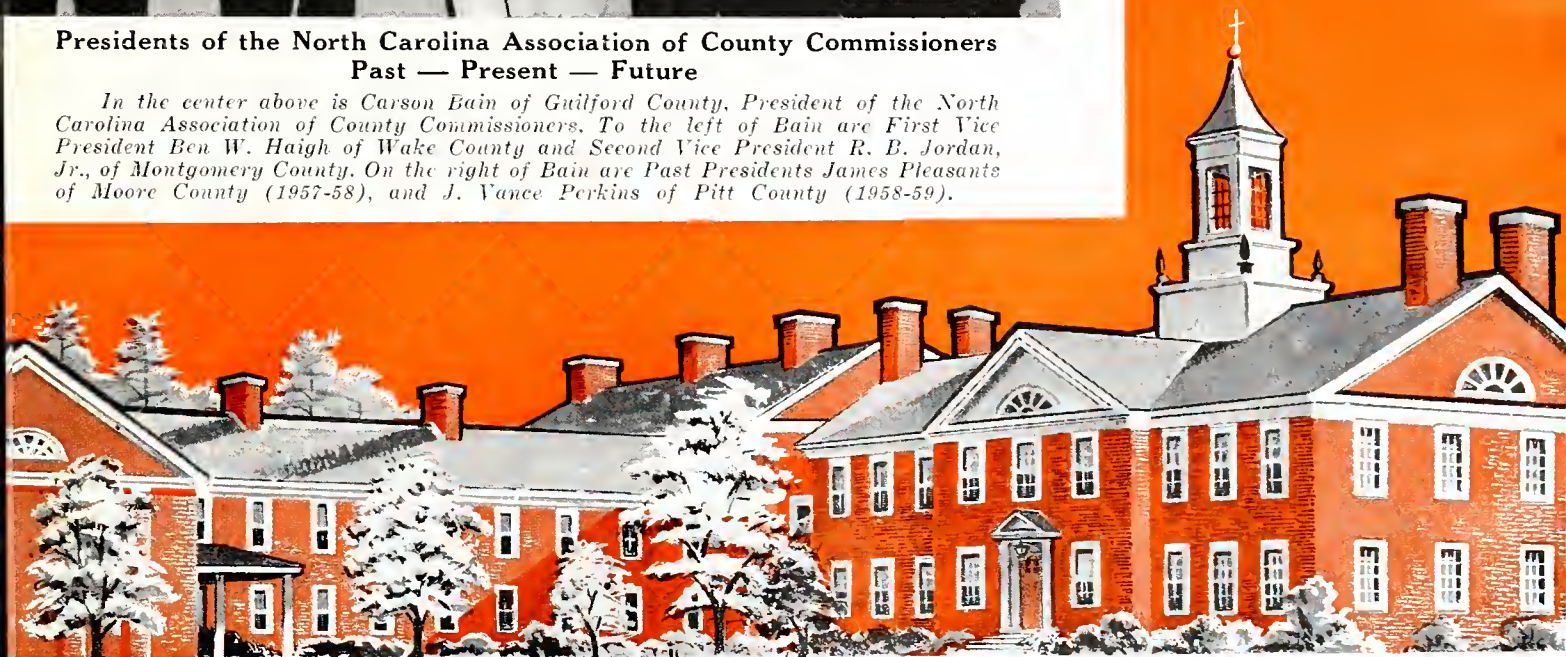


# POPULAR GOVERNMENT



**Presidents of the North Carolina Association of County Commissioners  
Past — Present — Future**

*In the center above is Carson Bain of Guilford County, President of the North Carolina Association of County Commissioners. To the left of Bain are First Vice President Ben W. Haigh of Wake County and Second Vice President R. E. Jordan, Jr., of Montgomery County. On the right of Bain are Past Presidents James Pleasants of Moore County (1957-58), and J. Vance Perkins of Pitt County (1958-59).*



# POPULAR GOVERNMENT

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# GREETINGS

To the North Carolina Association of County Commissioners

from

Albert Coates, *Director of the Institute of Government*

*Three significant turning points stand out in the records of North Carolina County Commissioners acting as a group. The first was the organization of the North Carolina Association of County Commissioners in 1908. The second was the Association's endorsement of the plans and program of the Institute of Government in 1932. The third was the action of the officers and directors of the Association in opening a second full-time office in 1959. In extending my greetings to the County Commissioners it is worthwhile to appraise the significance of these turning points.*

## THE NORTH CAROLINA ASSOCIATION OF COUNTY COMMISSIONERS

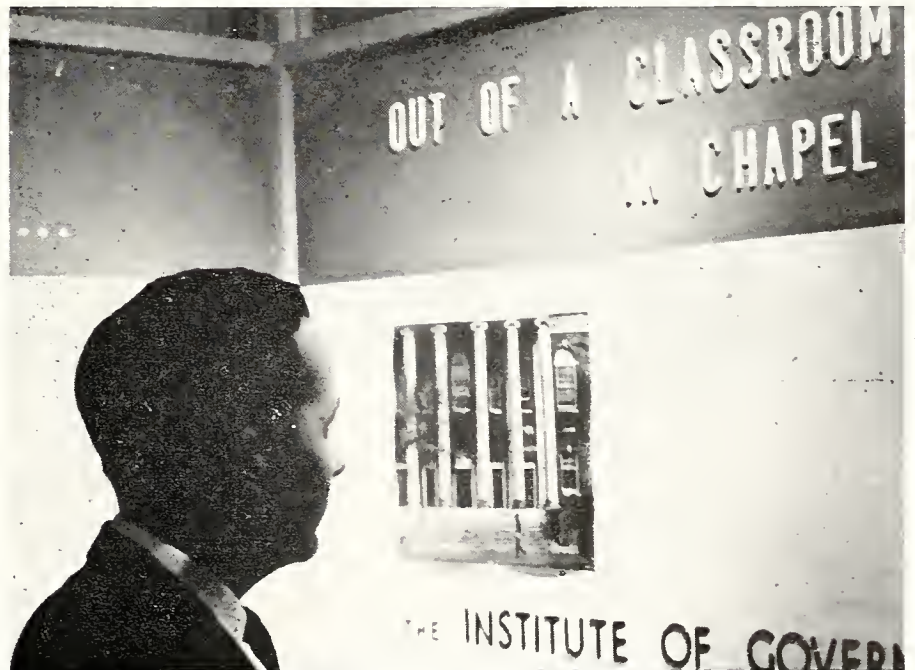
*The records show that a handful of county commissioners from different sections of the State came together in New Bern in 1908 on the call of C. E. Foy, Chairman of the Craven County Commissioners; that they provided for a charter and bylaws and annual meetings; and that pursuant to this charter C. E. Foy of New Bern and Craven County was elected the first President of the Association.*

*In the fifty-one years from 1908 to 1959, the county commissioners of North Carolina have met in annual convention 50 times and in 17 cities, running from the mountain regions through the piedmont plateau*

*and coastal plain to the tidewaters and the sea.*

*At the Asheville convention in June 1959 Carson Bain of Guilford County was elected President, Ben W. Haigh of Wake County was elected First Vice President, and R. B. Jordan, Jr., of Montgomery County was elected Second Vice President. The following county commissioners were elected to the Board of Directors of the Association: District One, Fred Jones of Hertford County; District Two, B. Alton Gardner of Pitt County; District Three, Berry A. Williams of New Hanover County; District Four,*

*Henry Milgrom of Nash County; District Five, J. E. Wilson of Vance County; District Six, L. A. Tart of Harnett County; District Seven, Donald Stanford of Orange County; District Eight, Ralph Groce of Lee County; District Nine, J. Henry Cunningham of Davidson County; District Ten, James R. Braswell of Union County; District Eleven, Stuart Lingle of Caldwell County; District Twelve, John M. Abernethy of Catawba County; District Thirteen, Harry P. Mitchell of Buncombe County; and District Fourteen, Jennings A. Bryson of Jackson County.*



Newly elected county commissioner sees Institute of Government beginnings on display.

*My first awareness of the North Carolina Association of County Commissioners came in the middle 1920's. I had come to Chapel Hill in 1923, fresh from Law School study in June to Law School teaching in September, with no practical experience in between. A few weeks in the teacher's chair had taught me that knowledge of law in the books alone was not all I needed to know in order to teach county government law to students who would try to make a living, in part at least, out of what I taught them.*

On weekends and holidays and in summer vacations I started going to school to county government officials, working on the job in county courthouses, in counties of all sorts and sizes, in all sections of the State. I worked with them in their offices. I followed

them into the first-Monday meetings of county commissioners. I went with them to the annual meetings of their State Association of County Commissioners for the airing of county governmental problems coming up in all the differing counties of the State. I read the annual proceedings of every convention since county commissioners first started coming together as a group in 1908. I crawled through the bloodstream of county government to get the feel of the problems county officials faced, to sweat with them over their perplexities, to find out what they had to do, and how they did it, and why.

*I put myself in the shoes of newly elected county officials coming into office who wanted to know the law to go by and where to go to find it. I found they would*

have to go to thousands of pages of fine print: in constitutions, statutes, and decisions of the courts; in public laws, public-local laws, private laws and special acts; in rules and regulations of administrative agencies; and beyond. I found they would have to seek out the methods, practices and techniques coming out of the heads of county officials working on the job in 100 county courthouses from Currituck to Cherokee—ways of doing things which had never found their way into printed pages, but no less represented the habitual processes of the law. I found they needed to know what I had learned from the books as badly as I needed to know what they had learned from experience. But I also found they were not aware of my discovery that their need for me was as great as my need for them! And who was I to tell them? And how long would it take them to learn? And when they found out, would they be willing to admit they could learn anything from a school teacher in general and a college professor in particular?

#### A Fair Swap

I had little trouble convincing county officials I needed them. As I went the rounds I told them I didn't know anything about the actual workings of county govern-



Albert Coates addresses the 1959 School for Newly Elected County Commissioners.





(Above and below) The 1959 School for Newly Elected County Commissioners.

ment and wanted them to teach me. My ignorance stuck out all over me. It had a face value they could not deny. Some of them were a little pleased to find they could tell me things I didn't know, and a little surprised to find that I could tell them things they did not know. I took what I learned about the practical workings of county government from the first county official to the second; and what I had learned from the first two to a third; and so on from one official to another in a process that has not ended yet.

The professorial barriers gradually melted away and they took me in as one of their own as I swapped my theory for their practice, my government in books for their government in action, my research in the library for their experience on the job. We have kept on swapping ever since in a transaction which has netted a substantial profit to us both. I think it may be fairly said that if I have drawn the outlines of the Institute of Government in the service of county commission-

ers, they have filled in its features and breathed into them the breath of life, to the point that it has been built in their image and likeness.

**THE NORTH CAROLINA  
ASSOCIATION OF COUNTY  
COMMISSIONERS GOES ON  
RECORD IN BACKING THE  
INSTITUTE OF GOVERN-  
MENT**

*According to the records, my first appearance on your Association program came in 1932 with George L. Stansbury, Chairman of the Guilford County Commissioners, in the President's chair, saying: "I am sure you are all going to be interested in what Albert Coates has to say. He is from the University Law School at Chapel Hill, and we will hear from Professor Coates at this time."*

On the following day the Chairman of the Resolutions Committee had this to say in the concluding session:

As to the movement of Dr. Coates of Chapel Hill, from our State University, I want to say Dr.

Coates is a hard worker and a clear thinker. He has formulated a plan which represents one of the most far reaching plans ever adopted. He is calling a meeting in September. You have heard his plan—the training of governmental officers, elimination of waste, etc. The plan is clearly set forth, and is gaining very warm appreciation and support throughout the State. "It seems to me it would not be amiss for this body to go on record as endorsing the plan that Dr. Coates has worked out, as an endorsement of the principle expressed in his plan. I am a Trinity





The 1959 School for Newly Elected Clerks of Superior Court.

man, Dr. Rollins is a Trinity man, and this is a University project, but I think we are all broad enough to think we are for anything that is for the good of North Carolina. I would like to offer a motion that this body go on record as endorsing the plan as set forth by Dr. Coates in his able address.

This motion was carried unanimously, and the County Commissioners of North Carolina became the first organized group of public officials to go on record in supporting the plans and program and hopes and dreams which have

gone into the building of the Institute of Government.

*County Accountants follow Commissioners' lead.* It is recorded in the 1932 minutes of the County Accountants (meeting with the Commissioners) that after hearing me to the end, their President, John Orrell, New Hanover County Accountant, pledged the County Accountants' cooperation to the Institute of Government in these words:

I would like to say that I hope all County Accountants who can find it possible will be at Chapel Hill on the afternoon of Septem-

ber 9, to attend the Institute of Government as requested by Professor Coates. I feel that we should do whatever we are able to do in order to assist him in his efforts. He has a big job on his hands. I don't know how nearly he will be able to arrive at his desired end.

John Orrell's words were prophetic. He knew better than I knew the problems I was up against. It took me twenty years to do what I thought I could do in five.

It is my privilege to acknowledge here with appreciation and gratitude to the County Commissioners and County Accountants of North Carolina that, in the 27 intervening years from 1932 to 1959, to the last jot and tittle you have kept your pledge in backing the Institute of Government.

#### From 1932 to 1947

*We had to win the confidence of John Skinner, Secretary of the County Commissioners' Association.* At the start I ran into the feeling of John Skinner, part-time Secretary of the County

The 1959 School for County Tax Supervisors.



Commissioners' Association, that if the County Commissioners joined with other groups of public officials in building the Institute of Government the Commissioners, along with himself, might somehow get lost in the shuffle.

John Skinner's trust and confidence in the Institute of Government started as he found that more and more of his legislative proposals met with increasing favor as legislators saw they were based on non-partisan fact-finding and research by the Institute staff. It grew as he turned over to us inquiries about laws, Attorney General's rulings, and court decisions, for investigation, research, and answer. It grew further as more and more counties paid dues to the State Association. It grew still further as attendance at its annual conventions increased and the Association and its Secretary took on more importance in the eyes of the State.

As the years went by, John Skinner began saying that the Institute of Government was the best friend of the County Commissioners' Association and the County Commissioners' Association was the best friend of the Institute of Government; that his early fears had been unfounded; and that to the last jot and tittle I had kept the word I gave to him in 1932 that the Institute of Government would help the County Commissioners' Association and not hurt it.

*We had to win the confidence of Henry Vaughan who followed John Skinner as Secretary of the County Commissioners' Association.* His trust and confidence in the Institute of Government began while he was Chairman of the Board of Commissioners in Nash County. It grew while he was President of the State Association of County Commissioners in 1944—as he invited me, as Director of the Institute of Government, to sit in on periodic



The 1959 School for Sheriffs and their Deputies.

meetings of the Officers and Executive Committee of the Association, to advise and counsel with them on their problems, and to help them turn the old convention-type programs into organized interchanges of information among county officials and systematic discussion of county affairs. It continued to grow as he put me on the program of the National Association of County Officials in Milwaukee to tell the story of the working relationship between the County Commissioners and the Institute of Government in North Carolina, as a pattern for other states to follow. As I listened to his report to the North Carolina Commissioners' Convention in 1951 on my Milwaukee performance, I knew I had won his trust and confidence and that it was worth all the work I had put into the winning.

*We had to win the confidence of the North Carolina Association of County Commissioners.* They expressed their good will and promised their support in a unanimous resolution in their 1932 convention.

In 1936 the President of the Association was saying:

There are two things I think you

will have to do. One is you are going to have to get in closer communication and closer cooperation with the Institute of Government. You get the benefit of their advice and their work with the legislature, both while it is in session and out, and getting ready for it. I think that outside of the officials of the Local Government Commission, the Institute of Government was worth more to the county commissioners and the county accountants than any other thing that has ever come before us.

In 1944 Addison Hewlett, Chairman of the New Hanover County Commissioners, was saying to the County Commissioners in their open convention:

I think the work of the Institute of Government is one of the finest things that has happened to government in America. We are proud that it is being given national recognition. I think we can all get some pleasure out of the fact that Dr. Coates said when he was attempting to bring about the Institute of Government that he did not go and read the books but went out into North Carolina and tried to read the minds of the men who are doing the job and in that way got a practical idea of how it was being done. I think that was good, and inasmuch as he did get in contact with some of us, we can perhaps claim some little part of the



Panelists for 1959 Jail Management Course.

credit for what has been done by our Institute of Government.

In 1946 Henry McKinnon, for many years County Attorney and legislator from Robeson County, was writing me what was later recorded in the Convention Proceedings:

I want on this occasion, as I have done in the past, to express my appreciation of what the Institute of Government has done for North

Carolina in its state, county and municipal government in the last ten years. It has been my opportunity as county attorney and as a legislator and in other capacities to observe the work which the Institute has done, and I do not see how North Carolina could have gotten along if the Institute of Government had not furnished information to groups of this kind.

It is recorded in the 1947 Proceedings, after I had outlined the

ways in which the Institute of Government was serving county government, that a member of the Association rose to his feet and said:

Mr. President, in token of the appreciation this body has for the Institute of Government and the fine work it has done and what it expects to do in the future I move that we give Mr. Coates a rising vote of thanks.

Sheriffs and deputies attend Institute schools on many phases of law enforcement.





The 1947 Convention followed with this resolution:

We recommend that the thanks of the Convention be extended to the Institute of Government, at Chapel Hill, for its continued invaluable service to good and ever better county government in North Carolina and to Director Albert Coates and his staff of able assistants, and that we pledge them our continued support in their efforts to bring about better government in North Carolina.

*The men who won the confidence.* It took the work of many men for many years to win these accolades for the Institute of Government which they had represented with honor and distinction. There was Henry Brandis, the first of my former students to join the Institute staff in 1932; Dillard Gardner, the second of my students to come in 1933; Buck Grice, the third to come in 1933; Marion Alexander, the fourth, and Harry McGalliard, the fifth, in 1934. Here were "boys who toiled and thought and wrought with me, who ever with a frolic welcome took the thunder and the sunshine, and offered free hearts, free foreheads to all the hazards of the way." I wrote these words about these men in the July 1945 issue of *Popular Government*:

From the beginning they faced all the expected and unexpected difficulties of pioneering efforts. Without precedents to go by they blazed their own paths, during the lengthiest sessions of the General Assembly this generation of North Carolinians has experienced, under more mentally wracking, physically exhausting, and long continuing strains than any single set of staff members of the Institute of Government has ever faced.

I repeat that statement now.

*Other men built on the foundations these men laid.* Some of them came out of my Law School classes as part-time helpers working their way through school; others as full-time members of the staff as funds permitted; all of

them coming, staying and going on a shoestring—broken, knotted, broken, and knotted again. There were Cochrane, Sanford, Pace, Long, Mitchell, Seawell, Oettinger, Smith, Hill, Barfield, Blair, McGhee, Scheidt, Cherry and Abbott. No teacher ever claimed a finer group of students, and no teacher ever paid his former students a more ungrudging tribute than I pay these men now.

In their comings and goings they held buckle and tongue of the Institute together in heart breaking days, when the Institute of former years was gone with the men who made it, and the Institute of future years was laboring to be born. They broadened and strengthened the foundations they inherited, began building on the ground the castles those who had gone before them had left behind them in the air, and, between them, carried the Institute of Government alive and growing into and beyond the days of World War II.

*Their successors are standing on their shoulders* as they go forward with the work of building the Institute of Government, following in the tracks of their fore-runners as far as they went and thereafter making tracks of their own. There is Henry Lewis who came to the staff in 1946; Donald Hayman and George Esser in 1948; Philip Green and Lee Bounds in 1949; Roddey Ligon, in 1951; Joe Hennessee in 1954; Royal Shannonhouse and Jake Wicker in 1955; Roy Hall, Neal Forney, John Sanders, and Clyde Ball in 1956; Milton Heath, Robert Midgette, Robert Montgomery, Robert Stipe and Dexter Watts in 1957; and David Evans in 1958.

These men have given continuity to the work of the Institute of Government and become its core and heart in the comings and goings of many men since the

days of World War II. The excellence of their work is attested by county officials' answers to a letter I wrote to them in the summer of 1958, sending them pictures of the new Institute Building for their office walls and asking them to help us in shaping long range plans for the years that lie ahead by looking back over their years in office and writing me about "(1) the things we have left undone that we ought to have done for your office in particular and your county in general, (2) the things we have done that we ought not to have done, and (3) the things you would like to see us do in the years ahead."

Lloyd Amos, Chairman of the Guilford County Commissioners, wrote:

Commissioners Sidney B. Allen, Carson Bain and Charles J. Hunt asked me to reply on behalf of each of them as well as myself to your letter of July 31 and say thanks for giving us the opportunity to express our thoughts concerning the Institute of Government.

Our answers to the items are as follows: (1) We know of nothing you or your staff have left undone that you should have done in our County. (2) We know of nothing you or your staff have done that you should not have done. (3) We would like to see you and your staff in the years ahead continue and expand your services to local and State government.

This gives us the opportunity to say to you and your staff that in our opinion the Institute of Government has been the chief factor in developing in North Carolina the best and the most effective and economical local government to be found in any state.

Wally Dunham, Forsyth County Commissioner, replied:

I appreciate your sending me a copy of your letter of July 31, and I only wish that I could offer some concrete suggestions, but the fine work that the Institute of Government is doing, so far as county government is concerned,



County accountants from throughout North Carolina attended the 1959 School for County Accountants. On the left is a scene during a break. Views of the sessions are below and on page nine.

seems to me to have left nothing undone. You and your staff have been a great help, not only to Forsyth County but to all the counties of North Carolina, especially through the North Carolina Association of County Commissioners, and certainly county government throughout the State has shown tremendous progressive improvements in the eight years that it has been my privilege to serve the people of Forsyth County and the State Association.

With sincere best wishes to you and the Institute in all your future plans.

Guilford County Manager, J. Harry Weatherly, wrote:

I am pleased to answer the questions asked in your letter of July 31.

- (1) I know of no things you have left undone for my office or the county in general.
- (2) I know of nothing you have done that you ought not to have done.
- (3) In the years ahead, I should like to see your services maintained on a level comparable with the present level, which will of course mean expansion of your services from time to time in keeping with the growth of our State.

I am pleased that I have had the opportunity of being closely associated with you and your colleagues during the twenty-five year history of the Institute of Government. This association has taught me much about the admin-

istration of county government. I want you to know that I consider the Institute of Government the most important single factor responsible for the prestige now enjoyed by county government in North Carolina.

Thank you for all that you and your staff have done for Guilford County. I am looking forward with pleasure to many more years of pleasant relationships with the Institute of Government.

In recounting here the work of men now on the Institute staff, I am not forgetful of the work of other men who have come and gone in the days of World War II and after: Machen, Allen, Leager,

Scott, Edwards, House, Johnston, Poe, Sherrill, Phillips, McCoy, Thomas, Pershing, Faxon, Bumgarner, Knox, Bryan, Lane-Retticker, Devine, Scarlett, Myren, Jones, Biggs, and Crumpler, who left the flavors of their lives and works in the records of the Institute of Government.

#### THE NORTH CAROLINA ASSOCIATION OF COUNTY COMMISSIONERS OPENS SECOND FULL-TIME OFFICE

On November 25, 1958, the *Greensboro Daily News* carried a story saying:



A jubilant board of directors of the North Carolina Association of County Commissioners tonight announced that J. Alexander McMahon, now an assistant director of the Institute of Government at Chapel Hill, is to become executive secretary of the Association February 1.

McMahon's acceptance of the brand new full-time job was greeted by the State Association leaders as 'the happiest news we could hope for.'

For the ten years since McMahon left Harvard Law School to join the Institute of Government he has been working closely with county governmental units, assisting them in putting into actual practice techniques learned at the Institute, Perkins said.

During that time, said Bain, county commissioners have learned to lean on McMahon and to rely on him and his judgment and knowledge in administering county government.

Two forces starting from separate beginnings led to this second full-time office. One of these forces started inside the State Association of County Commissioners. The other started inside the staff of the Institute of Government.

*Forces inside the Association leading to a second full-time office.* The Secretaries of the North Carolina Association of County Commissioners changed ten or more times in the sixteen years from 1908 to 1924 when John Skinner, Warren County Commissioner, took on the secretarial duties on a part-time basis. John Skinner gave continuity to the secretarial office and the affairs of the Association by serving for twenty-six years—1924-1950. He was followed by Henry Vaughan as part-time Secretary-Treasurer for a period of seven years—1950-1957. Alex McMahon took over these part-time duties from Mr. Vaughan in 1957, and was appointed full-time Executive Secretary-Treasurer at a salary of \$12,000 plus travel and other incident-

tal expenses, beginning February 1, 1959.

One of the reasons given for a second full-time office appears in the bulletin sent out in the name of the Secretary of the Association of County Commissioners in April 1957, saying:

In response to the Association's request, the General Assembly repealed the law providing for the organization of the State Association of County Commissioners. The Association is now free to adopt its own constitution and provide for its own organization and procedures, just as the North Carolina League of Municipalities and other associations of officials do.

This motivating factor was restated in a bulletin announcing the full-time office on December 17, 1958:

Many county officials have thought that our Association needed a full-time office and a full-time secretary to look out for the interests of our Counties. The cities and towns have for many years had a full-time office for their North Carolina League of Municipalities, and the League has ably represented the interests of the cities and towns in the legislature and elsewhere.

*Forces inside the Institute staff leading to a second full-time of-*

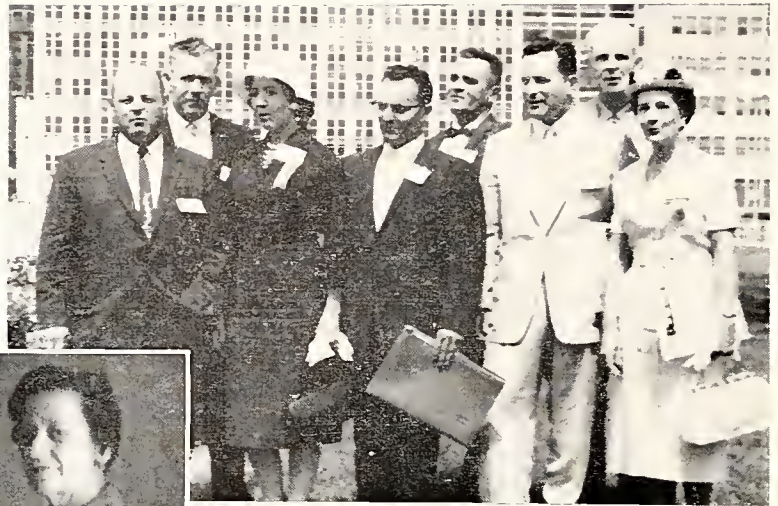
*fice.* As Director of the Institute of Government I had been coordinating the activities of Institute staff members working in the county field since 1932; bringing them into direct working association with county commissioners and other county officials so that my colleagues might learn from them as I had learned from them. In 1951 I turned over this co-ordinating task along with my work with the county commissioners to my colleague, Alex McMahon, and presented him to the County Commissioners in Convention assembled in these words, recorded in the 1951 Proceedings:

I want to present one of my colleagues who will carry the brunt of the Institute program with the county commissioners from now on. The one whom I present to you is a man who has been working with the county accountants and county commissioners and county finance officers, who has written a guidebook for county finance officers, and who is working on a broader guidebook covering the full duties of the county commissioners in all their responsibility for the government of the counties of the State. He is the

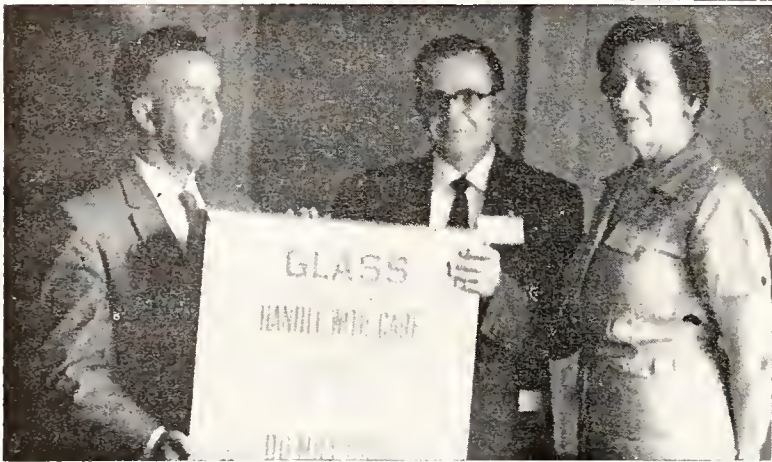
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## *North Carolina County Officials at the Meeting of National Association of County Officials*



(above) County Commissioners Wally Dunham of Forsyth and R. B. Jordan, Jr., of Montgomery; Betty June Haves, Orange Register of Deeds; Commissioners Berry Williams and Peter Braak of New Hanover, Carson Bain of Guilford, and J. Vance Perkins of Pitt; and Eunice Ayers, Forsyth Register of Deeds. Williams introduced Dunham who made the convention keynote address.



(above) Lloyd Rash (center), Chairman of the Caldwell County Board of Commissioners, presented to the National Association of County Treasurers and Finance Officers a speech prepared by Alex McMahon, absent because of illness in his home. With Rash are Stella Spencer, Caldwell Accountant, who introduced him, and Sharp M. Larsen of Utah, President of the Association, who is presenting him with the door prize.



(above) Eunice Ayers, Forsyth Register of Deeds; Rubye Rhyne, Gaston Register of Deeds; Thomas P. Chapman, Jr., of Virginia, incoming President of the National Association of County Recorders and Clerks; and Lemuel Johnson, Chatham Register of Deeds and past-president of the Association.

(left) Harry Weatherly, Guilford County Manager, addressing the National Association of County Recorders and Clerks.



On this page are scenes from a breakfast party of North Carolina county officials attending the convention of the National Association of County Officials in Detroit in July 1959.

Seated at the head table in the background of the top photograph is Carson Bain, Guilford County Commissioner and President of the North Carolina Association of County Commissioners, who planned and presided at the breakfast meeting.



*Detroit, 1959*





## JOSEPH CURTIS ELLIS

### "County Official of the Year"

*Joseph Curtis Ellis* was born in Lucama, Wilson County, North Carolina, on February 20, 1908; graduated from the Lucama High School in 1923, and from the University of North Carolina in 1926.

He went into the general mercantile business with his father in the town of Middlesex in 1927; taught in the Nashville High School in 1928 and 1929; studied law at night; ran for mayor of Middlesex and was elected in 1930; passed the Bar and opened an office to practice law in 1931.

*In 1932 he started on the course which led him where he is today* by accepting appointment as Deputy Clerk of the Superior Court of Nash County and moving to Nashville. He did the job so well that in 1939 he was appointed County Accountant, Tax Supervisor and Treasurer of Nash County. And he did these jobs so well that he was later appointed Purchasing Agent and Tax Collector, and then came in to help with the legal work of the County.

During World War II he added to his full-time work in county government by taking community leadership in programs related to the war effort, including civil defense, war fund drives, rationing and price control.

*Other civic activities* in his busy and varied life are symbolized in the following offices of trust and confidence: four years Secretary of the Rocky Mount-Nash County Bar Association; President of Nash County Young Democrats Club and ten years Secretary of the Nash County Young Democrats Club; eighteen years on the Board of Stewards of the Nashville Methodist Church and seven years as Chairman of the Board. And he is today a member of the Board of Trustees of the North Carolina Wesleyan College which is scheduled to open in Rocky Mount in 1960, and is serving as its Treasurer, Chairman of its Finance Committee, and member of its Executive Committee, Building Committee and Investment Committee.

*His proven record of ability and service in his home County has brought him into public service on a statewide scale:* as President of the North Carolina Tax Supervisor's Association in 1944; as President of the North Carolina Association of County Accountants in 1951; for many years Chairman of the Legislative Committee for both the statewide Associations of Tax Supervisors and County Accountants; and for many years Chairman of the Legislative Committee for the State Association of County Commissioners. As Chairman of the Legislative Committee for the Accountants' Association, he assisted in rewriting and pushing the enactment of the County Fiscal Control Act which brought procedures up to date in the field of county accounting and finance.

During the 1959 General Assembly he served on a steering committee with officials of the County Commissioners' Association to help make emergency decisions from day to day; on a special committee to rewrite the school inspection law and the fire marshal's appointment law; and on an advisory committee for the State Department of Archives and History making a study of all county records for preservation purposes.

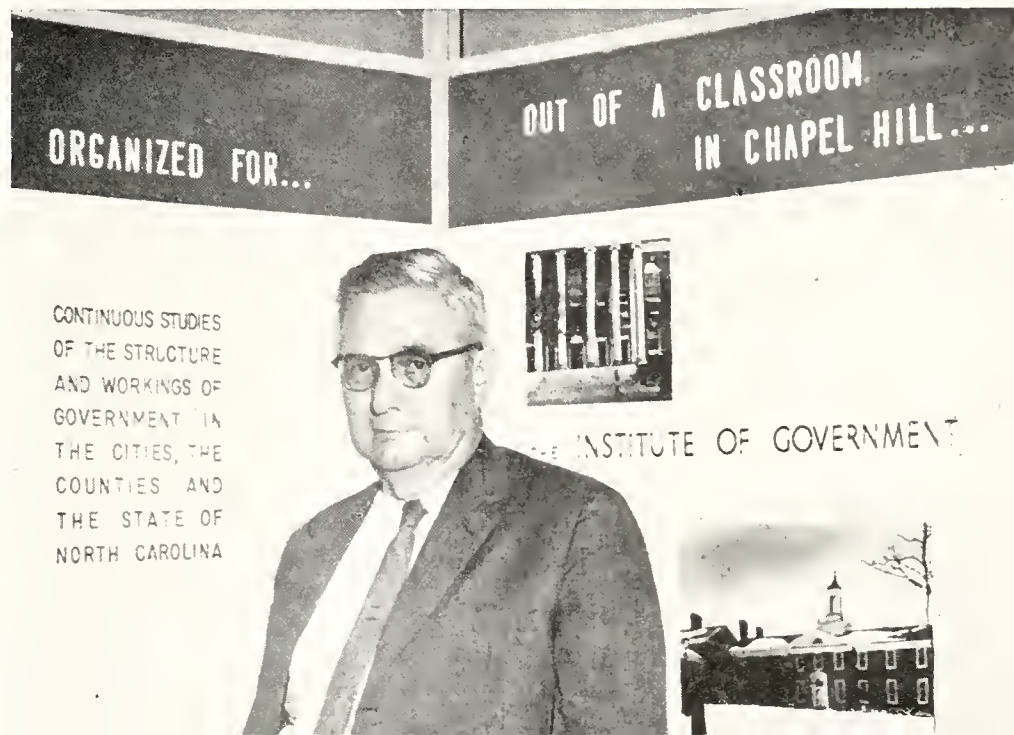
*He has given his knowledge, his experience, his counsel and advice to me and to my colleagues in building the Institute of Government*—from his years as Deputy Clerk of the Superior Court through all the offices he has held in Nash County to this day. And in his statewide associations with county officials he has thrown his weight behind every policy and program which has made the Institute of Government more helpful to county officials and county government in North Carolina. His knowledge of law and his skill in accounting and finance brought him the opportunity to join the Institute staff after Henry Brandis left us in the late 1930's. But Nash County was his first love, and from there he has gone on with his own work in his own way—a way which has led to his selection by the North Carolina Association of County Commissioners in 1959 as "North Carolina's Outstanding County Official."—Albert Coates, Director of the Institute of Government of the University of North Carolina in Chapel Hill.

# *Commemorating the 1958 Midwinter Meeting*

## *of the Executives*

### *of State Associations of County Officials*

On a mid-September evening in 1958 the Executive Committee of the Conference of State Association Executives of the National Association of County Officials meeting in Detroit called Albert Coates, Director of the Institute of Government in Chapel Hill, to inquire if they could hold their Midwinter Conference at the Institute of Government so they might see at first hand the home of the Institute and its workings. The prospect of their coming was welcomed with delight. On page 15, the Institute's invitation is carried in an open letter to William B. Speck, Chairman of the Conference. This feature section of *Popular Government* commemorates the Midwinter meeting.



WILLIAM B. SPECK  
*Conference Chairman*

## WILLIAM B. SPECK of VIRGINIA

**Secretary of the League of Virginia Counties and 1957-1958 Chairman of the National Conference of State Association Executives**



Born in Pittsburgh. Brought up on a farm. Studied in Pittsburgh public schools. Worked with Union Switch and Signal Company and the Pennsylvania Railroad. Moved to Augusta County in Virginia in 1924, where for the last thirty-five years he has owned and operated a 283-acre farm, raising Black Angus cattle and Hampshire hogs.

He won the confidence and respect of his neighbors to the point that from 1938 to 1948 they called on him to serve as a member of the Board of Supervisors of Augusta County, and for four years of this time he was called upon to represent his Board of Supervisors on the County Board of Welfare.

His record of service in local government in his home county brought him to the attention of the Executive Board of the League of Virginia Counties and they called on him to serve as the League's Legislative Director during the 1946 Virginia General Assembly. He did this so well that in March of 1946 they called on him to serve as Field Secretary of the League of Virginia Counties. In this position he has served with growing distinction for the past twelve years and has brought his organization to the highest point it has ever reached in service to the counties and county officials of Virginia.

In 1945 the Governor of Virginia appointed him to a State commission studying the care of the medically indigent in Virginia. The plan adopted by the 1946 General Assembly of Virginia was recommended by this study commission and is known as the State Local Hospitalization Program for the Indigent; he is currently serving on a committee of the Virginia Legislative Council to review this program and recommend any needed changes to the Governor and General Assembly.

In 1947 another Governor of Virginia appointed him to the Advisory Hospital Council which formulated a plan for the construction of hospitals and health centers under the Hill-Burton program in Virginia. Successive governors have reappointed him to this body; and he will complete 13 years of service on the Council when his term expires January 29, 1960.

In 1949 the Governor of Virginia appointed him to a 21-member Commission to Study State and Local Revenues and Expenditures. The thorough job done by this Commission is recognized as without doubt the most compre-

hensive study in this field. Many of the recommendations of this Commission were for the improvement of county government.

In 1949 the President of the University of Virginia asked him to examine the advisability of inaugurating a program of in-service training for county officials. This Virginia program is known as the Local Government Officials Conference and has been a growing success from its beginning. According to Weldon Cooper, Director of the Bureau of Public Administration at the University of Virginia, "Bill Speck was one of the pioneers and the leaders, perhaps the moving spirit, in organizing and developing the Local Government Officials Conference."

He has served on a commission to study the matter of bringing State and local government officials under the Federal Social Security System and the changes needed to be made in the State Retirement System; as a member of the Advisory Council on the Virginia Economy; on many subcommittees of the Virginia Advisory Legislative Council because of his interest in and knowledge of Virginia county government; assisted in the programming and planning of the Virginia Highway Conference held each year at Virginia Military Institute; and was largely responsible for the publication of the Virginia County Supervisors' Manual in 1953, a guidebook for supervisors in their work.

His work received national recognition in 1958 when he was elected Chairman of the Conference of State Association Executives, including the Executive Secretaries and Officers of the State Associations of County Officials throughout the United States.

In June of 1959 the Virginia Citizens' Planning Association presented to William B. Speck the "1959 Award for Distinguished and Substantial Public Service . . ." In presenting this award, the President of the Virginia Citizens' Planning Association, Meade Palmer, said: "In recognition of his devoted and unselfish support of the Virginia Planning Association this 1959 Award is presented to WILLIAM B. SPECK. A founding member of VCPA he has distinguished himself as a citizen, a county official, as an imaginative and faithful member of county boards and commissions, state, local and national, and as the executive secretary of the League of Virginia Counties. In all of these positions he has fostered the principles of sound planning and has effectively supported those who sought to put these principles into practice."



# AN OPEN LETTER OF WELCOME TO THE STATE ASSOCIATION EXECUTIVES OF THE UNITED STATES

From Albert Coates, Director of the Institute of Government

Dear Bill:

I was surprised and delighted with the telephone call from your Committee meeting in Detroit, suggesting the possibility of your Conference of State Association Executives coming to Chapel Hill on Friday morning November 21 for midwinter sessions in the Institute of Government building, on your way to Asheville for the midwinter meetings of NACO on Sunday, November 23. My colleagues of the Institute, officials of the University, and the Governor of North Carolina join me in this word of welcome to you and all the members of your group.

#### HOW TO COME TO CHAPEL HILL

You can come to Chapel Hill by railway, highway, or airway. The Southern Railway comes to Durham, twelve miles from Chapel Hill, and the Seaboard comes to Raleigh, twenty-nine miles from Chapel Hill. The Capital Airlines and Eastern Airlines come to the Raleigh-Durham airport, eight miles from Chapel Hill. And the Greyhound and Trailways buslines come through Chapel Hill.

We will meet you at the railway stations in Raleigh or Durham; at the airport in Raleigh-Durham; or at the bus station in Chapel Hill. We will meet you in our own cars with ourselves as your chauffeurs as well as your hosts. Some of our cars are new, some are middle aged, and mine is eighteen years old; but all of them can take you for a ride to Chapel Hill. And those of you who ride in my 1941 model Ford will have an experience as well as a ride. We will meet you at any hour of the day or night you may arrive - for the simple reason that you arrive at that time; and we would not permit the use of any public conveyance for the simpler reason that we want you for ourselves. Come as early as you can and stay as long.

#### WHAT YOU WILL DO IN CHAPEL HILL

You will live in the Institute building - as our own officials live when they are here. You will sleep in Institute beds that have rest in them if not beauty; for we put all our money in our beds and none in our steads. You will eat in the Institute lounge with its own dining facilities - except for breakfast, which you will eat in the Carolina Inn across the campus. You will meet in sessions around the table in Institute classrooms - with no less of fellowship because the tables are square and not round.

You will start your fellowship together with luncheon at twelve o'clock on Friday, November 21, and continue with sessions as you want them - Friday afternoon, Friday evening, and Saturday morning; with the Carolina-Duke football game Saturday afternoon; with Saturday evening as guests of my wife and myself in our home, where our people in Chapel Hill will meet our people from far away, and all of us will be at home in the fellowship of friends.

#### HOW YOU WILL GET OUT OF CHAPEL HILL

After an unhurried breakfast in the Carolina Inn on Sunday morning, November 23, we will put you on a special bus chartered for your use only, continuing your fellowship of work and play as you ride through the heart of North Carolina to arrive at Asheville and the midwinter meetings of NACO before sunset.

#### COMING EVENTS

Coming events are already casting their shadows before. We are already enjoying the prospect of meeting you at airport or station and the comradeship of your presence here. And with a saving grace we are putting off regrets for your going until after you are gone.



Richard Watts of Washington talking with Lee Bounds of the Institute staff.

State Association executives eat lunch together in the Institute staff lounge on arrival. Below (l. to r.) are Merelman of the National Office, Snyder of Iowa, Speck of Virginia, and Heath of the Institute.



## History of the Conference of

# State Association Executives

by WILLIAM R. MacDOUGALL, *General Manager*  
County Supervisors' Association of California

A little over two years ago, a new group joined the national family of county organizations. The new baby was christened with the impressive title of "Conference of State Association Executives of the National Association of County Officials".

Actually, this new conference is an organization of the people

who serve the people who serve the people. It consists of the happy "working stiff" who staff the busy offices of county officer associations from Florida to Washington. The sole purpose of the conference is to help county government all over America by building stronger county officer associations.

In their own enthusiastic words, this is how the new group heralded its birth:

"A potentially strong new arm of assistance to the National Association of County Officials came into being at the organization's 1956 annual meeting in Salt Lake City, Utah. The event was the organization for the first time of the executives of the various state associations of county officials.

"The group was called together by Keith Seegmiller, NACO General Counsel, for the purpose of

discussing common organization problems and determining whether or not there was a need for any regular meetings of such a group. Action taken at the meeting was positive on both points.

"The twelve state association representatives present at the group decided unanimously to organize on a permanent basis and to meet regularly at each summer and winter meeting of NACO. To achieve some sort of beginning organization for the group, it elected Wm. R. MacDougall, General Manager of the County Supervisors Association of California, as its first chairman. The two and a half hour meeting of July 22nd just did not provide enough time to go through the entire list of important subjects."

Actions taken at that historic first meeting of July 22, 1956 included such fundamentals as a



W. E. Dennison of Michigan, President of the National Association of County Officials, at luncheon table with James H. Aldrege of Georgia.



William MacDougall of California (center) talks with members of the N.C. Tax Supervisors Association who were also meeting at the Institute.

properly compensated, staff executive within the next two months.

Another historic thing happened at that second meeting. This was the request of NACO's officers for the Conference's first research project, a survey of the legal authority of counties to support county officer associations. Such a survey was ordered and was launched forthwith by the Conference chairman.

1957 saw a full-fledged action program in progress. NACO's July convention in Atlanta, Georgia, was the scene of the Conference's next meeting. The newly completed survey of the legal status of county support of county associations was unveiled. This survey covered the nation in the categories of the legality of county expenditures for:

- (a) County officer association support;
- (b) Publications in the county government field;

roster of state association officers and financing and staffing problems of state associations of counties.

The interest of the twelve founders insured the growth of the Conference. On November 26th of that same year, the group gathered again at NACO's mid-winter business meeting at Indianapolis, Indiana. At that meeting, the executives tackled an ambitious list of seventeen discussion items, ranging from verifying their own addresses on through Association publications problems to the important subject of contacting the Congress to support NACO's legislative program. Definite results came from this meeting and the group took various actions, including officially naming itself the Conference of State Association Executives.

office. The Conference engaged in a prolonged discussion of this vital problem and came up with the unanimous recommendation that NACO retain a full-time,



Luncheon discussions on the terrace. (Upper left) Esser of the Institute, Eastland of Iowa, N.C. tax official, and Dennison of Michigan. (Upper right) Hillenbrand and McArthur of NACO and Aldredge of Georgia. (Lower left) Aldredge, Gable of Oklahoma, and Chamberlain of New York. (Lower right) Hillenbrand, Shannonhouse of the Institute, Lamping of New Jersey, and Chamberlain.

At this second meeting, the Conference received its first important request from NACO itself. The president of the over-all national association asked for the Conference's recommendations on the needs of NACO for full-time staff in its Washington, D. C.



Chamberlain of New York examines Institute publications with other officials.

(c) Research and surveys in the county government field.

The survey also examined the field of prohibition of the above mentioned types of expenditures in the various states.

This meeting also saw the Conference elated over the adoption of their first recommendation to NACO, with the hiring of Bernard Hillenbrand as NACO's new full-time executive director. Hillenbrand appeared before the Conference, asked for and received a pledge of its full support in building up county government nationally. Praise was also given to the Washington State Association of County Commissioners for its publication of the first popular expression of county government in book form.

The winter of 1957 saw county officials gathered in Cincinnati, Ohio, and the Association Executives Conference was there with them. At this meeting, William Speck, of the League of Virginia Counties, was elected as second chairman of the Conference. A report on this meeting shows the



A portion of an exhibit describing the work of the Institute with the Counties of North Carolina

Conference expanding its field of activity and usefulness along the lines set forth by the twelve founders at Salt Lake City a year and a half before. Subjects discussed ranged from regional institutes among counties through county government scholarships and legislative task forces to bring testimony of state associations fully to bear on legislators on through to the need for following up actions taken by NACO at its general meetings. The "big idea" of the Conference at this meeting was to ask for the drafting of a single unified statement of na-

tional county policy. This recommendation was accepted by NACO and the Conference is proud to have been instrumental in conceiving the document that is now published and known from coast to coast as the "American County Platform."

The 1958 meetings of the Conference went along the same schedule. The summer meeting at Portland, Oregon, was held a day in advance of the regular NACO sessions and the sessions lasted all through a long day. By now, the Conference had matured to the point of having a prepared agen-



Pitts, Edgcombe County Tax Supervisor, MacDougall of California, Keyes of Minnesota and Watts of Washington study exhibit of Institute work.



Sam Gattis, President of the North Carolina Tax Supervisors' Association, welcomes State Association Executives to the Institute of Government.

da, and featured at the 1958 meetings were group discussions of provocative papers presented by members with special skills. The group has thus developed into a "business clinic" for county association operations. There is not one state association which has not benefited practically from the Conference discussions. Its meetings are a veritable gold-



Discussion in the staff lounge of the Institute. Watts of Washington, Bradbury of California, Eastland of Iowa, MacDougall of California, Chamberlain of New York, Schneider of Colorado and Bounds of the Institute.

mine of practical ideas on operating and financing associations.

When Monty Chamberlain of New York State took over the helm of the Conference at the 1958 winter meeting at Asheville, North Carolina, he took over a vigorous, healthy unit. Under his leadership, the Conference will go forward with certainty, but this progress, too, will be toward the single goal of the Conference—that of strengthening county government through better county government association operations.

Stellar feature of the entire Conference history was the two-day meeting at the Institute of Government of the University of North Carolina at Chapel Hill.

Henry Lewis of the Institute staff conducts a session of the County Tax Supervisors School attended by Association Executives.



MacDougall of California and Watts of Washington talk with N.C. Tax Supervisors.



The North Carolina Tax Supervisors' Association was host to Association Executives at dinner in the Institute on Friday evening.



Mrs. Betty Peeler, Executive Secretary, Georgia State Association of County Commissioners, and a favorite of her associates.





Association Executives attended the Carolina-Duke game in Kenan Stadium on Saturday afternoon.



Pace of Utah, Cundiff of Virginia, Mrs. A. P. Brown and Mr. Brown of Utah.



Johnston and Sherrill, former Institute staff members; Keyes of Minnesota; Mrs. Johnston; and Aldredge of Georgia.



Watts of Washington, Mrs. Stipe and Mr. Stipe of the Institute, and Grant of Utah.

State Association Executives were dinner guests of Director and Mrs. Albert Coates in their home on Saturday. In the discussion following dinner, Association Executives questioned Mr. Coates about the problems involved in building the Institute of Government and its program of services for city, county, state and federal officials operating within North Carolina.

Those present felt unanimously that this meeting was a landmark for the Conference for all time. By virtue of the combination of fine facilities and genial hospitality of Dr. Albert Coates, Director of the Institute, the Conference was able to cram double value into its sessions. These two days featured the following:

1. Intensive discussion of the big problems facing the National Association of County Officials.

2. Actual observation of one of the famed North Carolina County Government Institutes in operation.

3. Personal contacts, with all the values inherent in them, plus the opportunity to attend one of the South's "big games"—North Carolina versus Duke.

Although more splendid meetings are sure to characterize the Conference's future, those present feel that none can surpass the peak reached at the Chapel Hill sessions.

It is the fond hope of those who have worked steadily in the Conference of State Association Executives that it can make a real contribution to the ability of

American counties to meet the challenge they now face. This contribution must be a quiet one. This contribution must be one of knowledge and of guidance. This contribution must be one of assisting the elected leaders chosen by the people to attain the goals they and the American people have chosen for the nation's counties. If this new group among the family of county organizations can make this substantial but single contribution, it will have realized the dreams of its founders. It will have helped preserve American local government.



Mrs. Albert Coates



Chamberlain of New York, Schneider of Colorado, Watts of Washington, Mrs. Stipe of Chapel Hill, and Grant of Utah.



Albert Coates



Mrs. Stipe, Grant of Utah, Stipe of the Institute, Sisk of Mississippi, Johnston, N.C. State Director of Administration, Pace of Utah, and Cundiff of Virginia.



Brown of Utah, Keyes of Minnesota, Mrs. Aldredge of Georgia, and Mrs. Johnston of Chapel Hill



Winston Stewart of Alabama with Mrs. Brown of Utah (l.) and Mrs. Hodson of Indiana.



(above) Watts of Washington, Director Coates, Chamberlain of New York, Schneider of Colorado, and McCallister of Colorado.



Eastland of Iowa, Cundiff of Virginia, and Aldredge of Georgia. (left)

Executives eat early Sunday morning breakfast in Institute staff lounge before leaving for the Midwinter Conference of the National Association of County Officials in Asheville.

(below) Chamberlain of New York, McCallister of Colorado, Keyes of Minnesota, and Wright and Grant of Utah.





*... And with a saving grace we are putting off regrets for your going until after you are gone . . . You will be our personal guests while you are here—for bed, for board, for game, for all. But you will have to pay your own way out of town, for we will have nothing to do with your going away . . .*

**Albert Coates**  
*Director of the  
 Institute of Government*



Mr. and Mrs. Arthur P. Brown of Utah aboard bus for Asheville.



Association Executives and their wives take a long last look at the Joseph Palmer Knapp Building, home of the Institute of Government, before leaving on a Carolina Trailways bus for the Midwinter Conference of the National Association of County Officials in Asheville. Beside the bus (l. to r.) are: Cundiff and Speck of Virginia, Nicholes of Utah, Eastland of Iowa, McCallister of Colorado, Keyes of Minnesota, Schneider of Colorado, Grant and Mr. and Mrs. Brown of Utah, Mr. and Mrs. Aldredge and Mrs. Peeler of Georgia, Mr. and Mrs. Pace of Utah, Sisk of Mississippi, Stewart of Alabama, Wright of Utah, Chamberlain of New York, Snyder of Iowa, and Director Coates.

## State Association Executives

### Who Attended the Chapel Hill

#### Conference

Alabama: *Winston Stewart*, Secretary-Treasurer, State Association of County Commissioners

California: *William R. MacDougall*, General Manager; *C. W. Bradbury*, First Vice-President, County Supervisors Association

Colorado: *J. Fred Schneider*, Executive Secretary; *Vernon C. McCallister*, President, State Association of County Commissioners

Georgia: *Mrs. Betty Peeler*, Executive Secretary; *James H. Aldredge*, President, State Association of County Commissioners

Iowa: *Paul T. Eastland*, Secretary-Treasurer; *Ward Snyder*,

President, State Association of County Commissioners

Indiana: *Claude Hodson*, Executive Director, County Commissioners Association

Michigan: *W. E. Dennison*, Secretary-Treasurer, President-Elect, State Association of Supervisors

Minnesota: *Ralph T. Keyes*, Executive Secretary, State Association of County Commissioners

Mississippi: *Paul Sisk*, President, State Association of County Supervisors

New Jersey: *Jack Lamping*, Executive Director, Association of Chosen Freeholders

New York: *C. L. Chamberlain*,

Executive Director, County Officers Association

Oklahoma: *William P. Gable, Jr.*, President, National Association of County Recorders and Clerks

Utah: *C. A. Grant*, Executive Director; *Archie Pace*; *Arthur P. Brown*; *F. Rulon Nicholes*; *Lewis S. Wright*, State Association of County Officials

Washington: *R. C. Watts*, Executive Secretary, State Association of County Commissioners

Virginia: *William Speck*, Field Secretary; *W. E. Cundiff*, President, League of Virginia Counties

National Office: *Bernard F. Hillenbrand*; *Jack M. Merelman*; *Allison McArthur*; *Philip Warren*

The Joseph Palmer Knapp Building, home of the Institute of Government of the University of North Carolina in Chapel Hill.



# CONFERENCE PROGRAM

Friday, November 21st Through Saturday, November 22nd  
1958

## FRIDAY—NOVEMBER 21st

### FRIDAY NOON

LUNCH—Institute of Government Building  
WELCOME: Albert Coates, Director, Institute of Government

- 2:00 P.M. First General Session—Bill Speck, Chairman of Conference, Presiding  
“Should More NACO Regional Districts be Organized”  
Discussion Leader—William R. MacDougall, General Manager, County Supervisors Association of California  
(15-minute presentation of subject by leader, followed by a 45-minute discussion period)
- 3:00 P.M. “Financing NACO Through County Service Plan”  
Discussion Leader—Bernard Hillenbrand, Executive Director, National Association of County Officials  
(15-minute presentation of subject by leader, followed by a 45-minute discussion period)
- 4:00 P.M. Inspection of Institute of Government Building and exhibits of the Institute’s work with public officials
- 6:00 P.M. DINNER—Institute of Government Building
- 7:30 P.M. Joint Meeting with County Tax Supervisors School

## SATURDAY—NOVEMBER 22nd

7:30 A.M. BREAKFAST—Carolina Inn

- 9:00 A.M. Observe session of County Tax Supervisors School conducted by the Institute of Government
- 10:00 A.M. Second General Session—Bill Speck, Chairman of Conference, Presiding  
“A Suggested Voting Procedure for NACO”  
Discussion Leader—R. C. Watts, Executive Secretary, Washington State Association of County Commissioners  
(15-minute presentation of subject by leader, followed by a 45-minute discussion period)
- 11:00 A.M. “The Role of NACO Committees and Implementation of American County Platform”  
Discussion Leader—C. A. Grant, Executive Director, Utah State Association of County Officials  
Panelists: Ralph Keyes, Executive Secretary, Minnesota State Association of County Commissioners; W. A. Breedlove, Secretary, Police Jury Association of Louisiana; Winston Stewart, Secretary, Association of County Commissioners of Alabama; A. J. Thelan, Executive Secretary, Wisconsin County Boards Association; Mrs. Betty Peeler, Executive Secretary, Association of County Commissioners of Georgia  
(15-minute presentation of subject by leader, followed by a 45-minute discussion period)

SATURDAY NOON—LUNCH—Institute of Government Building

SATURDAY AFTERNOON—2:00 P.M.—Football Game—As guests of Mr. and Mrs. Albert Coates

SATURDAY EVENING—Open house, dinner and discussion with Director and Mrs. Albert Coates in their home, and an opportunity to meet State and University Officials



**William R. MacDougall**

*William R. MacDougall was born May 1, 1914 in Nevada City, California, the son of a hardrock goldminer immigrant from Nova Scotia.*

*He attended the public schools in Merced, Plymouth and Sacramento, California; graduated from the Sacramento High School in 1930; won the senior class scholarship and attended Sacramento Junior College, 1930-32; won the Levi Strauss scholarship and attended the University of California, 1933-34; attended McGeorge College of Law, Sacramento, California, and graduated with distinction in 1941. He was a member of a multiplicity of student organizations in high school and college, and even learned to spell—winning the California State High School Spelling Championship in 1929.*

*While he was getting his book learning he was scratching for a living as persistently and as resolutely as his hardrock goldminer father. He delivered newspapers for the *Sacramento Bee*, 1927-31; worked part time in the Sacramento High School Library in 1929-30 and in the Sacramento Junior College Library from 1930 to 1932.*

*He was commissioned Ensign in the United States Naval Reserve in 1942; graduated from Officers' Indoctrination School at the University of Arizona, Local Defense School at Treasure Island, San Francisco; Anti-Submarine Warfare School at Butio Luo Island; in 1943 served as officer in charge of Yeoman Services of all patrol craft at the San Francisco Section Base, and summary court martial officer at Yerba Buena Island Base, San Francisco; in 1944 and 1945 served aboard USS Argus and USS Whitehurst on combat duty all over the Pacific Ocean. Came out of service as a Lieutenant in December, 1945.*

*His first full-time job was library page for the California State Library in 1932, a full-time civil service job paying \$65.00 a month. In swift succession he worked as Junior Page for the California State Controller; Account Clerk for the California State Emergency Relief Association; Assistant Disbursing Officer for the State Controller's Relief Disbursing Office; Senior Claims Auditor for the*

*State Controller's Office; Chief of the Bureau of Collections for the State Department of Social Welfare; and Assistant Secretary for the California State Social Welfare Board.*

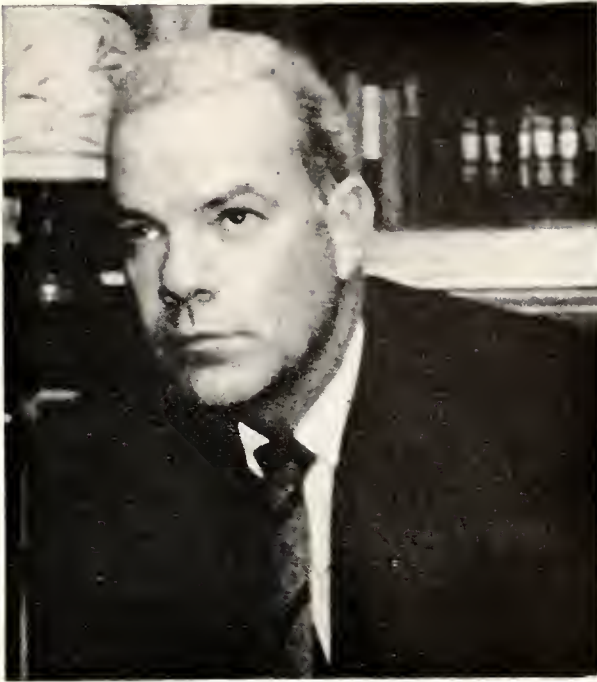
*His present full-time job.* On January 1, 1946, he was retained for 90 days as temporary legal counsel for the County Supervisors Association of California. This temporary retainer became permanent in March, 1951, when he became General Counsel and Manager.

*Other activities of his varied life include:* the founding of the National Association of County and Prosecuting Attorneys in 1950; membership on the California Advisory Committee on Tax Deeded Lands since 1947; on the Board of Directors of the Land Park District Improvement Association from 1953 to 1955; on the Federal Advisory Council on Public Assistance in 1959; on the Governor's Commission on Metropolitan Area Problems in 1959. He has served as Secretary-Treasurer of the Western Regional District of the National Association of County Officials since 1953, and as Chairman of the Conference of State Association Executives of the National Association of County Officials in 1956-57; and is now "about to organize" a national group of county civil attorneys within the National Association of County Officials.

"About to organize"—those words are an introduction to a man who has always been "about to do" something; and, what is more, he has usually and unusually done it. But there is more to him than "doing." He has always been "about to be" something, and what is more, he has always "been" something. What he is grows out of what he was as naturally as coming events casting their shadows before. I do not know his religion, but there is a lot of predestination in his make-up.

He is full of "being" without being full of himself; always in the making without ever being "on the make"; a man of parts—which have been put together in a combination distinctively his own. He is not a lot of plank nailed together—cut and dried and dead; he is all of a piece—a growing tree with the sap rising through it, full of life and growth. No one who knows him doubts that he is, always has been, and always will be, himself and nobody else; moving in his own orbit under the name of William R. MacDougall.

*I saw him last in a committee meeting in the July 1959 sessions of the National Association of County Officials in Detroit.* Time after time committee members from many states turned to him with pointed questions. For two hours or more I watched him take those questions apart, find out what they meant, and put the parts back together in ways that somehow gave satisfying answers. Here, I said to myself, is a man whose tongue is directly connected with his brain and with no short circuits in between. His performance brought me to my feet at the end of the meeting saying: "Mr. Chairman, now that this meeting is over I want to say that William MacDougall ought to go to his room, get down on his knees, and thank his God, or his parents, or himself, for giving him a mind that automatically throws out trash, and comes to grips with every question before him with all the clarity of light." I repeat that saying now—with the observation that, like Kipling's American, "he turns a keen untroubled face home to the instant need of things," and with the further observation that he is no less American in his thinking because he is Californian to the core. And to this statement I sign the name of Albert Coates, Director of the Institute of Government of the University of North Carolina in Chapel Hill.



Richard C. Watts

Richard Watts started in Memphis, Tennessee, on January 8, 1910, and has been going ever since.

He went to public schools in Virginia and Texas, did college work at Randolph-Macon and V.P.I. in Virginia, and worked his way through the University of Texas as student assistant to the Faculty Committee on Public Relations and special assistant to the President. He held buckle and tongue together by lectures and laboratory classes in astronomy; by writing and producing radio programs; and my handling publicity for the University's share of the Texas Centennial.

He graduated from the University in 1938, got married in September, and became the first manager for radio station KTBC in Austin; left KTBC to become public relations director for the Texas State office of the National Youth Administration; and then went to the La Villita project in San Antonio as publicity director. He went to Washington State in 1941 around Pearl Harbor time and from there to sea as an Ensign in World War II; covered the Pacific from Amchitka, Alak and Attu to the south side of Australia, and the Indian Ocean, hit Somoa, Eniwetok, Saipan, Okinawa and Ie Shima, and emerged unscathed with the rank of Lieutenant Commander. He came back to Washington State in 1945 as city editor of *The Daily Olympian*; and in 1946 became full-time Executive Secretary of the Washington State Association of County Commissioners. He has been circuit riding ever since for counties and county officials and county government in the State of Washington with a zeal fully as religious as his father felt for the Y.M.C.A. or his circuit riding grandfather felt for the Methodist Church.

While carrying on his full-time duties with the county officials he has worked on the Pacific Coast Board of Governmental Relations, the State Civil Defence Council, the State Council for Highway Research, the Governor's Citizens' Committee for State Reorganization, the Western Governmental Research Association and served as advisor to the Governor's Tax Advisory Council. As if this were

not enough, he runs a farm with a herd of purebred Aberdeen Angus cattle, and carries membership card Number One in the Washington Aberdeen Angus Breeders' Association. He has co-authored a text on county government in Washington State and a history of its statutory development, written four manuals for the guidance of county officials, collaborated in the preparation of three others, pioneered in the development of the inspiring project of the Puget Sound area which is his pride and joy. I have been told by a man who knows him well and looks at him through dispassionate eyes that he delights "in carrying fewer titles, knowing more about more people's troubles, and doing more work in any given period of time than any other public official in Washington State."

Richard Watts may not be the "Presiding Elder" his grandfather was, but he is a circuit rider. He may not be the "International" his father was, but he is cosmopolitan. He is not a hell raiser and wants peace in all gatherings on reasonably intelligible terms; but he plays more hell in his own artistic fashion in taking stuffing out of stuffed shirts, in letting wind out of windjammers, in frying fat off mental processes, in showing up the fuzziness in fuzzy thinking—by questions so simply phrased, so softly spoken, so surely aimed by a native instinct for the jugular that the issue is often decided before the talker knows it is in dispute. And yet so gently does he use his skill that not even a moth is in danger from his questions—provided the moth is looking for the light! He may not always clear up confusion by his questions, but he comes pretty close to making the confusion clear.

He says of himself that he has written more by-law language, caused more arguments and won fewer battles in NACO than anyone else in NACO except one other person; and that he is cordially hated by more people (at least twice as many) as that other person. I do not know about the first of these statements, but I am sure the last one is not true. For I have come to see him as a presence which sometimes disturbs his fellows with "the joy of elevated thoughts" in moments when they do not want to think at all. And, to make matters worse, he winds up his sentences with question marks which call for answers when he might have ended them with periods which permit a mental rest.

One of his Socratic questions begets another, and every answer which ought to settle the matter in hand provokes still another question until the object of his questions brushes off the dust or becomes a part of it. His picture on this page was taken in the living room of my home in Chapel Hill. He has just asked me a question that has put me up a tree and is waiting for me to find my way down. When I can, he becomes a man of vision and insight; when I cannot, I have no doubt whatever about his relative position in the animal kingdom.

Thus did Socrates disturb the youth of Athens to their delight; and thus did he disturb Athenian elders to their annoyance. If Richard Watts is ever offered the cup of hemlock on condition that he quit his questions, I have no doubt that he will drink it—but not without questions. And if, as, and when the hemlock takes effect, Phaedo will be around him, and Simmias, and Cebes, and Crito, catching and fielding his questions to the end. And along with them, sitting in as a fascinated observer if not as a believing disciple, will be another friend with the name of Albert Coates, Director of the Institute of Government of the University of North Carolina in Chapel Hill.



**CLARENCE L. CHAMBERLAIN, *Executive Director***  
**County Officers' Association of the State of New York**  
***1959-1960 Chairman, Conference of State Association Executives***

Clarence L. Chamberlain, Executive Director, County Officers Association of the State of New York, was born at Port Dickinson, N.Y., June 17, 1893. He was educated in Binghamton schools and received his law degree from Syracuse University in 1915.

A veteran of the first World War, Mr. Chamberlain has a long record of public service. He was town of Dickinson justice of the peace, village of Port Dickinson police judge, a Broome County supervisor and then county attorney for Broome County 15 years.

He entered state service March 13, 1943, and was an Assistant Attorney-General, Chief Mu-

nicipal Consultant and Associate Counsel in the Department of Audit and Control. He is a former president of the Board of Education, Consolidated Union Free School District, towns of Dickinson and Fenton, and was a member of the Uniform County Law Commission.

He is a member of the Joint Legislative Committee on Fire Laws, the Local Government Advisory Board of the New York State Executive Department, the Joint Legislative Committee on Water Resources, the Citizens Council on Traffic Safety, and Chairman of the Executive Secretaries of the National Association of County Officials.

## Greetings

(Continued from page 9)

one who will be the commissioners' man, working with the commissioners themselves. I am happy to introduce my colleague, Alex McMahon.

Years later, when Mr. Vaughan got sick, I asked Alex to carry on his secretarial duties for him as a gesture of courtesy and appreciation until he could come back on the job. Alex did this work so well that when Mr. Vaughan resigned, the Board of Directors of the State Association took him on as a part-time Secretary-Treasurer on top of his full-time job with the Institute of Government. He did this job as part-time Secretary so well that they took him on as full-time Executive Secretary on February 1, 1959, when he quit the Institute of Government altogether. A salary \$2,500 higher than the highest paid member of the Institute staff, along with other considerations, had a pulling power the Institute of Government could not match.

As he leaves his full-time job with the Institute of Government to build a full-time job with the State Association of County Commissioners on the foundations laid by John Skinner and Henry Vaughan, it is fair and proper for me as Director of the Institute of Government to say that in many years of working with many men on the Institute staff I have never lost a colleague with a better personality, greater drive, more intense application to the job in hand, or one whom I have more completely trusted, or one I hated more to lose. In my opinion the officers and directors of the North Carolina Association of County Commissioners could not have found a better man to fill this full-time job.

### RELATION OF TWO FULL-TIME OFFICES IN COUNTY SERVICE

The news story announcing the opening of a second full-time office showed no intent on the part

of the officers and directors of the County Commissioners Association to withdraw from their long standing association with the Institute of Government. According to the news report, Carson Bain, First Vice-President of the State Association then and President now, "stressed that a full-time executive will allow the Association to work even more closely with the Institute of Government. Institute recommendations also can be carried out more effectively since the Association now has a man whose job will be to work in that direction." Both Bain and Perkins, President of the State Association then, praised the Institute's work as making possible "better government at less cost." Their attitude was confirmed and reemphasized in another story carried in the *Greensboro Daily News* on the following day, saying: "In signing up the current assistant director of the Institute, commissioners stressed that their association with, support of, and need for, the Institute's findings will be even more important than when they had no full-time executive."

President Perkins and Vice-President Bain followed up this statement by giving their personal assurances to the Institute Director that they expected the Institute of Government to continue giving the County Commissioners the services they had long been giving them on an even wider scale and in even more intensive fashion; that in starting a second full-time office with a full-time Executive Secretary, they had no intention of overlapping or duplicating or in any way competing with the full-time office working for the County Commissioners already established in the Institute of Government.

Alex McMahon's distinctive performance in fighting for the interests of counties in the 1959 General Assembly gives the State Association of County Commissioners the satisfying assurance that they have found, in the words of their former President, J. Vance Perkins, ". . . someone

to represent our interests before committees of the General Assembly, before state study commissions, before state agencies with authority to make decisions affecting county government, and with other organizations and agencies whose activities affect county government."

The services performed by Alex McMahon for county officials during his ten years as Assistant Director of the Institute of Government have been taken over and will be carried on by his former colleagues on the Institute staff. These services include:

*Continuing studies of county government in the one hundred counties of North Carolina;*

*Setting forth the results of these studies in guidebooks, special reports, periodic bulletins, and the monthly magazine, POPULAR GOVERNMENT;*

*Teaching them in statewide, district and local schools for county officials;*

*Illustrating them in a governmental laboratory to demonstrate the different ways different counties have of doing different things, in the effort to find out better ways of doing all things, and helping to raise the level of county government by lifting the poorest practices to the level of the best;*

*Transmission of the results of both studies and experience through a Clearing House of Governmental Information,*

Bringing to county commissioners and other county officials in every county courthouse the methods, practices, and techniques in use in every other county courthouse in North Carolina,

Keeping them in touch with the progress of county government in all of the states in these United States,

Keeping them in touch with state and federal agencies in Raleigh and Washington working in the county field,

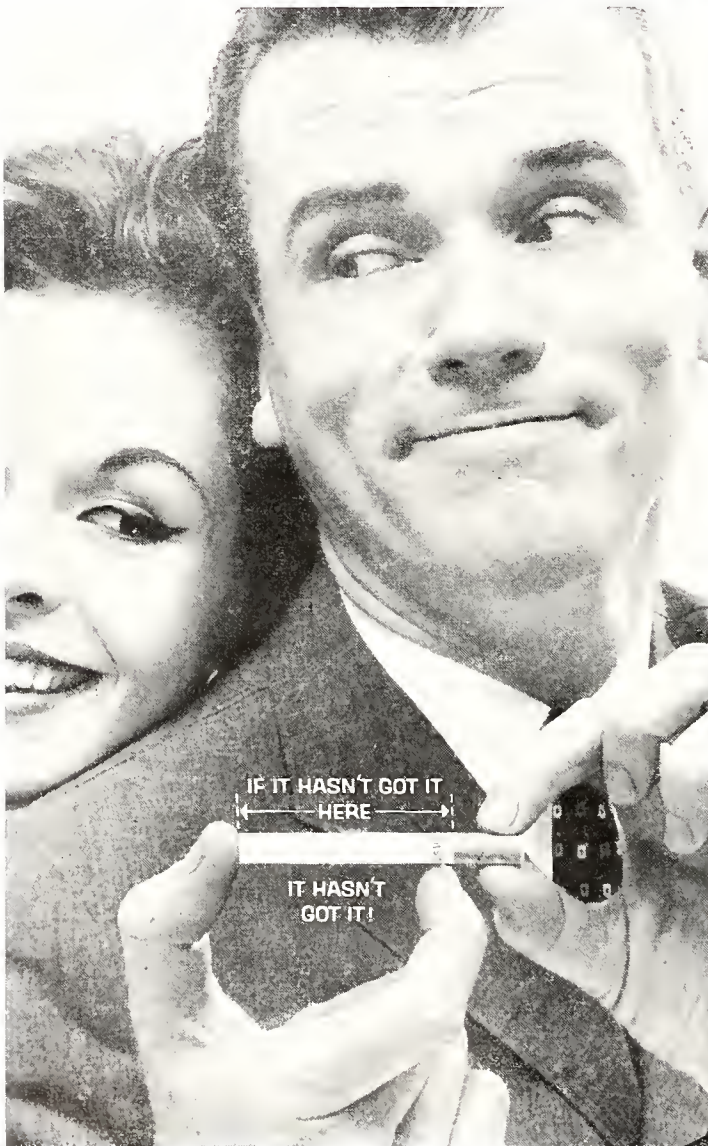
Bringing to county commissioners and all other county officials by mail, telephone, and personal visits the knowledge and skills of 21 staff members dedicated year in and year out to the continuous services of the cities, the counties, and the State of North Carolina.

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