

POPULAR GOVERNMENT

September 1962



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The End of an Era



POPULAR GOVERNMENT

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Chancellor William B. Aycock of the University of North Carolina and Director John L. Sanders of the Institute of Government congratulate Albert Coates, the Institute founder and director for thirty years, for his unique contribution and distinguished service to the University and the people of the state.

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A Special Report

"THE OLD ORDER CHANGETH . . .

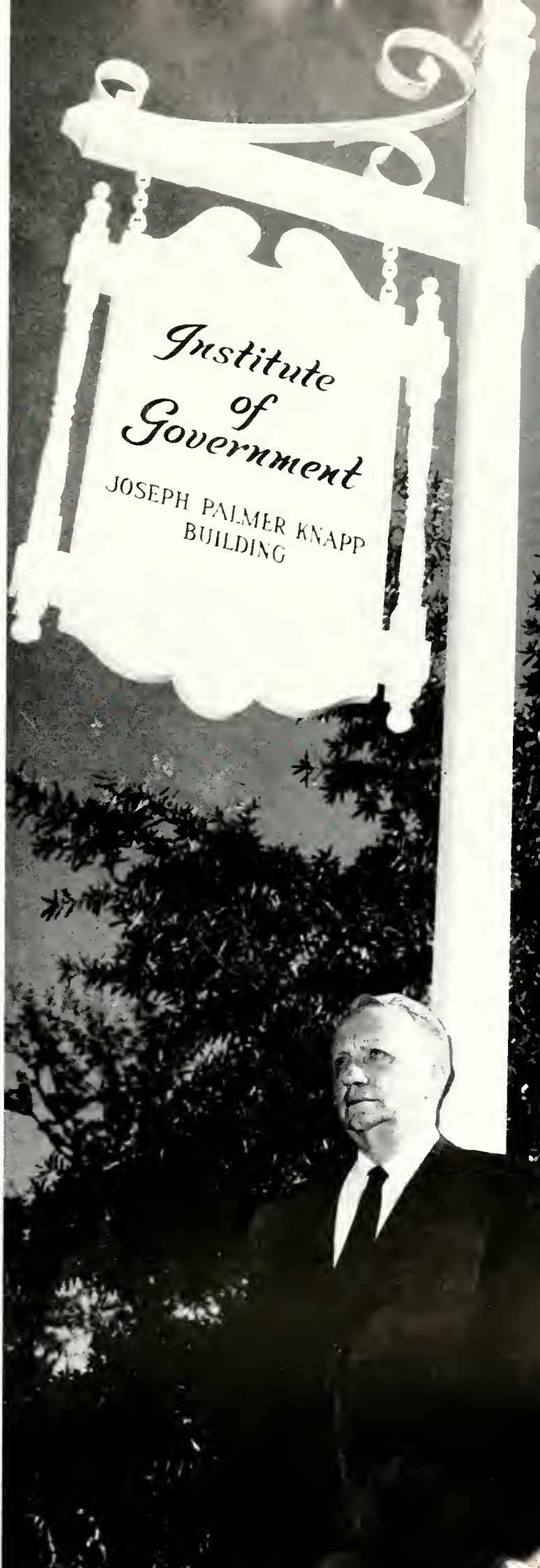
By Elmer Oettinger

Assistant Director, Institute of Government

"No people can ever become a great people by exchanging its individuality, but only by encouraging and developing it. We must seek out and appreciate our own distinctive traits, our own traditions, our own deep-rooted tendencies, and read our destiny in their interpretation."—CHARLES B. AYCOCK, Governor of North Carolina (1901-05).

It is perhaps one measure of Albert Coates that he placed the above quotation from Governor Aycock at the beginning of his "Story of the Institute of Government," for underlying and undergirding his concept of the Institute of Government were the individualistic roots and traits, traditions and tendencies, of North Carolina, molded toward a better destiny in terms of effective popular government.

It is perhaps another measure of the man that amid the thousands of books and pamphlets, guidebooks and special studies, bulletins and articles and biographical and bibliographical materials housed in the Institute of Government library, offices, and alcoves, no biography of Albert Coates is to be found other than the succinct one-paragraph notation in an old *Who's Who in America*. There are fragments, published in articles about the Institute of Government which have appeared through the years in such magazines as *Reader's Digest*, *Saturday Evening Post*, *Newsweek*, *Collier's*, *Time*, *American City*, *Pathfinder*, *National Municipal Review*, and *The County Officer*, but in the Institute files there is no real chronicle of the events of his life or effort to evaluate his achievements. It is true that he has been the subject of numerous newspaper editorials and columns (some of which may



be reprinted on these pages later), yet his name is rarely mentioned or his picture shown (other than on articles he has authored) in the pages or on the cover of *Popular Government* from its inception in January 1931 to the present. Although his work attracted so much attention that he was called on to tell his story of the Institute of Government to gatherings of officials and private citizens in at least twenty states—ranging from Florida to Oregon, from New York to California—he has never released a story to the press on any of these out-of-state invitations, nor been known to seek personal publicity about his many and varied public activities, with the result that most of them never reached public print nor the air—or TV—lanes.

It is certainly a measure of the man that in the almost 40 years since the Institute of Government germinated in his mind the organization has grown from one part-time staff member to more than twenty professional men (plus research assistants, library personnel, business office personnel, secretaries, part-time law student researchers, and janitors); that since 1942 it has been an integral and growing part of the Greater University of North Carolina; that its ability to contribute to good government in North Carolina has been sparked and paced by his own dedication and tireless effort; and that the Institute of Government itself has been built into and outgrown two buildings—the first now housing the offices of the Consolidated University and the second about to burst its seams in seeking to meet the instructional and practical needs of teaching, training, and publishing for more than 10,000 public officials a year.

It is a measure of the man that he is a remarkable paradox: a rugged individualist who has always sought greater cooperation at official levels and received it most of all perhaps from a devoted wife, whose name has been almost as much a synonym as his for the Institute of Government; a man of creative ideas and promotional instincts who has become known for the organization he has welded into reality and its deeds; a prolix, though entertaining, writer and speaker, yet a concise and incisive thinker; a man with a one-track mind and a single purpose, yet with a vast store of knowledge in other fields ranging from literature to psychology, and a record of successful action and preachment in other areas extending from a lieutenantcy in the U.S. Army to a teaching fellowship in English; a down-to-earth man of rural upbringing and boisterous sense of humor who could graduate with honors from Harvard and both speak to and write for the most learned societies and scholars; an avid and vigorous walker with a record of robust health who has no time for, or apparent interest in, sports or athletics of any kind; a scourge to those he deems to be less conscientious or energetic than they should be, but a fiercely loyal friend or advocate for those in trouble or in need of support; a successful entrepreneur in public service by any standard, but a constantly fearful and vigilant watchdog lest the gains be reduced or destroyed.

Another measure of the man is the recognition and acclaim which have come to the Institute. Every governor of North Carolina, beginning with Gardner and Ehringhaus, and including Hoey and Broughton, Cherry, Scott, Umstead, Hedges, and Sanford, has praised the Institute and its work and called upon the organization for varied and continued service to the state. County and city officials and their governments have been equally as responsive and perhaps even more so in seeking out the Institute for teaching, training, publications and a resultant constant improvement of the functioning of the law and government in books and in action. President Franklin D. Roosevelt called upon other states to follow the leadership of the Institute of Government. Officials from other states

and nations through the years have come to the Institute in increasing numbers to witness its work, make use of its services, and take back ideas to their own jurisdictions. And under Coates the Institute's work has been local, statewide, interstate, and national in scope and has been concerned with the legislative, the executive, and the judiciary.

Perhaps the most remarkable aspect of Coates is that he has been able to sell his dream of the Institute and its worth to so many able men to the point that they have been willing to make his dream theirs and devote segments of their lives and fortunes to trying to bring it to fruition and an ever greater reality. One early staff member, Dillard Gardner, now marshal of the North Carolina Supreme Court, expressed it this way: "Of course, there were times of frustration and of irritation, but as I look back, I realize that had you been a methodical, systematic, traditional personality—there would never have been an Institute. To me the grip of the Institute idea upon you has always been understandable. The miracle is that the rest of us took your dream, made it our own, and equally became slaves to it. Driven by the throbbing dynamics of a great idea the impossible is done as a matter of course and miracles become a commonplace. In a sense our faith was greater even than your own, for we had to believe not only in the 'idea' but also in you. However, in a more realistic sense, it was the greatness of your own faith which fed our own and renewed it. Institutions, indeed, are the lengthened shadows of men, but it is ideas which lift men's heads to the sun and thus make shadows."

Coates himself, writing about his colleagues, has said: "They . . . shot their arrows into the blue and I saw them 'burst into flame' and like 'stars unloosed from heaven' leave 'a trail of light across the sky.' I know what I am talking about because I went forward in that light. In them I saw the Institute of Government become flesh and dwell among us. In them I saw it live and move and have its being. They had 'bodied forth the form of things unknown,' turned 'them to shapes,' and given 'to airy nothing a local habitation and a name.'" His significant conclusion is that "the Institute of Government is the lengthened shadows of many men from 1933 to 1962."

For three decades Coates and the professional staff of the Institute have worked to help close the gap between government as taught and practiced, between overlapping and conflicting governmental units, between outgoing and incoming officials, and between the people and their government. Under his leadership the staff has done countless basic studies of governmental problems; written and published the results of their studies in hundreds of guidebooks, special studies, articles, and bulletins; addressed numerous governmental, professional, and civic groups; taught and trained many thousands of officials at local and state, and even national levels, in fields ranging from law enforcement to city, county, and state administration; and inspired action in other states which have come to and copied the work of the Institute. If the Institute under Coates has not brought about a millennium in government, surely through his knowledge, leadership, and guidance it has helped to instill, preserve and project a background for and spirit of competence, honesty, ability, insight, understanding and integrity among public officials in North Carolina and beyond its borders.

More than that, from Coates' dream has come a dynamic reality which has momentum as well as tradition. If his name does not adorn either the Institute building or any other structure, it is nonetheless emblazoned in the minds and hearts of the people and officials of his native state and indeed of others around the nation and world who have come to know what he has done and done with distinction.



The new director of the Institute of Government and his family are shown in this warm and happy picture. John Sanders, with wife Ann and daughter Tracy, relaxes at home.

... YIELDING PLACE TO NEW"

The new director of the Institute of Government at the University of North Carolina is John L. Sanders. On September 1 Sanders took over the directorship of this unique organization from Albert Coates, who retired after more than thirty years of invaluable service as founder and director of the Institute. Coates will continue as Professor in the University Law School.

Sanders assumed his new duties immediately upon returning to the Institute following a year's leave of absence, during which he served as secretary to the Governor's Commission on Education Beyond the High School. He was granted an unusual leave from the Institute for that purpose by University of North Carolina President William D. Friday and Chancellor William B. Aycock at the request of North Carolina's Governor, Terry Sanford.

The roots of the new director, like those of his predecessor, lie deep in North Carolina soil and tradition. A native of Four Oaks, he comes, by coincidence, from the same county—Johnston—as Coates. In six short years at the Institute, he has made it clear—through the force of his character, personality and ideas—that he has qualities and traits of leadership in the best North Carolina tradition. During this period he has won the respect and esteem not only of his colleagues, but of officials and private citizens throughout the state who came to know him and his work.

It was Chancellor William B. Aycock of the University of North Carolina who in May decided that the Institute of Government should be placed in the capable hands of John Sanders. It is a safe assumption that, while in one sense the new director may follow in the large footsteps of his predecessor, he will make his own imprint on the work, directions, planning, services and future of the Institute of Government. For Sanders sees in his new position a special responsibility. He feels that taking over as director of the Institute from Coates is in itself a major challenge. He says: "Mr. Coates has done something that few men ever do. He has created an institution that is bigger and longer lasting than himself."

With characteristic calm, Sanders analyzes the Institute's essential strength as twofold: First, a recognized and respected tradition of thirty years of service to officials at all levels of government; and second, an experienced, able, and dedicated professional staff which provides continuity and effectiveness to the work of the organization. His plans and ideas for the future of the Institute will be unfolded at appropriate times. In this connection he makes it clear that expansion and augmentation of the Institute of Government personnel and program are requisite and the careful and early acquisition of additional manpower a first need to help answer the requests of additional

services in many areas. He also places prime responsibility and credit for Institute achievement on the coordinated effort of individual staff members, and expects to run an experienced and efficient organization.

Sanders joined the staff of the Institute of Government as an assistant director in 1956. In addition to his new responsibilities as director of the Institute, he is an associate professor of public law and government at the University. Prior to his association with the Institute, he served as law clerk to the late United States Court of Appeals Judge John J. Parker and then as an associate in the law firm of Manning and Fulton in Raleigh. Sanders received his A.B. and law degrees from the University of North Carolina in Chapel Hill, having been awarded a Doctor of Laws degree in 1954. He is a member of the North Carolina Bar Association and the State Bar.

His services at the Institute of Government have been many and varied. He has done extensive research and writing in the field of state government and administration. Much of this work has been invaluable for state agencies, state commissions and the North Carolina General Assembly. From 1957 through 1961 he was in charge of the Institute research staff services to the Commission on Reorganization of State Government and in 1961 to the General Assembly. Among his numerous publications, prepared for study commissions and other organizations and groups which the Institute of Government serves and for the Institute magazine, *Popular Government*, are the following: "The Proposed Constitution of North Carolina: An Analysis;" *Housing State Government: A Review, 1792-1957; A Report on the Convention of the People in*

North Carolina, 1776-1958; Constitutional Revision and Court Reform: A Legislative History; Data on North Carolina Congressional Districts, State Senatorial Districts, and Apportionment of the State House of Representatives; Maps of North Carolina Congressional Districts, 1789-1960, and of State Senatorial Districts and Apportionment of State Representatives, 1776-1960; "Legislative Representation: 1961," (series of three articles); *North Carolina Constitutional and Statutory Provisions with Respect to Higher Education; The North Carolina Executive Budget Act Topically Arranged.*

The Institute which Sanders will head was founded by Coates as an instrument for honest and efficient government. Its staff of trained attorneys at law, political scientists, and planning and law enforcement experts has taught and trained many thousands of public officials over the years, and the organization has become a model for emulation in other states. The Institute has made many studies for state and local government, and has served as a clearinghouse of information and a place for conferences and meetings for government at all levels. At the present time more than 8,000 officials gather yearly for Institute training courses, and its publications reach into governmental offices and libraries throughout the nation.

Sanders, at thirty-five, continues a tradition of youthful leadership at North Carolina—the oldest state university in the nation. His appointment has won favorable comment. Under his direction the Institute is expected to continue, expand, and deepen its flow of services in the cause of good government, and to demonstrate even more clearly and significantly its role in serving the State, its people, and the University of which it is a part.



ALBERT COATES AND THE INSTITUTE OF GOVERNMENT

The following statements on Albert Coates and the Institute of Government were made by State leaders on the occasion of Dr. Coates' retirement as director of the Institute.

Governor Terry Sanford:

North Carolina's famed Institute of Government is a monument to the vision, the devotion and the sweat of Albert Coates.

In scores of ways Dr. Coates and the Institute of Government have exerted an influence for good on North Carolina government—all the way from the town hall to the State House. Every single agency in the broad scope of North Carolina's local and State government has enjoyed the attention and the assistance of the Institute of Government.

Public officials performing duties as different as State highway patrolmen and State legislators have benefitted from the work of Albert Coates, and all of the people of the State have enjoyed the benefits.

The magnificent building which now houses the Institute of Government is a concrete symbol of Dr. Coates' life and contributions.

But more important are the intangible benefits found in the more efficient government and the strengthened democracy all across North Carolina.

Consolidated University President William Friday:

The achievement of Albert Coates and his wife, Gladys, in the Institute of Government is a thriving example of individual influence for social betterment. It is a model in our generation of the State University justifying its historic purpose—fusing resources of mind, labor and spirit and releasing the benefits into the organic life of the state.

We salute the enduring University ideal. We see its fulfillment in their work. We salute the gracious man and lovely woman whose genius and joy in striving still flourish among us.

Senator Everett B. Jordan In the U. S. Senate:

We in North Carolina take a great deal of pride in the fact that our state stands unusually tall in the ranks of responsible government. If we have made a mark of any kind in history, it has been a deep impression of sound and efficient state and local government. For many years good government has been a habit in North Carolina.

What we have been able to accomplish in this connection has been due, in large part, to the leadership of Albert Coates and the Institute of Government.

U.N.C. Chancellor William Aycock:

On the occasion of the retirement of Dr. Albert Coates as Director of the Institute of Government and his return to full time teaching in the Law School, we pause to express profound appreciation to him and to his wife. Creative ideas usually have one parent. Rarely do they have both father and mother. But occasionally one is blessed with both, and the Institute of Government is living proof of it. Because of their hope, vision, energy, effort and achievements, the eternal quest for better government will proceed more efficiently, more effectively and more expeditiously. The Institute of Government provides a suitable home in which public officials may study and learn. It will become more and more a center of creative thought to improve the administration of justice. To its architect, founder, builder and first director we shall be forever grateful.

University Board of Trustees:

No North Carolinians ever proved greater love for our State and few men or women in our history have rendered such lasting service to our people. . . . May Heaven's blessings attend the great family of Coates always.

STAFF TRIBUTE

to Gladys and Albert Coates

(Editor's Note: The following remarks were made by Assistant Director Donald Hayman on behalf of the Institute of Government staff in presenting a gift of silver goblets and tray to Albert and Gladys Coates on the evening of August 28, 1962, in the staff lounge of the Joseph Palmer Knapp Building.)

Last April when we were informed that a new director would definitely be named on May 14th, the staff met and made plans for this occasion to be held in May. We wanted to be the first to honor you because you first honored us by asking us to join you in building the Institute of Government. We wanted to be the first to honor you because you have always put the Institute and us first.

However, if this were May, we would still not be the first to honor you nor the last—that has been done by city, county, and state officials of the past and present generations and will be done by others who are touched by the Institute's programs in the future.

It has been said that the most fragile thing in the world is a new untried idea, and that the strongest force in the world is an idea whose time has come. You took the university extension idea of Branson and Edward Kidder Graham and with a spark of genius applied it to the public officials of North Carolina. We regret that the date of birth prevented us from sharing your experiences when some failed to recognize the power of your idea or that its time had come. We are grateful for those former staff members who caught the vision and were here to breathe life into your dreams.

Tonight, when the concept of a university of public officials is acclaimed throughout our nation and around the world, it is easy to honor you. We believe that history will honor you as we honor you—for your creativity in

adapting an idea, for daring to dream, and for your selfless devotion to that dream.

Mrs. Coates, as the serene first lady of the Institute of Government, you have been a charming and gracious hostess, a thoughtful and sympathetic friend to families and to wives. Your long hours of work, your appreciation of beauty, and your artistic touch have made the Institute's successive homes, buildings of beauty and the pride of the entire University community and the State. But even greater in importance has been your devotion to your husband and his dreams.

Mr. and Mrs. Coates, thank you for giving birth to the Institute, for nurturing the Institute through infancy and adolescence, and for giving the University, the State, the nation, and the world a unique gift.

Our gift to you is but a symbol of our affection and appreciation and of the affection and appreciation of many former staff members who think of you, and will always think of you, as the Institute's First Lady and as colleague.

This gift is also a symbol of our desire and firm resolve to honor both of you in the only appropriate way—by plain hard work in the years ahead to achieve the complete fulfillment of your dreams.

To paraphrase the words of the O. Max Gardner Award which last Friday were read on the floor of the United States Senate, "May Heaven's blessings attend Gladys and Albert Coates always."

RESPONSE

Thanks from Gladys Coates

The exquisite tray and the enchanting julep cups bring freshly to my mind the words of Keats—

*A thing of beauty is a joy forever:
Its loveliness increases; it will never
Pass into nothingness.*

We shall enjoy them all the days of our lives for their own beauty and for the remembrance of you and a wonderful evening. And we shall always treasure in the coming years the gracious words of presentation.

Thanks from Albert Coates

I am a moonlight, magnolia, and mint julep man. I love every one of these things for itself alone. Put them all together—in these silver julep cups, on this silver tray, in this golden company—and there is a mixture richer than the sum of all its parts.

It is written in the scriptures that it is more blessed to give than to receive. I do not believe this saying was intended to cover a person on the receiving end of a silver tray filled with sixteen silver julep cups.

When I was a little boy living out in the country from Smithfield, the Sunday School would give us a card with a picture and a golden text for each Sunday morning lesson. One of these cards comes across a span of sixty years and is in mid-air before me now. It has a picture of a bright and beautiful angel coming out of the clouds onto the mountain top, and under it the golden text: "How beautiful upon the mountains are the feet of him that bringeth good tidings." All of you look just like that bright and beautiful angel on the picture card.

Years ago a building contractor in Chapel Hill said to me: "Lawyer Coates, what is your understanding of socialism?" "I don't know," I replied, "what is yours?" "Well," he said, "after listening to the faculty and reading



Albert and Gladys Coates admire the silver goblets and tray presented them by the Institute staff on the occasion of his retirement. Mrs. Coates worked side by side with her husband through the years to make his dream of the Institute become a reality.

the papers, the best I can make out is that socialism means—what is mine is mine, and what is yours is mine and yours too.'

In that spirit this tray and these julep cups are yours and ours too. We will hold them as tenants in common along with you. We want the Institute to call for them and use them as its own on ceremonial occasions. We want everyone on the Institute staff to call for them and use them as his own in gatherings in his home. And in between your using times, we shall use them as long as we live, and will them to the Institute of Government in the end.

That goes, too, for the silver service and candelabra coming to us from the State Highway Patrol, and for all other gifts coming to us through our relation to the Institute of Government. It goes for our home and everything that's in it. In short, we hold ourselves and our belongings in trust for the Institute of Government and all who belong to it.

Years ago I read about a man who left his work unfinished, saying: "My dreams will come true to other men." I do not have that much conceit; for my dreams have already mixed with dreams of my colleagues to the point that I cannot always tell where my dreams leave off and theirs begin. Let us say that the dreams of all of us in the Institute have mixed with the dreams of those who have

gone before us, and will mix with the dreams of those who come after us, in the spirit of all for one and one for all—and let it go at that.

Robert House told me not long ago that leaving the chancellorship of the University involved no great climatic moment. He said that in his college days in Chapel Hill he would get on the train to go to his home town of Thelma for the Christmas holidays, strike up an acquaintance with a stranger, and in the middle of a fascinating conversation hear the conductor coming through the car crying out—"Thelma, Thelma!" He would then turn to his companion and say, "I'm sorry, but this is where I get off the train—at Thelma."

And that is the way I find it now. I am getting off the train at Thelma, with my desk full of loose ends and unfinished business which will be picked up, carried on, added to and subtracted from by my successors who will go along in their own way as I have gone along in mine. Individual directors of the Institute will come and go. Individual colleagues will come and go. But the Institute of Government, like Ol' Man River, will keep on rolling along—with added sweep and power as every man on the staff builds his division of the Institute to a size as great as the Institute of Government today, and the whole continues to be greater than the sum of all its parts.

[This address was delivered at the Fifty-Fifth Annual Convention of the North Carolina Association of County Commissioners, Morehead City, North Carolina, June 19, 1962. It will be printed in the 1962 County Yearbook of the North Carolina Association of County Commissioners.]

THE FUTURE OF COUNTY GOVERNMENT

by **George H. Esser, Jr.** *Assistant Director, Institute of Government*

Too many governmental officials today, when asked to act in the present with an eye for the future, react as did Albert Einstein when questioned by a newspaper reporter more than thirty years ago. He said in response to a question: "I never think of the future. It comes soon enough." As a man who did so much to shape the world we now live in, I doubt that he meant what he said. Certainly we cannot afford this luxury in local government today.

We live today in an expanding, mobile, industrial and increasingly urban society. Our society prizes material wealth, technical achievement, and individual freedom. It tends to demand a greater quantity and higher quality of governmental services without being willing to face the costs. Daily you are told to be prepared for more people, for expenditures which will increase at a faster rate than the tax base, and for additional county services as the pace of urban development quickens and spreads out from the cities. You are told to be as concerned with economic development and land use and the need for community colleges as you are now concerned with public schools and public welfare.

I am not here to question whether the county has any future. Those who argue that the county is inefficient, is unable to meet the challenges of urban growth, and is an obsolete relic of an agrarian society, are themselves guilty of obsolescence. While it may be true that county boundaries hamper intelligent regional development, so also do city boundaries hamper intelligent economic development within a county. And

so also do state boundaries constitute illogical barriers.

Far more students of American government are re-discovering the county as the most logical basis for effective local government in an urban society. Your national organization is effectively describing the potential of the county. And one of the reasons that the reputation, the potential strength, of county government is now everywhere recognized is that counties in a few states, and notably in North Carolina, have demonstrated that while times change, counties can change with them.

Because the county differs from state to state, because it has different functions, different standards, and different traditions from state to state, I shall not deal generally with counties today. I shall deal with North Carolina counties. On what does the future of county government in North Carolina depend?

To fulfill its potential, county government in North Carolina must do these things:

1. It must continue into the future those traditions of integrity, of willingness to experiment, and to learn from experimentation, and of ability to perform that characterize county government today.

2. It must become increasingly the focal point for the system of government in this state—responsive to the people, cooperating and coordinating with the cities, and exercising a responsible influence on the policies and programs originating in Raleigh and Washington.

3. It must, with help from the General Assembly, reorganize to meet

new responsibilities more effectively, to permit the commissioners to concentrate on legislative policy, to place administrative responsibility in competent hands, and to provide for more effective political leadership.

4. Finally, county government must be willing to accept change, to accept responsibility for new activities, to keep uppermost as its objective what Thomas Jefferson stated to be the first and only legitimate object of good government—"the care of human life and happiness."

Continue into the Future the Traditions of the Past

What the North Carolina county becomes during the next thirty years must surely be based on the foundation built by the state and its counties during the last thirty years. Ralph Waldo Emerson best expressed why this is so when he said a century ago, "Government has been a fossil; it should be a plant." In many states county government has been a fossil, its administration frozen within constitutional limitations which reflected the wisdom of the early 19th century and which now reflect the folly of the 20th century. And too frequently county officials have followed this same pattern, devoted to the status quo, concerned not for the care and happiness of human beings but for the forms of the past and the tax bills of the present.

The people of North Carolina can take pride that county government has grown, developed and blossomed during the last three decades. It is significant that some of the strengths of county government today had their origin in emergency action to save

the counties from bankruptcy during the depression. But even those emergency actions were based on traditions that extend far back into the last century.

Some of the features of county government in this state that should help us to face the future with confidence bear repeating.

1. First there is the tradition of responsible, county-wide government. It is interesting that a local governmental structure that was more Whig than Democratic in the 19th century, more conservative than liberal to the Jacksonian Democrat, has been translated by North Carolina in the mid-20th century into a more effective unit of government than all of the local governmental structures in the Northeast and Middle West. The answer, I think, lies in the fact that times changed and the North Carolina county changed with them.

2. Equally as important is the tradition for integrity in government—a tradition that has been reflected in State concern for the county and the city as well as general public concern for the State. This is the tradition that resulted in the courageous action during the depression to transfer to the State those functions for which the property tax could no longer provide revenue but for which the State, with its superior revenue sources, could. Certainly this record is in striking contrast to the inability of the great State of Michigan to face up to the failure of its revenue system to produce the funds necessary to pay its bills on time.

3. This tradition of integrity complements, or perhaps gave rise to, North Carolina's willingness to experiment. No one would argue that state responsibility for secondary roads and for the basic costs of public education is the *only* fair way to provide financial support for these functions. This is our system, however, and there are side effects of this depression action which have contributed to strong county government. For example,

a. Removal of county responsibility for construction and maintenance of secondary roads from the property tax, combined with the grant of gasoline taxes to cities and towns as a measure of equity, has removed from city-county relationships in North Carolina the most irritating aspect of city-county relationships in other states.

b. Assumption by the State of basic responsibility for financing schools as well as roads has taken the pressure off the property tax. We may think the

property tax is high, but calculate what it would have to be to maintain existing services at their present levels without help from sales and income and gasoline taxes.

c. Contrary to folk lore, state financial and administrative responsibility has not eliminated local influence from the decision-making process for schools and roads.

4. Willingness to experiment reflects also a willingness to learn from experimentation. Not only did North Carolina experiment with road and school districts and conclude that they were not a feasible means of administration; the state and its counties have also learned that the fee system is on its way out; furthermore, the General Assembly is demonstrating that it understands the limitations of legislative control over county salaries, fees, and personnel rules, and is rapidly delegating full control over personnel matters to county commissioners.

5. There has been a tradition of public service in North Carolina that places an emphasis on performance for the public good rather than public office as a reward for political influence. We have our scandals and our fraud, but they are the exception rather than the rule. A good example for the past thirty years is the development of a tradition for close fiscal control, sound budgeting according to statutory standards, and a procedure for issuance of bonds that insures review by a state agency and a coordinated system for securing responsible bids on bond issues.

6. The much-criticized system of special legislation in the General Assembly has also changed with the times. Today it encourages not so much legislative interference with local decisions as legislative permission for those counties who so desire to experiment with home rule, with new functions and new powers.

7. Finally, instead of the old concept of the county as the passive agent of the state, I think we have seen emerge a system of responsible intergovernmental sharing of power and responsibility, with the county as a responsible partner.

These factors are not found in equal measure in every county, nor will they be in the future. Every county has its own traditions, its own informal system of political and administrative values — some good, some bad. In general, however, we can look at the past with justifiable pride.

What the North Carolina county has achieved might well be the sub-

ject of the "county of the future" in some other states. But the North Carolina county cannot afford to look over its shoulder at the past when it must be concerned with new problems affecting human life and happiness. If the pattern for administering health, welfare and education as county-wide services has jelled, the pattern for meeting the challenge of expanding urban development has not. It is in the response of the county to the problems of urban development that the future of county government in most North Carolina counties will be written. It is in the continuing application of these traditions that the potential for the future exists.

The County as the Focal Point for the System of Government

The future of the county is closely tied to that of the State on the one hand and the cities on the other. In the developing system of a sharing of governmental power, under which absolute responsibility for any governmental function is rarely vested in one level of government but is more frequently divided among governments at every level, the county can and should be a focal point. Like the city it is close to the people—sensitive to public reaction and concerned with day-to-day implementation of governmental policy. But it has advantages the city does not have. It has more area, a broader tax base, and a larger population. Furthermore, and this is important, its government is chosen in the mainstream of party politics and thus has the strengths, as well as the weaknesses, of close ties to political leadership in Raleigh and Washington.

In considering the county as the focal point in our system of government, I should state here that I question the immediate feasibility or wisdom of seeking either consolidation of the small and economically weak counties or of consolidating the stronger counties with the city governments within their boundaries.

Consolidation of Counties

It has been established, I believe, that consolidation is not the easy road to a substantial reduction in governmental costs. And if a reduction in governmental costs is possible, it can be achieved in ways other than a reduction in the number of counties or general-purpose governmental units. In a state where the structure of local government is already simple, where we have neither the weak but persistent township nor a large number of independent school districts nor even a multiplicity of suburban municipalities, our efforts should be directed at preserving and strengthen-

ing the present system. To seek a reduction in the number of counties would not achieve significant economies but it might upset the political structure of the state. When county boundaries are not only significant to the system of representation in the General Assembly, but also have long-standing associations with community organization and traditions, efforts to consolidate counties might create problems much greater than the benefits which might result.

City-County Consolidation

So long as the county continues to have both rural and urban population, and so long as the urban population in particular has special needs, I am not sure that a single governing board can adequately represent the special needs of both. It is easy to say that a county commissioner should represent the whole county, and where he deals primarily with county-wide functions, he can represent the whole county. But it is also true that one portion of a community, if properly organized, may be willing to spend liberally for some services that the entire community does not want, or to act when the entire community would hesitate to act. Higher levels of public education and the whole urban renewal program are examples. The city, by tradition and by organization, can meet these special needs of the urban area without the necessity for county-wide action.

Furthermore, under existing constitutional provisions a unified city-county government is not really feasible as an administrative unit. Until the 20c tax rate limit on the general fund is removed, no county government can provide really effective county-wide law enforcement. Nor can any county governing board be empowered to levy higher taxes in some areas than others, depending on the level of service to be provided and the benefits to be conferred. Finally, there is some question about the legal power of a county commissioner to serve simultaneously as the member of a governing board of a special taxing district. Until the Constitution is amended to permit more flexibility in governing to meet the needs of an urban population without mass creation of municipalities and special districts, the county as a general purpose governmental unit for all governmental activities in the county is not feasible. But close city-county cooperation automatically becomes a necessity.

Joint Action at the Local Level

If it is not feasible to erase old boundary lines and draw new ones, to reduce the number of counties and

cities, to achieve efficiency directly, then are we bound to preserve inefficiency and duplication of effort? I do not think so. The job will be more difficult. The structure of government within which performance must come will be more complicated. Your tasks as county commissioners will be more involved.

The keynote of this Convention was the need for city-county cooperation. Cooperation has been referred to as an excuse for inaction, but those who so describe it misunderstand the concept. The idea of cooperation is not sheer sentimentality. It is a recognition that many governmental units, from the local to the federal level, share responsibility for governmental activity in a single area and affecting the same people. Cooperation is the only way for several governmental units operating in the same area to achieve common objectives without the stresses of overall political reorganization.

Local government breaks down when local officials fail to recognize that the county, the city, and the special district serve the same community under authority from the same source, draw their officials and their power and their revenue from much the same group of taxpayers, and have similar objectives for the same community. In any area where the total sum of governmental power is shared not only by the county and municipalities but also by the state and the federal government, then it seems to me that the county is the logical agency for keeping this mildly "chaotic" system of government well-oiled, for becoming the focal point of intergovernmental liaison and cooperation within the county, for recognizing not only the local self interests of communities and special interests groups but also the larger self interests of the county as a whole and indeed the region.

Joint or cooperative action at the local level embraces three kinds of objectives. The first is to produce more efficiency, to stretch the tax dollar, through joint financing and use of equipment and facilities, of staff services, and of service programs. The second is coordination of governmental policies such as land use controls, economic development, and provision of utility systems. The third is joint action in representing the total community in Raleigh, in Washington, and in the dozens of state and federal agencies operating from those cities.

Cooperation for Efficiency. The potential of cooperation for efficiency is great. Its value has been demon-

strated time and again in this state, and the areas in which joint action is taking place are widening monthly. These include:

1. Joint financing and use of equipment and facilities: police and fire communications systems; a computer and other data-processing machinery; courthouses, public safety buildings, communications centers, libraries and auditoriums, airports and police academies.

2. The sharing and joint financing of staff services of all kinds: planning; purchasing; engineering; building and fire and health inspection; the administration of training programs for many classes of employees.

3. The joint administration of programs and services, or, in the alternative, the purchase of services by intergovernmental contract—services such as libraries, recreation, water, sewage disposal, and garbage collection.

Fortunately, these are areas of action for which there are long-standing precedents. Small counties will, I believe, continue to work together for joint support of health and library services. There are indications that some counties can profitably share administrative services for public welfare. Similarly counties and cities within their borders have a long history of cooperation in the purchase and use of equipment and facilities and for sharing the cost and administration of many programs. The point is that counties and cities must not rest on the present record. They must explore additional ways of working together.

Joint arrangements are not easy, I know. I have worked with some of you too long to overlook the problems. If both pay, who determines how much? What principles should govern city-county financial relationships? There is no simple answer. Here again it is important to keep the overall objectives of government in mind tempered with some notes of reality.

... There must be a willingness to work out one problem at a time instead of all problems at once.

... There must be a willingness to seek partial solutions as a step toward ultimate solutions rather than to seek immediate and clear-cut solutions.

... There must be a willingness to accept solutions staged over a period of years rather than put into effect immediately.

... There must be a willingness to move, to work together and not as antagonists, to recognize that financial inequities cannot be erased overnight, to accept

momentary setbacks and disappointments, to see the future as you work in the present.

As county officials you face an additional responsibility. Too often it has been the cities which have taken the lead in providing services which are now needed in parts or all of the rest of the county. In undertaking to extend their services—such as utilities and fire protection and recreation—throughout the county, you are faced with assuming part or all of the costs of these services for the city as well.

City officials have a strong argument in asking for such county assistance. It is that you have an obligation to residents of the city as strong as that to residents of unincorporated areas. To the extent that the needs of the urban community cannot be met by municipal annexation, to the extent that services become county-wide instead of urban alone, the counties must expect to assume new responsibilities and new financial obligations. Assuming responsibility for services which were heretofore urban is not picking up the cast-off problems of city governments. It is facing directly the demands of the public today and tomorrow. Unfortunately, it also may result in an increase in the county tax rate.

Coordination of Policies. There has been a long-standing assumption in this state that the city is the government concerned primarily with urban problems affecting only the urban area while the county is concerned with area-wide problems concerning urban and rural residents alike. Much of our statewide legislation reflects this concept.

In order for this theory to work, whether in North Carolina or in any other state, there must be continuing communication between the county and the city on policies which affect the entire area. Both governments may plan, for example, but it seems illogical for two governments in the same area to end up with zoning and subdivision ordinances or building codes that are not coordinated with one another. In terms of attracting or serving new industry, new residences, new shopping centers, policies for development should be coordinated in the certainty that conflicting policies will eventually bring more harm than benefit. As the county demonstrates a willingness to implement sound planning, both planning and land use controls may become county-wide functions.

It is important to refer here to one of the toughest questions facing local government. How can we overcome the long-range effects of intergov-

ernmental competition for new industry and new tax values? Competition is good. But every city and county cannot afford to sacrifice its image of what tomorrow might be in order that the booster for new industry can promise the lowest tax rate, the most flexible zoning ordinance, or the most generous water extension policy. There are limits beyond which government in good conscience should not go. These limits may vary from one county to another, but every governing board should keep constantly in mind whether the promised economic return is worth a direct or indirect tax subsidy, increased utility costs, or the improper use of land.

Joint Representation. More and more decisions affecting local communities are made in Raleigh and in Washington, and frequently these are decisions that cannot be limited in effect to the specific governmental unit involved. Highway location, for example, is a matter of general community concern. So also, in the long run, are sewage disposal, welfare, and education.

Every state-local or federal-local contact does not require joint city-county agreement or representation. But wherever possible, when key decisions are to be made, the county and the city should stand together, should speak together, and should support one another. But joint action presupposes prior agreement and understanding on the policies and issues involved. Continuing communication between the county and the city on problems which require federal-state-local action is essential, so that mutual support for one another in Raleigh and Washington follows as a matter of course.

All three kinds of joint city-county action will require a more orderly procedure for meeting together, for anticipating and discussing problems of common concern, and for formulating common policies on such problems.

Reorganization of County Government

I have been talking a great deal of what I think the county of the future must do, not how it must be done. I am sure that all of you realize that I have been speaking of putting a greater burden on county commissioners. I have been emphasizing services the counties must perform; policies they must adopt; relationships they must establish. With more people, the larger counties will provide a greater quantity of services as well as a greater range of services. With both types of increase there will be a need for better performance on the part of county officials and de-

partments. And above all, there will be a need for more staff assistance to help the county commissioners define what must be done.

In terms of organization I foresee a development that is all but here in many North Carolina counties. First, there will be the need for more coordination of administration, for more liaison with the administrative boards, more financial and budgetary studies to make possible more services for the tax dollar, more relationships with both city and state officials, more facts to gather and interpret for the commissioners. This means that the county manager movement, which is again gathering momentum, will continue to grow and develop.

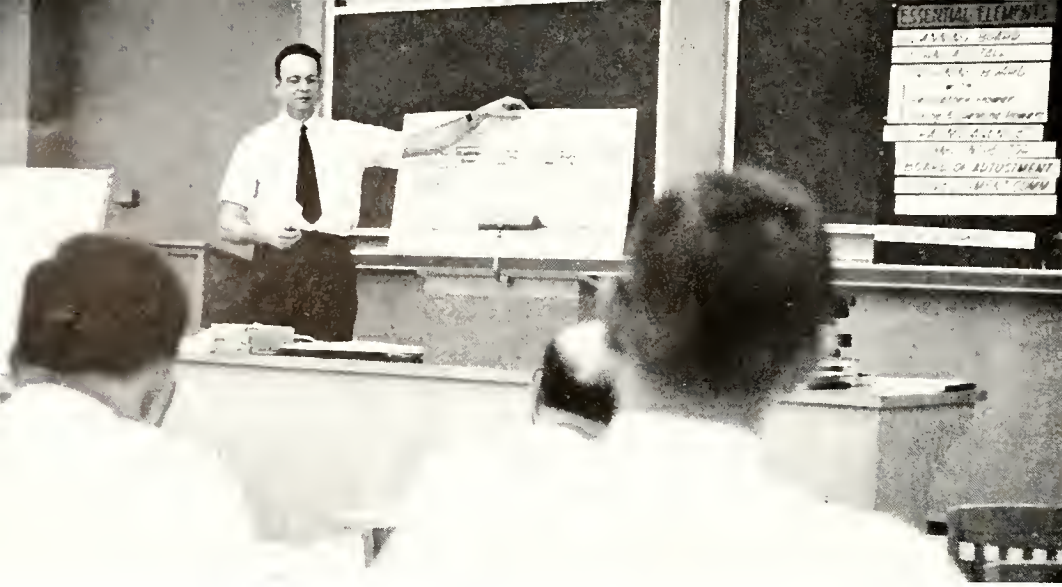
But if I am right in suggesting that the county must play a more active role in the total governmental process, in bargaining and negotiating with other governmental units, and in speaking for the county at the state capital and in Washington, then the county must have effective political, as well as policy, leadership.

The manager or administrator, whatever his role in policy leadership, in developing plans, in providing counsel and advice, has his limitations in these community and inter-governmental processes. The manager must be sensitive to the public and to community needs, but he must also be responsive to the commissioners. He can open negotiations with boards, with private agencies, and with other governmental units; he can define issues, establish facts, prepare proposed agreements; but he cannot bargain except in conformity with instructions. He can bring up to the commissioners the issues they must face and the action he recommends, but he cannot commit himself on these issues if his commissioners refuse to go along.

I believe, along with Bernie Hillenbrand of NACO, that the county must eventually organize itself along the lines of the most effective mayor-council-manager city governments, with political leadership as well as administrative assistance. In a recent address before the Citizens League of Cleveland, he stated:

"We certainly must concede that the typical county government operation is government by committee. In the greatest number of counties, we lump executive, legislative, and judicial functions into one pile and elect c o - e q u a l representatives to handle all three functions. To further complicate the picture, we then independently elect a great number of the individual

Continued on Page 15



Assistant Director Phil Green uses blackboard and visual aids to demonstrate a point at the one-day planning school for city managers held at the Institute of Government in mid-August.

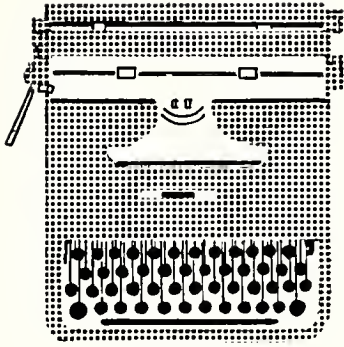
INSTITUTE SCHOOLS, MEETINGS, AND CONFERENCES



For the year prior to taking over as Institute of Government director, John Sanders served as secretary to the Governor's Commission on Education Beyond the High School. Here Sanders (upper left at table) is shown presenting a report at one of the meetings of the Commission at the Knapp Building. Irving Carlyle, Commission Chairman, is shown seated at head of table.



Round Table discussion leaders at the recent City-County Court Clerks Association meeting were John Kinsey, Greensboro; Mrs. Vivian Wahab, Goldsboro; Gene Minges, Gastonia; and Mrs. Nell Warren, Kinston. Institute of Government Assistant Director C. E. Hinsdale served as secretary for the meeting.



● NOTES FROM . . .

CITIES AND COUNTIES

CITIES

Work has begun on the new sewage disposal plant in **HENDERSON**. The plant will be built on Nutbush Creek adjacent to the existing plant there. The overall project wears a \$1 million tag; \$750,000 will come from the city and \$250,000 from the federal government.

The Public Housing Commission has announced a two-fold financial aid contract with three North Carolina cities to aid in construction of new, low-rent homes. **GREENSBORO**, **ROCKINGHAM** and **MOORESVILLE** will be getting a total of 456 new homes under the contract.

KERNERSVILLE has begun the task of finding a city manager after the adoption of the city manager form of government. A plan for codifying all ordinances and laws relating to Kernersville since it was chartered in 1871 has been approved by the city aldermen.

Bids have been received in **WINSTON-SALEM** for the general construction portion of a new fire-crash-rescue station at Smith Reynolds Airport. The low bid was \$29,630.

The **GREENVILLE** and **WASHINGTON** area is the locale from which the nearly-completed, new transmitters of the Voice of America will broadcast messages of hope and truth to the Communist-bloc countries.

MOUNT AIRY and **MURPHY** have been selected by the Public Housing Administration to receive funds to build new, low-rent housing. Mount Airy will receive some \$1,734,574 for 90 housing units, while Murphy will receive some \$490,296 for 40 units.

The Public Safety Committee of the **WINSTON-SALEM** Board of Aldermen has approved a request from City Manager John Gold and Police Chief James I. Waller for a thorough study which may lead to the establishment of a police canine corps. Chief Waller's recommendation followed visits to observe police dog operations at Cincinnati and Norfolk. The committee also recommended that the Board add \$10,000 to the contingent fund of the general fund in the 1962-63 budget for such a

program. The police department has been studying for two years the feasibility of establishing a police dog program, and feels it would be a wise procedure.

TROY has received two new industries in recent weeks. Construction has begun on a hosiery mill and a yarn manufacturing plant.

The **GREENSBORO** City Council has approved a contract with the federal civil defense agency for a study of the feasibility of placing a fallout cover over the Lake Daniel Filter Plant. The city will pay one-fourth of the \$1,500 study.

LUMBERTON Sheriff Malcolm McLeod has been named second vice president of the National Sheriffs' Association at the close of the annual convention in New Orleans, Louisiana.

REIDSVILLE has a new mayor and a new city manager. Julius J. Gwyn was elected Mayor by vote of the 5-member city council. Numa Baker, Jr. has been named city manager, succeeding Joe L. Womack who retired after 36 years as manager.

DUNN City Manager Archie Uzzle announced recently that the State Highway Commission will be asked to share the expense of installing some 54 larger culverts in a section of the town flooded by torrential rains.

The State Utilities Commission has approved a plan for increasing **MANTEO** telephone rates and providing free service between Manteo and **KILL DEVIL HILLS**.

The resignation of **HENDERSON** city engineer W. H. Boyd was accepted by the City Council in a recent meeting.

The **LOUISBURG** College Development Fund has reported that \$207,197 has been raised so far in the capital funds drive.

The **DURHAM** City Council has decided that future meetings in connection with increased salaries for city workers are futile. The Council reported that funds were not available for the salary increases requested by workers from the city's Sanitation, Water and Sewer, Street and General Services Department.

The **CHAPEL HILL** Planning Board has settled the on-again-off-again question of including in the town's Thoroughfare Plan a radial road through the Morgan Creek area south of Chapel Hill. The Board by 4-3 vote included the road.

HENDERSON is considering the establishment of a new post of city manager. A petition by 20 per cent of the registered voters—some 1500 signatures—may be required to stimulate action on the proposal.

WILMINGTON has received another new industry. The State's first cement plant and its largest single industry to move here at one time was recently dedicated in the Port City. The new cement plant will represent an investment of some \$28 million in two years.

The **PITTSBORO** town commissioners have unanimously voted against adopting an amendment which would have given them, upon recommendation of the adjustment (zoning) board the authority to compromise the zoning ordinance against house trailers in residential and business sections and allow some of them to stay in their own discretion.

The **HICKORY** City Council has appointed the first woman municipal judge in the city's history. The lady judge is Miss Mary Gaither Whitener, who has practiced law in Hickory since 1953. She will preside over both the municipal and juvenile court.

Norman Homes Larkins, 79, of Clinton, who served as Clinton's city manager for 30 years—before retiring to his farm—died recently in Sampson Memorial Hospital.

PITTSBORO Mayor Harold Seagroves has resigned his position to become Chatham County's first official responsible for all phases of tax collecting. He assumed his duties as county tax collector and supervisor on August 1.

RALEIGH's City Council is considering calling for a referendum on a \$500,000 bond issue to pay for renovating Memorial Auditorium. The bond election would be held on October 2 when Wake County voters will ballot on a proposed \$11.5 million

school bond issue.

The **ZEBULON** Town Board has adopted a tentative 1962-63 municipal budget calling for a lower tax rate—\$1.25 as compared to last year's rate of \$1.65.

Higher rates for **HAMLET** water users have been approved by the State Utilities Commission. The rates will produce an additional \$16,000 per year for the privately-owned water company which serves Hamlet.

The **FUQUAY SPRINGS** Town Board has decided on a final tax rate of \$1.20 for the 1962-63 year, 20 cents lower than last year's rate.

OXFORD has been in the throes of a water shortage occasioned when the dam burst at Lake Devin, the city's reservoir. The city is pumping water from the Tar River as an interim measure until repairs can be made.

The **WINSTON-SALEM** Police Department has hired five new employees. They include two radio operators with the Police Department's patrol division, a police-woman, a traffic maintenance man and an office secretary.

COUNTIES

FORSYTH County's director of Welfare, John McDowell announced recently that the N. C. State Commission for the blind has appointed Miss Mildred Altice as caseworker for the blind in Forsyth County. Miss Altice replaces Patricia Stone.

ROWAN County's tax rate will remain at \$1.00. In retaining the present rate, county commissioners are expected to adopt a budget not exceeding the 1961-62 total of \$2,649,232.64. To keep the present rate of \$1.00 per \$100.00 valuation, the commissioners will draw upon an available surplus of about \$2,000,000.

IREDELL County commissioners have filed a record-setting budget estimate of \$2,744,915 but the tax rate would remain at 95 cents per \$100 valuation. The budget estimate was based on an estimated valuation of \$181 million.

Bids totaling \$91,088 have been awarded by the **FRANKLIN** County Board of Education for construction of a gymnasium-auditorium at Perry's School. Work is to begin in the near future.

The **HALIFAX** County Board of Commissioners has adopted a resolution to ask the Bureau of Federal Roads to set up a clover leaf on Interstate Highway 95 at the intersection of Highway 481. The proposed clover-leaf would bring Interstate 95 three miles closer to Enfield.

A large watershed project in **JOHNSTON** County has been ap-

proved for federal assistance, the U. S. Agriculture Department announced. When completed the \$340,260 project will involve 20 miles of flood prevention and drainage channels in the county.

W. Carson Ellis has been re-elected for a three-year term as a member of the **VANCE** County ABC Board. Ellis will also serve as chairman for a one-year term.

Nearly 100 North Carolinians were among the 1500 delegates attending the opening session of the Home Rule Congress of the National Association of County Officials held recently in New York City. The Tar Heel Delegation was headed by Henry Milgrom, chairman of the **NASH** County Board of Commissioners and President of the North Carolina Association of County Commissioners.

Miss Inez Benthall, superintendent of the **HALIFAX** County Welfare Department died recently in a Rocky Mount hospital. Miss Benthall spent most of her life in Welfare work in Hertford, Edgecombe and Halifax counties.

The *Raleigh News and Observer* reports that the salaries paid **WAKE** County welfare workers are "the very lowest in the State," quoting a statement made by State Welfare Commissioner, Dr. Ellen Winston. The Wake County Commissioners adopted a budget for the County Welfare Department which set salary scales for workers three grades below the level advocated by the State Welfare Department and the State Merit System Council.

RICHMOND County Commissioners have set the county's new tax rate at \$1.55 as compared with \$1.45 for the past year, and have declined to appropriate funds to air condition the county courtroom.

Preliminary surveys of Eastern North Carolina by Federal Crop Insurance officials have indicated that most of the water damage done in the recent torrential rains is concentrated in a six-county area, including **MARTIN, BEAUFORT, CRAVEN, JONES, ONSLOW** and **PENDER**.

DURHAM County commissioners have approved a \$4.7 million budget for the 1962-63 fiscal year. The total budget represents an increase of some \$300,000 over the 1961-62 figure, but will not require an increase in the same 79 cent county-wide tax rate in effect last year.

Dr. W. L. Norville, **ALAMANCE** County health director, has informed the county Board of Commissioners that the Board of Health will draw up an ordinance to settle the garbage collection and disposal controversy. The proposed ordinance would give

the commissioners power to license collectors and set collection rates.

A \$500,000 loan by the Farmers Home Administration to finance a community water system in **STANLY** County was approved recently. Some 500 farm and rural families are expected to benefit from the plan, as well as local businesses and institutions, including Pfeiffer College. This is the largest direct loan ever made by the Farmers Home Administration in North Carolina.

GUILFORD County commissioners have released to the Greensboro public schools their capital outlay budget of \$800,670 for 1962-63. Thirty thousand dollars of the 1962-63 capital outlay appropriation will go for a new elementary school site, but most of the \$800,670 will go for new classrooms, for enlarging cafeterias and improving old buildings.

GRANVILLE County will have no referendum during 1962 on the question of establishing county-operated whiskey stores. The decision was announced August 11 by the chairman of the Board of Elections. The Board earlier had set September 4 as the date for the referendum.

The **MOORE** County Commissioners have agreed to join **RICHMOND** and **MONTGOMERY** counties in the establishment of the Sandhill Regional Library, with joint administration and the pooling of State and Federal funds. The plan is expected to lead to establishment of the library by or soon after October 1st.

Three **CASWELL** County schools will be involved in a consolidation program which became effective with the opening of the school term this fall. Involved are Anderson High School on Route 3, Burlington; Cherry Grove Elementary School on Route 1, Reidsville, and Bartlett Yancey High School in Yanceyville.

Mrs. Betsy Lavender of **FRANKLIN** County was elected president of the Association of Assistant and Deputy Clerks of North Carolina. R. D. Luper of **FORSYTH** County was elected treasurer.

W. Paul Graham of Proctorville has been named by **ROBESON** County Commissioners as County Manager to fill the vacancy left by the death of J. D. Herring. Graham assumed his duties Sept. 1.

The **WARREN** County Board of Commissioners joined with the town councils of four towns recently to form an organized industrial development program for the county. A Henderson-Raleigh development firm was retained to organize the program. The county and the town councils of Littleton, Macon, Norlina, and Warrenton will contribute to the program.

During the recent criminal term of **ORANGE** County Superior Court the grand jury strongly recommended that the Orange County courtroom be air conditioned. The jury said it felt air conditioning would provide for more efficiency in the operations of the court and of the county business.

Dr. Charles D. Maynard of Wake Forest has been appointed **CUMBERLAND** County physician effective Sept. 1. He will succeed Dr. Eugene R. Shanahan whose resignation will become effective Sept. 1.

GRANVILLE County Commissioners recently approved architect's plans for extensive remodeling of the courthouse. The work will provide additional facilities for the clerk of court and for the register of deeds.

DURHAM County Commissioners recently named J. B. Brame to a two-year term on the County Welfare Board.

ORANGE County Commissioners have awarded a revaluation contract to a Greensboro firm. In connection with the tax review program the county will also get a tax map showing every tract of property, its location and size.

No opposition was voiced to the proposed \$11.5 million school bond issue at a public hearing on the matter held recently by the **WAKE** County Commissioners. The Commissioners passed a resolution to set up the necessary legal proceedings and to provide an Oct. 2 referendum on the bond issue.

WARREN County voters have given a strong nod of approval to a \$400,000 bond issue for school improvements.

VANCE County's new civil defense director is E. L. Brantley. The appointment was announced recently by Victor Hedrick, chairman of the joint city-county civil defense committee.

The **WAYNE** County budget for 1962-63 has been formally adopted. County Commissioners approved a budget of \$3,943,655 and set a county-wide tax rate of \$1.50 per \$100.00 valuation, an increase of 15 cents over last year. The additional levy will go towards specified school construction projects.

Fifty **CURRITUCK** County school children will soon have some 92 miles per day eliminated from their daily round trip to and from school. A new State ferry service will carry the children between Knotts Island and the Currituck Courthouse in Currituck County. The ferry service, beginning September 3, will eliminate the 100 mile round trip some youngsters in the past have had to travel through Virginia to get to and from school.

THE FUTURE OF COUNTY GOVERNMENT

(Continued from page 11)

department heads and give them authority and responsibility independent of any central county control. We also have a particular fondness for creating independent authorities, boards, and commissions that are completely outside of effective control by the political parties, the elected representatives, or the people.

"I personally feel so strongly about the need for an executive at the county level that I would go so far as to say that if county governments were organized exactly as the average municipal government is, with an independently elected mayor, a separately elected legislative body and an independent judiciary, that if this could be accomplished, the so-called metropolitan problem would disappear overnight. In all my experience in state, municipal, and now in county government. I must have heard a thousand officials say that they know that the county should have a wider role in governmental affairs, but that they are afraid to transfer functions to the county because there is no clearly defined central county leadership and executive responsibility."

There is still another reason for having a political leader who is recognized as such. Again let me quote Mr. Hillenbrand from the same speech.

"County government is highly political. By this I mean that the basic unit or organization for all political activity in the United States is the county. Increasingly, the decisions that must be made in metropolitan areas are going to be political in nature in the sense that they are going to involve hard choices between different alternatives. In other words, the decision as to whether local funds should be spent for urban renewal or highways will be political to the extent that they involve everyone in the entire area and are likely to be subjects of legitimate controversy between political parties."

The present chairman of the board of county commissioners is the logical choice for this political leadership. In many counties he is already providing that leadership. The problem is to organize for effective policy determination, and for this function both political and administrative

leadership of a high order is essential. The county which lacks either may fall behind the demands of the future.

Responsiveness to Change

If you expected a blueprint for the future, I fear that I have failed in the task. There is no blueprint available. What happens in Guilford County will be very different from what happens to the groups of smaller counties. On the one hand there will be counties adapting more and more to the needs of an urban society, expanding their responsibilities and their functions, organizing for complicated and expensive tasks. On the other hand there will be groups of smaller counties joining together for the more effective performance of common responsibilities but little affected by the impact of large-scale urban development.

But in each case the test will come in the attitude of public officials, and the public generally, to the task at hand. Counties will increase in importance only as county officials recognize that all governmental units operating within the county area have common objectives. Both cities and the state may have responsibilities different from the county. They may carry out their responsibilities in different ways. But the general objective of each governmental unit concerned is that of Mr. Jefferson—the care of human life and happiness. A system of government under which the counties tilt lances with the cities, and they both fight the State, will result in wild chaos. A system of government in which all levels of government work together, realistically, will result in "mild chaos," a descriptive term for which we are indebted to Professor Morton Grodzins. With mild chaos, we can live. With wild chaos, we invite intervention from above at the invitation of those below—the general public.

North Carolina counties have dared to act in the past. I predict that they will continue to act, to act responsibly if cautiously, to keep an eye on the future as well as the past. If each of you, in your own counties, dare to look the future in the face, to meet each new problem as it arises, to use the existing and potential powers of the county then each of you will demonstrate in your own way the strength and vitality of American democracy at the local level. And county government will have a future.

THE ATTORNEY GENERAL RULES

PROPERTY TAXATION

Exemption of Growing Trees. In appraising real property for taxes in non-revaluation years, G.S. 105-294 directs assessors not to take into account, "Planting of forest trees on vacant land for reforestation purposes, (for ten years after such planting) . . ." Would this statute apply to the three factual situations outlined here?

(1) A grower of Christmas trees plants red cedars or Fraser firs on a five-to-eight-year crop rotation. During the growing period he mows or cultivates the crop and shapes the trees to develop desired forms. The harvesting period begins from four to six years after planting and continues for two to three years.

(2) A landowner clear-cuts a mature stand of timber and replants timber-type species rather than depend on natural reseeding. Crop rotation in such a case may be from fifteen to forty years.

(3) Under the Federal Soil Bank Act (now discontinued) a considerable acreage of former cropland was taken out of production and planted to timber-type planting, with the Federal government paying annual rentals for the first ten years of such a contract.

(A.G. to John Gray.)

(1) The Christmas trees in this situation are not covered by the quoted statute but do come under the exemption granted "growing crops" by G.S. 105-297(8).

(2) No. The clearing and replanting in this case is not for reforestation but is for commercial purposes.

(3) If a farmer actually intends to reforest the former cropland, the ten-year exemption would apply; but, if he intends to harvest the trees for pulpwood or other purposes as soon as the Soil Bank payments are discontinued, the ten-year exemption would not apply.

Taxation of Property in Area Annexed to Municipality. A municipal annexation became effective March 7, 1960. G.S. 160-445 provides that, "The newly annexed territory shall be subject to municipal taxes levied for the fiscal year following the date of annexation." The following fiscal year began July 1, 1960.

(A.G. to Edwin C. Ippock.)

Property within the newly annexed territory between January 1 and July 1, 1960, would be subject to ad valorem taxes for the fiscal year begin-

ning July 1, even though the property had been removed from the territory before the beginning of the fiscal year. The property tax is a visitational tax, not an excise for the privilege of owning property for any particular period of time. *Bemis Hardwood Lumber Co. v. Graham County*, 214 N.C. 167, 198 S.E. 843 (1938).

Assessment and Reassessment of Subdivided Property. Please advise how to arrive at the appraised value of (1) property which has been subdivided and which is held by the developer for purposes of sale, and (2) lots sold from the subdivision for residential, commercial, or other purposes, when listed by the new owner during a succeeding tax listing period.

(A.G. to Thomas A. Banks.)

If, since the last regular revaluation, property consisting of more than five acres has been subdivided into lots and located on streets already laid out and open for travel, and more than five acres of such subdivision remain unsold, it is within

the discretion of the tax supervisor to assess each separate lot individually, or he may assess the unsold five-plus acres as acreage [G.S. 105-279 (3)e].

If a lot of the land listed as acreage is thereafter sold, the value of the sold portion must be apportioned to the lot sold and deducted from the valuation placed upon the property listed as acreage.

If the lot sold was not within the five-plus acres assessed on the acreage basis, but had been assessed at the last revaluation separately as a lot, the new owner would list the lot, "which would be reassessed to the new owner on the basis of the assessment placed upon the lot when in the hands of the subdivider, subject to increase by reason of the addition of utilities or other sales within the subdivision . . ."

The remaining property held by the original subdivider is subject to adjustment because of sales made and, possibly, because of the building of residences upon some of the lots which would tend to increase the value of the unsold property.

BOND SALES

From 24 April 1962 through 24 July 1962 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 given.

<i>Unit</i>	<i>Amount</i>	<i>Purpose</i>	<i>Rate</i>
<i>Cities:</i>			
Bessemer City	\$ 298,000	Water, sanitary sewer	3.96
Burnsville	170,000	Refunding water, sewer and street	4.35
Canton	80,000	Bridge	3.21
Clin'ton	477,000	Sanitary sewer	3.82
Grifton	135,000	Water, sanitary sewer	3.88
Henderson	750,000	Sanitary sewer	3.09
High Point	3,000,000	Water, sanitary sewer	2.93
Lexington	1,000,000	Water, sanitary sewer	3.33
Mayodan	143,000	Sanitary sewer	3.91
Murfreesboro	85,000	Sanitary sewer	3.13
Pilot Mountain	490,000	Water, sanitary sewer	4.19
Reidsville	175,000	Fire fighting equipment, sanitary sewer	3.16
Rockingham	845,000	Sanitary sewer	3.61
Yadkinville	230,000	Sanitary sewer	4.16
<i>Counties:</i>			
Beaufort	75,000	School refunding, refunding	2.99
Bertie	775,000	School building	3.24
Duplin	63,000	Refunding road and bridge, refunding school	2.95
Forsyth	4,000,000	Hospital	2.68
Greene	225,000	School building	3.05
Guilford	5,000,000	School building	2.75
<i>Other:</i>			
Yanceyville Sanitary District	15,000	Sanitary sewer	2.75

Schools and Conferences Scheduled to be Held at the Institute of Government Between September 1, 1962 - December 31, 1962

As of September 1, 1962

<i>School or Conference</i>	<i>Date</i>	<i>Staff Member</i>	<i>School or Conference</i>	<i>Date</i>	<i>Staff Member</i>
Public Welfare Study Comm.	Sept. 4-5	Ligon	District Welfare Officials	Oct. 16	Ligon
Training School for Driver Improvement Personnel AAMVA	Sept. 9-21	Oettinger	Municipal Administration	Oct. 18-20	Wicker
*Delinquency Training Program	Sept. 10-28	Bounds	Driver License Examiners	Oct. 21-25	Hinsdale
Wildlife Protection Division, District 5	Sept. 11	Forney	Government Procurement Conference	Oct. 23-24	Green
Urban Planning for Environmental Health	Sept. 12-14	Green	Employment Security	Oct. 25-26	Hayman
American Institute of Planners	Sept. 14	Green	Civil Defense	Oct. 27	Special
Traffic Safety Management for State Officials	Sept. 16-18	Forney	Driver License Hearing Officers	Oct. 28-30	Hinsdale
Redevelopment Directors and Attorneys	Sept. 18	Green	*Delinquency Training Program	Oct. 28-Nov. 2	Bounds
Executive Committee, Register of Deeds	Sept. 21-22	Markham	Probation Officers	Oct. 30-Nov. 2	Bounds
Planning 230	Fall Semester (Mon. & Wed., 11-1)	Green	Probation Commission	Nov. 2	Bounds
Driver License Examiners	Sept. 30-Oct. 4	Hinsdale	*Delinquency Training Program	Nov. 5-9	Bounds
Clerks of Superior Court	Oct. 5	Hinsdale	*Forestry Law Enforcement	Nov. 5-10	Forney
Medico-Legal Institute	Oct. 5-6	Special	Municipal Administration	Nov. 9-10	Wicker
Driver License Examiners	Oct. 7-11	Hinsdale	N.C. Association of Assessing Officers	Nov. 15-17	Lewis
City Planning Short Course	Oct. 7-20	Stipe	ASCS Management Conference	Nov. 18-20 Nov. 25-30 Dec. 9-11	Hayman
Management Training Conference, Forestry Div.	Oct. 7-12	Hayman	*Delinquency Training Program	Nov. 24-30	Bounds
*Delinquency Training Program	Oct. 8-26	Bounds	Municipal Administration	Nov. 30-Dec. 1	Wicker
Seminar for Chapel Hill Election Officials	Oct. 11	Lewis	Drunkometer School	Nov. 30-Dec. 1 Dec. 3-9	Hinsdale
Public Welfare Board Dist. Meeting of County Officials and Directors	Oct. 12	Ligon	Management Training School Forestry Division	Dec. 3-11	Hayman
Driver License Examiners	Oct. 14-18	Hinsdale	Registers of Deeds	Dec. 7-9	Markham
New Tax Collectors	Oct. 15-19	Lewis	*Delinquency Training Program	Dec. 10-14	Bounds
			Municipal Administration	Dec. 13-15	Wicker
			*Delinquency Training Program	Dec. 17-21	Bounds

*Tentative Schedule

THOUSANDS of PUBLIC OFFICIALS Attend INSTITUTE OF GOVERNMENT Schools, Meetings, and Conferences EACH YEAR

Mark your calendar and plan to attend your meeting this fall.
Look in **Popular Government** for reports and articles on vital governmental subjects.

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RANCH MANAGER. Peter Mead, general manager of a three-ranch spread in the heart of Wyoming's Grand Teton Mountains, winters one of America's largest herds of spirited horses. When it comes to smoking, his cigarette is Camel. Peter says that for real satisfaction all the way, "Camels just can't be beat."



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