four bonds on twenty-five employees each, because the per capita premium cost becomes smaller as the number of employees covered is increased. For example, in the past Guilford County has carried a \$2500 bond on employees in the register of deeds' office, \$2500 on those in the sheriff's office, \$10,000 on those in the clerk's office, and \$50,000 on all other employees in the county. The total premium approximated \$2400 annually. The county has just recently taken out one blanket bond covering all of these employees for \$10,000, with \$40,000 of additional coverage on all employees except the sheriff's deputies. The total annual premium on this bond will be substantially less than the \$2400 annual premium on the old bonds, and the premium can be further reduced by payment in advance for three years. The reason for the lower coverage on the deputy sheriffs lies in the fact that the premium on these employees is high because of the risk involved in suits for false imprisonment, false arrest, and others.

The advantage of one blanket bond covering many employees lies, therefore, in the fact that the amount of the bond may be large at relatively low cost. Since the questions of coverage and protection have now been resolved, it behooves all counties to examine the advantages of a blanket bond for themselves, to protect not only the county but the principal officers from loss due to acts or omissions of employees.

County Government

(Continued from page 14)

revaluation that resulted in greater tax receipts, whereas six counties had a decrease in rate.

A comparison was also made of the 1952 and 1957 rates in each of the 100 counties. Fourteen counties have the same rates in 1957 that they had in

1952. It seems obvious, however, that in 10 of these 14 counties, the rate is the same largely because of a revaluation of real property during the period. The revaluation quite probably provided a larger tax base and made it possible to escape an increase in rate.

The following counties had the same rate in 1957 as they did in 1952, and had a revaluation between the two dates: Davidson, Henderson, Nash, Northampton, Rowan, Swain, Transylvania, Washington, Wilson, and Yancey. Brunswick, Columbus, Jackson, and Moore managed to retain the same rate without a revaluation.

In this connection, it is interesting to note that eight counties not only have the same rates in 1957 that they had in 1952, but have also had that same rate every year for a substantial period of time. Swain holds the record, having had the same rate for 17 years, followed closely by Transylvania which has had the same rate for 16 years. Washington has had the same rate for 15 years, and Yancey for 11 years. Each of these four counties has had a revaluation during the period, which undoubtedly has assisted in maintaining the same rate. Four other counties have also maintained the same rate for a substantial period of time:

Jackson	9 years
Brunswick	8 years
Columbus	7 years
Moore	7 years

None of these, however, has had a revaluation during the period, though each has benefited from annual increases in assessed valuations which resulted from high levels of construction activity.

Fifty-seven counties have a higher tax rate in 1957 than they had in 1952. Eleven of these have had an increase even with a revaluation during the period. Taking the 57 counties as a whole, the average county has experienced an increase of 25¢ over the period.

Twenty-nine counties have a lower tax rate in 1957 than they had in 1952. Twenty-three of these counties have had a revaluation since 1952, and it seems clear that in each case the revaluation is the largest single factor involved in the reduction. Six counties have managed a decrease in tax rate without a revaluation:

Chatham	15¢
Caswell	10¢
Craven	10¢
Bladen	5¢
Gates	5¢
Onslow	5¢

This study makes it quite clear that 1957 county tax levies on the whole are substantially higher than they were in 1952. Forty-six counties, keeping the same tax base without revaluation, have increased their rates over the period, and the average increase for the 46 is 25¢. Forty counties have had a revaluation during the period, and it seems fair to conclude that though the revaluation often resulted in a lower tax rate, the actual taxes levied on property owners were somewhat increased. In this connection, it is interesting to note that the 40 counties having revaluations had an average tax rate reduction of 30¢ in the total county-wide rate in the year the revaluation took effect. Of the 40, 8 counties kept the same rate in the year that revaluation took effect; and if these counties were excluded from the computation, the other 32 counties had an average tax decrease of around 37¢.

While an "average tax rate" is a somewhat questionable figure, it can be indicative. The "average tax rate" in 1957 for the 100 counties was \$1.40. In 1952, the average tax rate was \$1.35. This is further indication that the long-range tax levy has been on the increase.

The reasons for the over-all tax rate increase are not hard to uncover. Increased appropriations for the public schools are clearly the biggest single factor. Increases in school population, the necessity for building additional school buildings, and higher level of appropriations for school current expenses all have entered into the picture. A second major reason, though without the full impact of the schools, has been larger salaries to county employees made necessary by inflation. A third reason has been the increased county activity in the field of construction and maintenance of hospitals. And finally, increases in expenditures for new public buildings and remodeling old buildings have been factors in a few counties. It seems appropriate to conclude that as long as school populations continue to increase, and as long as inflation makes higher salaries necessary, taxes will continue to increase. While annual increases in the assessed valuation of property for purposes of taxation may finance the increasing need in some of the counties, the majority of the counties may well have to rely on increased tax rates or on an increased tax base brought about by the revaluation of real property.

Clearinghouse
(Continued from page 2)

politan area. The system will serve Minneapolis, St. Paul, 30 suburbs, the remaining area of Hennepin and Ramsey counties, and the built-up areas in five adjacent counties. The system can serve three major purposes: civil defense preparations in advance of public warnings, natural disasters, and major crimes involving all or part of the metropolitan area.

Philadelphia soon will be starting its second year of training interns for administrative positions in the city service. The first interns were hired in June, 1956, for an 18-month rotating program with six months spent in the office of the managing director, and the remaining 12 months either divided equally between two operating departments or spent entirely in one department. Candidates are required to have a master's degree in political science, public administration, or government administration, and they must pass the civil service examination for the job.

Police call boxes in **New York City** are being relocated and unlocked to provide a public emergency telephone system. The department has a six-year program under way to relocate most of the 2,294 call boxes from side streets, alleys, and other obscure locations. The boxes will be placed primarily on corner light poles and traffic light standards at street intersections. The public call boxes can be used to report police calls, fire alarms, and other types of public emergencies.

Five graduate fellowships in the field of city planning and urban renewal will be awarded annually beginning this fall by The Sears-Roebuck Foundation, according to an announcement by Theodore V. Houser, president of the organization. Each fellowship stipend is set at \$2,500 per year for two years. The foundation specifies that these fellowships must be used in graduate schools of city planning that provide a two-year program leading to a degree.

An unusual program for beautifying a city through the use of flower boxes is entering its third year in **Neosho, Missouri**, population 6,500. It was begun in early 1955 and when the boxes were judged for

prizes in September of that year, there were 3,000 boxes in bloom.

Now, almost every business and public building and one-half the residences have flower boxes. An estimated \$8 per capita has been invested in these boxes, and the city has participated by building flower boxes and beds in parks, placing boxes on city buildings, and building flower box trash containers for use on downtown streets.

Denver, Colorado, is the latest and largest city to adopt an annexation fee. The action was taken by the city council in December and requires payment of a fee of \$2,000 per acre on future annexations. In addition, a public site donation of eight per cent of the land area or cash equivalent must be made.

Adoption of the annexation fee was preceded by an extensive study on the planning and financing of fringe-area requirements by the city planning department. The report stated that the objectives of annexation should be better services, the straightening of boundary lines, geographical integration with consideration of topography and drainage, and establishment of boundaries to give recognition to physical and economic development.

According to a report on city employment issued by the Bureau of the Census, Department of Commerce, city government payrolls in the United States have more than doubled and the number of their employees has increased by over one-fourth in the past 10 years. In October, 1956, the number of municipal paid employees was 1,485,000 and payrolls for that month totalled \$450 million. The increase in city payrolls in the last 10 years can be attributed to the increased number of employees and the higher average pay rate. The average monthly earnings for full-time employees in October, 1956, amounted to \$349, a 19 per cent increase from the average of \$294 in October, 1952.

Hamilton, Ontario, Canada, has contracted with the service representative of a tire manufacturer whose job is to maintain and inspect the tires of all city-owned motor vehicles. The serviceman keeps a record of each tire, the date it was put on the vehicle, its mileage, and repairs made. Attention to the preparation and maintenance of a schedule of

tire pressures, regular inspection, and the rotating of tires has effected substantial monetary savings for the city. The cost to the city for this service is \$4,200 yearly; the city has saved on tire purchases alone an average of \$11,000 to \$12,000 per year.

* * *

A do-it-yourself guide for conducting traffic surveys in cities under 35,000 population has been issued by **Hollywood, Florida**. The report begins with a statement of Hollywood's problems and the outlining of methods of procedure. In the explanation of how to organize a survey, emphasis is placed on selling the results of the survey, and suggested methods to gain public and official support through a public relations program are outlined. The remainder of the booklet explains questionnaires to be used in the different phases of the traffic and parking survey, the purpose of the various types of surveys, the effect of the survey upon the public, and the directions to be given to field and volunteer help.

* * *

A proposal has been made in **New York City** to open administrative positions to college graduates on a competitive basis for intern-type training, according to the February newsletter of the Public Personnel Association. The plan would provide for a class of positions called municipal intern, with a starting salary of \$4,000. Proponents of the plan consider this the most likely way to attract young persons with college training into the city service. An alternative would be to substitute experience in the city service for the college degree, thus making the jobs available to city employees who are not college graduates.

Workshop Held in Driver Education

The old saying that "those who can do, do; and those who can't do, teach others" doesn't hold true for a certain group of North Carolina college instructors. They had a busman's holiday by going back to the classroom from July 15 to 26, but this time they were on the receiving end for a workshop in driver education; so that they can "do" as well as "teach."

Cooperating agencies for the course were the Institute of Government,

the School of Education of the University of North Carolina, the Center for Safety Education of New York University, the State Department of Public Instruction, the State Department of Motor Vehicles, and the Esso Foundation, which furnished scholarships to college representatives attending the course and covered expenses of the course instructors through a grant to New York University.

Classroom instructors, in addition to representatives of the Departments of Motor Vehicles and Public Instruction, were Dr. Herbert J. Stack, Dr. Leon Brody, and Thomas A. Seals of the NYU Center for Safety Education.

Mr. Seals explained that "this short course was an outgrowth of recent legislation that provides \$35 per pupil trainee to high schools that offer state-approved driver education courses. But this course can be taught only by teachers with special training in driver education as well as secondary school teaching certificates, and this is where there is a gap. The high schools will soon be demanding teachers for these courses, and the colleges are not yet producing enough trained teachers in this field."

Invitations for colleges to send representatives were issued to all 22 of the state's institutions of higher learning, but Mr. Seals said, "Only five out of 22 teacher training institutions of North Carolina recognized their responsibility in driver education by sending representatives to this course. The example set by these colleges may make other institutions aware of the immediate need for preparing teachers of high school driver education courses."

Some of the colleges did not send representatives because their budgets and teaching loads were already set for the coming year. Mr. Seals suggested that a possible temporary solution "to get the ball rolling" would be for the state to use the overload of the driver education fund for public schools to help colleges get their programs started. This money will come from a \$1 assessment on each auto registration and should amount to two million dollars. He added that "some teachers can be trained in summer programs such as this, but the real training has got to be in the colleges."

There is some question in people's minds as to whether or not this is the schools' function. Mr. Seals says that it is, that "this is the logical place—

the last chance to get at the younger generation. It has been shown that parents have done a poor job of teaching their children to drive carefully, and a course of this type teaches a child to think and develops his personality as well as a more academic one. In addition, it's a practical course for this mechanical age; why develop a genius in the classroom and kill him on the highway?"

The institutions participating in this course were Charlotte Junior College, State College, East Carolina College, Catawba College, and the University of North Carolina. They sent ten instructors to be trained.

The teaching day was divided between classroom lectures in the morning and practice driving in the afternoons. This same course was offered to Negroes for two weeks at North Carolina College in Durham at the same time; they had practice driving in the morning and classes in the afternoon, so that the same staff was available for both courses.

The lectures, which were held in the Institute of Government's Joseph Palmer Knapp Building, offered "a broad coverage of specific needs," according to Mr. Seals. Some 40 topics were discussed individually. "The practice driving was done in traffic in order for the men to improve their own techniques as well as learn teaching methods."

Instructors for the practice driving were C. C. Billings, safety division of Davidson County; H. Y. Hawley of the State Department of Motor Vehicles; and driver improvement representatives Glen Taylor of Stanly County, Joe Sherrill of Swain County, and Russell T. Rogerson of Pitt County. They used five cars furnished by the Department of Motor Vehicles. Mr. Seals said that "These men have worked many years in driver education training courses and in training school bus drivers. They are some of the best."

"There are many facets to this program," Mr. Seals said. "Teaching high school students to be good, safe drivers answers a short-range and a long-range need and develops public support as well. North Carolina needs more strict law enforcement, better legislation, better courts . . . and we can have it only when the public wants it. When the pupils that are trained in driver safety today become adults they will realize the need for these improvements and not only will vote for them but also will demand them."

Publications For Sale

(Continued from other side)

- Changes in the motor vehicle laws of North Carolina, Chapter 20 of the General Statutes, enacted by the General Assembly of 1955, by Edward Lane-Reticker. 1955. \$1.00.
- Changes in the motor vehicle laws of North Carolina, Chapter 20 of the General Statutes, enacted by the General Assembly of 1957, by Joseph P. Hennessee and Durward S. Jones. 1957. \$1.00.
- Coroners in North Carolina: a discussion of their problems, by Richard A. Myren. 1953. \$1.50.
- County salary determination and administration in North Carolina, by Donald B. Hayman. 1952. \$0.50; \$1.00 out-of-state.
- Driver education in high schools; an inquiry into costs, results, and related factors, by Edward Lane-Reticker. 1953; reissued, 1956. \$0.75.
- Financing local improvements in North Carolina cities with populations of 10,000 and above, by Warren J. Wicker. 1956. \$0.50.
- Handbook of North Carolina state agencies. 1955. \$5.00.
- North Carolina materials on family law supplementing Compton, Cases on domestic relations, by Roddey M. Ligon, Jr. 1955. \$4.00.
- Public libraries in North Carolina: proceedings of the First Trustee-Librarian Institute, March 22, 1952, edited by George H. Esser, Jr. 1952. \$1.00.
- Report on the 1953-55 Commission on Reorganization of State Government, by Robert E. Giles. 1955. \$0.50.
- The reports of the 1953-1955 Commission on Reorganization of State Government. [1955] 8 reports in 1 volume. \$2.00.
- The reports of the 1955-57 Commission on Reorganization of State Government, [1957] 10 reports in 1 volume. \$2.00.
- State v. Roman: an investigative masterpiece. (The law enforcing officer, vol. 1, no. 4.) 1952. \$0.25.
- Stream pollution in North Carolina, by Philip P. Green, Jr. and others. 1951. \$1.00.
- Study of administrative procedure before examining and licensing boards in North Carolina, by Max O. Cogburn and Ernest W. Machen, Jr. 1953. \$2.00.
- Summary of 1951 legislation [of the] General Assembly of North Carolina. [1951] \$1.50.
- Summary of 1953 legislation [of the] General Assembly of North Carolina. [1953] \$2.50.
- Summary of 1955 legislation [of the] General Assembly of North Carolina. [1955] \$2.00.
- Summary of 1957 legislation [of the] General Assembly of North Carolina [1957]. \$2.00.
- Title examination in North Carolina, by Charles T. Boyd. [1946] \$1.00.
- The story of the Institute of Government, by Albert Coates. 1944. Free.

Publications for Sale

The following Institute of Government publications are currently available for sale to interested citizens, libraries, and others. Orders should be mailed to the Institute of Government, Box 990, Chapel Hill.

Bulletins

County finance bulletins:

#4 An explanation of budgetary and accounting procedures prescribed by the new County Fiscal Control Act. 1955. \$0.50.

#6 Accounting for welfare funds. 1956. \$0.50.

A directory of planning and zoning officials in North Carolina. 1955. \$0.25.

Municipal finance bulletin:

#1 An explanation of budgetary and accounting procedures prescribed by the new Municipal Control Act. 1955. \$0.50.

#2 How can law enforcement officers be brought under social security? 1957. \$0.50.

1951 legislation affecting property and dog tax administration. 1951. \$0.50.

Property tax bulletins:

#1 1951 county tax rates. 1952. \$0.50.

#4 How does your county stand? 1953. \$0.50.

#5 1953 legislation affecting property tax administration. 1953. \$0.50.

#6 Property tax assessment notes from other states. 1953. \$0.50.

#7 Amendments to the listing and assessing provisions of the Machinery Act of 1954. \$0.50.

#8 Allowing discounts for the prepayment of property taxes. 1954. \$0.50.

#9 Amendments to the tax collection provisions of the Machinery Act of 1939. 1954. \$0.50.

#10 Collecting property taxes from persons and property in North Carolina outside the taxing unit. 1955. \$0.50.

#12 How does your county stand? Second report. 1955. \$0.50.

#13 The reduction, release, compromise, and refund of county and city property tax claims—revised. 1955. \$0.50.

#14 Property tax changes to be proposed in 1957. 1956. \$0.50.

#15 Tax Study Commission treatment of property tax. 1956. \$0.50.

#16 Property tax statistics. 1957. \$0.50.

#17 1957 legislation affecting property tax administration. 1957. \$0.50.

Purchasing bulletins for local government, monthly: #1, October 1955—. \$1.25 a year; \$0.25 single copy.

Guidebooks

Administrative procedure: occupational licensing boards, by Paul A. Johnston, 1953. \$2.00.

Cooperative agricultural extension work in North Carolina, by John Alexander McMahon. 1955. \$0.50.

County commissioner responsibility in budget making and administration, by John Alexander McMahon. 1954. (A companion study of County finance bulletin #4). \$1.50.

The foreclosure of city and county property taxes and special assessments in North Carolina, by Peyton B. Abbott. 1944. \$2.50.

Guidebook for accounting in cities, by John Alexander McMahon. 1952. \$2.00.

Guidebook for accounting in small towns, by John Alexander McMahon. 1952. \$1.50.

Guidebook for county accountants, by John Alexander McMahon. 1951. \$2.00.

Guidebook for county and precinct election officials, by Henry W. Lewis. 1956. \$0.50; \$1.00 out-of-state.

Guidebook for wildlife protectors, by Willis Clifton Bumgarner. 1955. \$2.00.

Guidebook on the jurisdiction of the State Highway Patrol, by Ernest W. Machen, Jr. 1951. \$0.50.

Investigation of arson and other unlawful burnings, by Richard A. Myren. 1956. \$1.50.

Law enforcement in forest fire protection, by Richard A. Myren. 1956. \$1.00.

Municipal budget making and administration, by John A. McMahon. 1952. (A companion study of Municipal finance bulletin #1). \$1.50.

Notary public guidebook, by Royal G. Shannonhouse and W. C. Bumgarner. 1956. \$2.00.

Preparation for revaluation, by Henry W. Lewis. 1956. \$5.00.

Public school budget law in North Carolina, by John Alexander McMahon. 1956. \$1.50.

Public welfare programs in North Carolina, by John A. McMahon. 1954. \$1.50.

Sources of county revenue, by John Alexander McMahon. 1954. \$1.00.

Sources of municipal revenue, by John Alexander McMahon. 1953. \$1.00.

Traffic control and accident investigation, by the Federal Bureau of Investigation. 1947. \$1.00.

LAW AND GOVERNMENT

(Succeeding Law and Administration)

The General Assembly of North Carolina—organization and procedure, by Henry W. Lewis. 1952. \$1.50.

The law of arrest, by Ernest W. Machen, Jr. 1950. \$1.50. Supplement. 1955. Free.

Legislative committees in North Carolina, by Henry W. Lewis. 1952. \$1.50.

The school segregation decision, by James C. N. Paul. 1954. \$2.00.

Social security and state and local retirement in North Carolina, by Donald B. Hayman. 1953. \$2.00.

Zoning in North Carolina, by Philip P. Green, Jr. 1952. \$3.50.

Special Studies

County privilege license taxes in North Carolina . . . , by George H. Esser and John Webb. 1956. \$0.75.

Harbor Island study [Annexation or Incorporation? A report to the people of Harbor Island], by Warren J. Wicker. 1956. \$0.50.

North Carolina old age assistance lien law, by Roddey M. Ligon, Jr. 1955. \$0.75.

Problems involved in separating the Prison System from the State Highway and Public Works Commission, by V L. Bounds. 1953. \$0.50.

A report to the Forsyth Board of County Commissioners and the Winston-Salem Board of Aldermen concerning county-city financial relationships, by John Alexander McMahon and George H. Esser, Jr. 1955. (A companion study of A Study of Seven Large Counties and Seven Large Cities.) \$2.50.

Salaries, working hours, vacation, and sick leave of county employees in North Carolina, by Donald B. Hayman. 1956. \$1.00.

Statutory limits on city license taxes in North Carolina, by George H. Esser, Jr. and John Webb. 1956. \$2.00.

A study of seven large counties and seven large cities, by John Alexander McMahon. 1955. (A companion study of A Report to the Forsyth Board of County Commissioners and the Winston-Salem Board of Aldermen Concerning County-City Financial Relationships.) \$2.50.

General Publications

Calendar of duties for city officials, 1957-58. 1957. \$0.50.

Calendar of duties for county officials, 1957-58. 1957. \$0.50.