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# Popular Government



1960 School for County Accountants



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# POPULAR GOVERNMENT

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*On the cover are four scenes from the 1960 School for County Accountants featured in this issue of Popular Government.*

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# 1960 SCHOOL FOR COUNTY ACCOUNTANTS

The Institute of Government's 1960 School for County Accountants was held at the Institute building in Chapel Hill on April 24 through April 26, with more counties represented than ever before. This issue of *Popular Government* is devoted to the proceedings of that School for the benefit of those accountants who were unable to attend as well as for those who by their presence helped make this one of the best accountants' schools ever held.

In addition to the classroom work, one of the biggest services that this school provides is the opportunity for fellowship and informal discussions of mutual problems. Shown on this page are a few of the photographs taken of some of these informal groups. Throughout this magazine, there are other photographs of the accountants as they went about their work or as they joined in the various discussions.

These proceedings have been compiled and edited, and this issue of *Popular Government* prepared, by David S. Evans, Assistant Director of the Institute of Government, the staff member responsible for this school.



On Sunday evening, a get-together dinner was served in the Institute of Government building. The group renewed old acquaintances, met new accountants, and discussed the problems they face in their work. In the photograph above is Robert B. House, former Chancellor of the University of North Carolina and a well-known figure to thousands of North Carolinians, shown as he entertained the group playing many old favorite tunes on his harmonica.



(Right) The Bladen County representatives to the School are shown at the registration table. On the left is Porter Cain, Accountant and a past president of the Association. Commission F. L. Tatum is on the right.

(Lower Right) One of the informal groups during the dinner.



Mr. and Mrs. Max Hamrick are enjoying the buffet dinner. Mr. Hamrick, county accountant, is immediate past president of the North Carolina Association of County Accountants.



# COUNTY PLANNING AND DEVELOPMENT

By

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## Introduction

There are a number of indications that county governments in North Carolina are paying increased attention to problems of county planning and economic development. At the present time, there are 14 county or joint city-county planning boards in the state—most of them formed within the last few years. County agents, rural civic groups, and at least one of the county development associations in North Carolina have already devoted some time to a study of these problems. This increased interest, coupled with powers granted to county government by the last two sessions of the legislature to regulate county development and to engage in municipal-type utility service programs, seems to justify the inclusion in this 1960 School for County Accountants of the following outline of materials on county planning and economic development.

## The Need for County Planning

The need for county planning arises out of the fact that there are usually three distinct types of areas within a county, that these areas are constantly changing, and that as they change conflicts arise among them.

*Cities and towns.* In a physical sense, these are areas characterized by people living closely together, where most of the available land is already built up and where little undeveloped property remains. Because city people live closely together, there is greater need for public services and facilities of various kinds: paved streets for large volumes of traffic; treated water in large quantities for industry, fire protection, and drinking; public sewage treatment; and so on.

*"Fringe" or suburban areas.* These are found around the periphery of cities and towns, and usually extend some distance along major streets or roads leading into town. Most of the development in these areas is for

homes, built by people who want to escape city taxes, who seek to avoid city congestion and regulations, or who want larger lots at lower prices. Less in the way of facilities and a lower level of public services prevail in these areas. There may be public water extended from the city, but sewage disposal will usually consist only of septic tanks. Police protection will be provided by the Sheriff's office, rather than by a city police force.



Robert E. Stipe

*Rural or farm areas.* Area-wise, these are the largest parts of the county. Land is largely undeveloped and is used for forest, agricultural, or other similar purposes. Because residents live at relatively great distances from one another, a minimum of public services is required. Electricity may be the only public facility available.

These areas and the relationships among them are constantly changing. In 1900, North Carolina was approximately 90% rural in population. By 1950, the rural-farm population had declined to about 33% of the total. This change has been brought about largely by the mechanization of farms and farming, and by improvements in transportation. Cities and towns are growing at their edges along major roads, where farmers have sold frontage for residential development. As people move out of the city, business follows. Some industries, less dependent

on city services and seeking more land for modern, one-story buildings, are locating in fringe areas and open country, where they can take advantage of a commuting labor supply. In the future, this urban-type development may be dispersed even more by such large-scale federal and state projects as dams and reservoirs, the Research Triangle, and the Interstate Highway System.

Eventually, conflicts arise between this urban development and the rural development which is displaced by it. The farmers are hurt. New suburbanities in great numbers pump water, and water tables fall. Too many septic tanks in a small area malfunction in wet seasons and give off odors, or contaminate water supplies used for watering animals or for irrigation. Faster runoff of storm water from the new development may erode valuable crop land. Once-adequate rural roads prove insufficient for the increased traffic, traffic congestion ensues, and pavements break under heavier loads. Streams may be polluted by untreated industrial wastes, or areas may be fouled by industries not permitted in the city. The newcomers are also hurt. Without appropriate controls, the new suburban picture window may look out onto a junk yard or a filling station (and the value of the farmer's remaining frontage may tumble). As more and more people move to the suburbs and the open country, more is required in the way of public services and fa-



Philip P. Green, Jr.



cilities. Roads must be paved and widened, schools must be built, public water and sewer systems must be provided, and so on. Ultimately it may cost the suburban dweller more to live in the suburbs or country than in the city from which he came. And sharing these increased costs is also the farmer.

In other words, once-rural areas are about to receive the full impact of urban-type growth and urban-type problems. Advance planning can help make this growth a blessing rather than a curse by minimizing the development conflict and by promoting development in an economical and sensible fashion.



### What is Planning?

Planning is simply a common-sense effort to anticipate the needs of the people during the foreseeable future for governmental services; for suitable and adequate land on which to live, work, and play; and for job opportunities. It is also an effort to formulate programs for meeting those needs and to guide development as it takes place so that the interests of the general public are preserved and so that no individual or group interferes unduly with the rights of other property owners.

In sequence, planning operations are based on:

(a) The discovery of facts bearing on local development problems: where people will likely want to settle in the area, how many there may be; what types of jobs will be available for them and the economic and industrial prospects for the future; and

where and how various parts of the county are being used or mis-used for various purposes.

(b) The preparation of plans showing how the county ought to grow and develop to meet the wishes and needs of local people.

(c) The execution of a number of legal and administrative steps (outlined below) to promote sound development, preserve property values, and to head off problems before they become too complex or too difficult to handle.

A large number of North Carolina cities have carried on planning operations for many years, and an increas-

ing number of them are recognizing the importance of planning as a continuing function of city government. But development problems such as those described above are not confined within the city limits, and since most of the land area in North Carolina is rural, county government becomes the logical agency to undertake planning for these areas.

### Organization for Planning

Careful planning should precede the application of legal measures to control development in rural areas. To carry out such planning, a county planning board consisting of county residents should be appointed to advise the County Board of Commissioners. A number of choices exist for the appointment of such a planning body:

(a) A county planning board created under G.S. 153-9(40).

(b) A joint city-county planning

board created by agreement of two or more local governmental units, under the general authority contained in G.S. 153-9(40).

(c) A regional planning board created by special act, such as the Western North Carolina Planning Commission (G.S. Chapter 153, Article 21).

(d) A city-county planning board created by special act, such as the Forsyth County/Winston-Salem planning board (Chapter 677, 1947 Session Laws, as amended by Chapter 777, 1953 Session Laws).

It is usually desirable for the Planning Board to have some technical assistance in formulating plans and administering the various legal advices used to carry out such plans. Here again, a number of alternative arrangements are possible. One is the use of a staff hired by the county for the planning board. Another is the use of a planning consultant employed to assist the planning board. A third alternative is reliance on the staff of another planning board (city, county, or regional) whose services may be contracted for under G.S. 153-9 (40). A fourth is the use of a staff or consultant whose expenses are paid for in part by the federal government, through a program administered by Division of Community Planning, N. C. Department of Conservation and Development. Matching funds for many types of planning operations are available to counties of less than 50,000 population under this program.

Under North Carolina legislation, enforcement officials to carry out certain regulatory measures (notably zoning) are also required. These responsibilities may be delegated to one of the following officials, who may already have been appointed in the county:

(a) A county building inspector (under G.S. 153-9[49]).

(b) A county electrical inspector (under G.S. 160-22).

(c) A county plumbing inspector in some counties (under G.S. 153-9 [47]). In addition, a County Zoning Board of Adjustment must also be appointed under G.S. 153-266.17 to interpret the zoning ordinance, to give relief in certain hardship cases, and for other purposes.

### Legal Devices for Carrying Out Plans and Guiding Development

The chief "tools" for promoting sound development throughout the county are the zoning ordinance and the subdivision regulation ordinance. In brief, zoning specifies the areas within which certain types of develop-

ment are to be promoted, and subdivision regulations provide for the proper design and layout of residential and other types of development at the time such development takes place. Local zoning and subdivision regulations may be adopted pursuant to the following statutes:

(a) Municipal zoning (G.S. Chapter 160, Article 14) and subdivision regulations (G.S. 160-226 to 160-227.1) *inside the city limits.*

(b) Municipal zoning by cities over 2,500 population (under G.S. 160-181.2) and subdivision regulations (under G.S. 160-226) *for one mile beyond the city limits.*

(c) County zoning (under G.S. Chapter 153, Article 20B) *throughout part or all of the county outside the zoning jurisdiction of a municipality,* and subdivision regulations (under G.S. Chapter 153, Article 20A) *throughout all of the county outside the subdivision jurisdiction of a municipality.* The county may also zone and regulate subdivisions within a mu-

a tax of between one cent and 10 cents per \$100 valuation for the purpose of financing industrial promotion activities in the county. Funds derived from this levy may be used for industrial surveys, to encourage new plant location in the county, and for other related purposes. In addition to this general grant of authority, special acts applying to a large number of counties also exist. It should be noted, however, that expenditures for industrial promotion must be made under the express direction and control of the county commissioners. Such expenditures cannot take the form of an unsupervised appropriation to a Chamber of Commerce for expenditure as it sees fit. [*Ketchie v. Hedrick*, 186 N.C. 392 (1923); *Horner v. Chamber of Commerce*, 231 N.C. 440 (1950), 235 N.C. 77 (1952), 236 N.C. 96 (1952).]

### Special Inducements to Industry

Some promotional activities by counties may raise constitutional questions

rendered, suspended, or contracted away. Taxes on property shall be uniform as to each class of property taxed . . ." The only classes of property which may be exempted from taxation are enumerated in Article V, Section 5. Furnishing interest-free capital to the industrial firm probably violates the first constitutional provision cited above, and constructing a building and making it available free or at a very low rental probably violates this same provision, as well as Article V, Section 3 which requires that funds be spent for a "public purpose".

Certain measures which might legitimately be undertaken by the county, on the other hand, include:

(a) Advertising and other promotional activities permitted under G.S. Chapter 158, noted above, and special acts.

(b) Planning Board surveys and plans designed to identify resource for attracting particular industries and to prepare for handling any problems resulting from industrial growth.

(c) Industrial zoning, designed to identify and protect potential industrial sites from adverse types of development.

(d) Provision for adequate site facilities—particularly water and sewer services, under authority of G.S. 153-9(46), 153-11.2, 153-77, and 153-80. (For a full discussion of county activities in providing such services, see the article by Warren J. Wicker, elsewhere in this issue.)

(e) Provision of police and fire protection.

Development and promotional activities within the county are not limited to those which can be performed under the authority and supervision of the county planning board and the board of county commissioners. Private citizens may advertise the industrial advantages of the county and may also form industrial development corporations for the purpose of making capital and managerial assistance available to new industries. Other such privately-supported steps may include the actual preparation of industrial sites—including land assembly, clearance, installation of utilities and railroad spurs, and so on; the construction of buildings for lease or sale (or gift); and the provision of adequate housing for employees of new industries.

Those interested in exploring these problems further should consult the following materials:

(Continued on page 23)



nicipality by permission of the city governing board. It should be noted that a county zoning ordinance adopted pursuant to the authority cited above cannot be made to apply to bona-fide farms.

### Financing Promotion of Economic Development

Under G.S. Chapter 158, the county commissioners may, with the approval of a majority of those voting in a special election held for the purpose, levy

as to legality. For example, it is probably illegal to grant tax exemptions or preferential tax treatment to new industries, as violative of Article I, Section 7 of the North Carolina Constitution, which forbids the granting of "exclusive or separate emoluments or privileges" except in consideration of public services. Such treatment may also violate Article V, Section 3, providing that "The power of taxation shall be exercised in a just and equitable manner, and shall not be sur-



# ACCOUNTING ADVISORY SECTION OF THE LOCAL GOVERNMENT COMMISSION

During its 1959 Session, the Legislature of the State of North Carolina appropriated funds for the establishment of an accounting section within the Local Government Commission, which was strongly advocated by the Honorable Edwin Gill, State Treasurer and *ex officio* Director of Local Government, to work toward the improvement of accounting at the local unit level. The action of the Legislature was in response to the requests of the local units, which were made directly and through their various organizations. This project has long been advocated by Mr. W. E. Easterling of the Local Government Commission and loyally



Gordon Bell

supported by the staff of the Institute of Government as well as the municipal and county organizations referred to above.

The new section was named "The Accounting Advisory Section" to conform with the fundamental motif set for its operation which is service to the local units. It was activated on January 15, 1960, with Gordon E. Bell, C. P. A., as Chief of the section.

The improvement of accounting envisioned is regarded as a means of making available more information, of greater reliability, and at earlier dates. The improved information in turn

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should permit better communication with taxpayers of the unit; better budgetary control, and more convenient capital budgeting, planning, and financing. Competition for the investor's dollar is expected to increase and adequate information will be of increasing importance to the local units in maintaining their competitive positions. Increasing demand for services coupled with increasing awareness of tax rates by taxpayers may make better budgetary control and both short and long-run planning essential.

Some of the more specific activities proposed or contemplated by the Accounting Advisory Section, working in conjunction with representatives of the various interested parties, are as follows:

1. The development of a chart of accounts to provide a uniform terminology, a uniform classification and numbering system for local units.
2. The development of recommendations regarding budgetary accounting, use of cash or accrual basis, and with respect to the mechanical aspects of the accounting system (such as double entry accounting, journals, ledgers, etc.)
3. The preparation of pro-forma statements to illustrate those recommended for inclusion with annual reports.
4. The preparation of manuals for the use of the accounting staff of the local units. The manuals will contain rather detailed explanations of the system proposals, and definitions of the terminology.
5. The development, jointly with the North Carolina Association of Certified Public Accountants, of a manual of



W. E. Easterling

suggested audit procedures for the audit of local government units together with standards for the conduct of the audit. This project is now nearing completion, primarily due to the work of the Committee on Accounting and Auditing Procedure and the Governmental Accounting Committee of the North Carolina Association of Certified Public Accountants.

Much work has been done toward the development of a chart of accounts and toward recommendations relative to statements. With the arrival of Mr. B. L. McKenzie to join the staff, it will be possible to expand the activities of the advisory section, and it is expected that another man will join the staff soon.

The services of the Accounting Advisory Section will be made available, without charge, to all local units, upon request, to assist them in adopting the proposed uniform system, or to consult with them in regard to special problems such as mechanization, operating budgets, capital budgets, etc.

The officials of all local units are cordially invited to call on the Accounting Advisory Section by letter, phone call, or in person for any service within the scope of the operation.

# COUNTY FINANCED UTILITIES

The growth of North Carolina's population in recent years and the continuing shift from an agricultural to an industrial economy have increased the needs for water and sewerage services. Where population density is great and where significant amounts of industrial development take place, the provision of public utilities is essential.

In the past 30 years the State's population has increased over 40 percent. During the same period, the population of all the cities and towns of the State has increased over 75 percent. Thus it may be seen that most of the population increase has taken place in and around the State's municipalities.

As long as growth took place within municipal boundaries, the provision of water and sewerage services was considered to be solely a municipal responsibility. And in most North Carolina municipalities such needs have been adequately met.

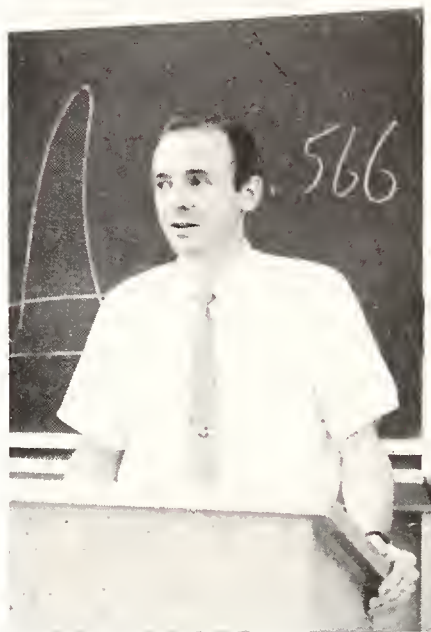
Municipal boundaries have been extended from time to time to take in adjacent areas as they developed an urban character. And with the extension of boundaries, if not before, water and sewerage services have also been extended.

Growth, however, tends to keep ahead of annexation, and also, ahead of the extension of water and sewer lines. Many industries deliberately locate outside municipal boundaries—some times several miles from the nearest city. In some cases such locations are chosen to escape city taxes; at other times to find an adequate site at reasonable cost; and at still other times because of labor availability, transportation needs, or other reasons. But whatever the reason, the location of industry in such places frequently creates a demand for water and sewerage services, as well as increased demands for law enforcement, fire protection, highways, and, with a new work force locating in the same area, schools.

Furthermore, new residential subdivisions are more and more frequently developing outside city limits. Again, the reasons for selecting a location outside the city may differ from one case to another, but the consequences are more likely to be uniform—increased demand for the whole range of governmental services, but especially for water and sewerage services.

Except for a few private companies,

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Jake Wicker

a small number of sanitary districts, and the extensive development of services by districts in Buncombe County in the 1920s, people outside municipal boundaries have usually looked to the city for water and sewerage services.

## The Role of the City

Should those who live outside a city and who need water and sewerage services look to the city for them? Insofar as legal authority to provide the service is concerned, the cities have plenty. G.S. 160-255 grants general authority to municipalities to provide outside service as they are able and when they desire.

But utility extensions are expensive, and some cities are not in a position to finance large extensions of their systems. Moreover, if extensive areas are to be served, enlargement of water supply and treatment works may be required, or the sewage treatment facilities may need expansion. A few cities have taken the position that a city's utilities are organized for the benefit of city residents and have declined to extend services ex-

cept to areas which agree to become part of the city. If the areas needing service are adjacent to the existing city boundaries, this presents few problems, but what of areas which may be some distance from the city's boundary and probably several years from annexation? What governmental unit should be responsible for providing service to these areas?

And what of the desire to promote industrial development, especially at some distance from a city? Is this a city responsibility insofar as providing utility services is concerned?

*Residential extensions.* Whatever the role of the city should be, a great majority of North Carolina cities require the developer to bear all of the original cost of installing water and sewer lines to serve residential subdivisions located outside their boundaries. Of 69 cities reporting on outside water extension policies in a 1958 survey, 63 required the developer to finance completely the initial construction. Policies with respect to the extension of sewer lines paralleled those for water extensions. Table I shows how the original cost of extensions is shared between the city and the developer in the cities reporting.

While the original cost is shared in this manner, a number of these cities have policies under which some reimbursement to the developer may be made. In some cases, reimbursement is from tap fees and in some cases from income from the lines. In a few cases, reimbursement must await annexation. For example, Ahoskie reimburses the developer for the full cost upon annexation and Sanford refunds tap fees to the developer for 12 years after installation, not to exceed his original cost. A number of cities, however, make no refund and the lines are dedicated to the city upon completion.

*Industrial extensions.* While a number of North Carolina cities refuse to extend water and sewer lines to serve residential users outside the city, few will decline to provide services for an attractive new industry. This does not mean that the cities will finance the extension. As a matter of fact, about 75 percent of cities with an established policy on outside industrial extensions will bear none of the cost of installing the lines, leaving the industry, local business groups, the county, or other parties to bear the cost if services are provided.

In the five-year period, 1953-58, a



TABLE I

## PERCENTAGE OF ORIGINAL COST OF IMPROVEMENTS PAID BY DEVELOPER IN SUBDIVISIONS LOCATED OUTSIDE CITY LIMITS

	No. Towns Reporting	Percent Cost Paid by Developer		
		100%	50%	0%
<i>Cities over 10,000</i>				
Water Mains	17	17	0	0
Sanitary Sewers	17	17	0	0
<i>Towns 2,500-10,000</i>				
Water Mains	18	17	0	1
Sanitary Sewers	19	18	0	1
<i>Towns Under 2,500</i>				
Water Mains	34	29	3	2
Sanitary Sewers	21	18	2	1
<i>All Cities</i>				
Water Mains	69	63	3	3
Sanitary Sewers	57	53	2	2

total of 34 cities, out of 156 replying to the survey, reported a total of 120 water and sewer extensions to serve industry outside their boundaries. Among these extensions, the industry paid the full cost in 36 percent of the extensions, the city paid the cost in 27 percent of the cases, other private parties paid the cost in 13 percent of the extensions, the county bore the expenses in 2 percent of the cases, and in the other 22 percent of the extensions various combinations of these parties financed the original cost of the extensions. Table II shows the various financing arrangements for the 120 extensions by cities classed according to size. It may be seen from this table that while cities are willing to provide services, they are, as a group, unwilling to accept full responsibility for the financing of industrial extensions outside their boundaries.

## The County's Role

Because of city policies on the extension of utilities and the desire to attract new industry, many counties have been asked to aid in the financing of water and sewer lines which must be installed outside municipal boundaries to provide services to new and prospective industries.

*Authority.*<sup>1</sup> General authority for county expenditures for utility purposes may be found in G.S. 153-9 (46; and in G.S. 153-11.2. The first of these sections reads as follows:

Water Systems and Sanitary Sewer Systems.—To acquire, construct, reconstruct, extend, improve, operate, maintain, lease and dispose of water systems and sanitary sewer systems, to contract for the operation, maintenance and lease of any such systems, and to contract for a supply of water and the disposal of sewage.

G.S. 153-11.2 provides:

*Appropriations for construction of water and sewer lines.*—The board of county commissioners in any county in North Carolina is authorized and empowered to appropriate, make available and spend from any surplus funds or any funds not derived from tax sources which are available to said boards to be used in such amounts in the discretion of said boards for the purpose of building water and sewer lines from the corporate limits of any municipality in said county to communities or locations outside the corporate limits of any municipality therein. Said water lines shall be built and constructed for the purposes of public health and to promote the public health in communities and locations in the State where large groups of employees live in and around factories and mills and where said water and sewerage is necessary to promote industrial purposes.

And G.S. 153-77 (o) and (p) grants authority for counties to issue bonds and notes to finance the acquisition, construction, reconstruction, extension and improvement of water and sewer systems.

1. For a full discussion of these statutes and the authority of counties to make expenditures for water and sewer lines, see "County Expenditures for Water and Sewer Lines," by John Alexander McMahon in *Popular Government*, October, 1959.

*Reasons.* The reasons pressed upon counties for assisting in the financing of water and sewer lines to serve industry outside municipal boundaries may be summarized as follows: (1) There are needs involving the health and welfare of the people which are not being met by other governmental units, (2) the provision of adequate

TABLE II  
FINANCING ARRANGEMENTS IN PROVIDING WATER AND SEWERAGE SERVICE TO INDUSTRIES OUTSIDE 34 NORTH CAROLINA CITIES: 1953-58

Population Class—1950	No. Cities Reporting	Extensions Reported	Number of Extensions in Which Total Cost Was Paid by:				No. Extensions in Which There Was Participation by:			
			City	Industry	County	Dev.	City	Industry	County	Dev.
						Corp.				Corp.
Over 100,000	1	19	—	9	—	8	2	2	—	—
50-100,000	3	21	—	7	2	1	10	4	2	6
25-50,000	2	3	2	1	—	—	—	—	—	—
10-25,000	8	26	10	10	—	—	6	2	3	2
5-10,000	5	18	7	6	—	—	5	3	1	2
2,500-5,000	7	18	12	4	—	2	—	—	—	—
1,000-2,500	6	10	1	4	—	4	1	—	—	1
Under 1,000	2	5	—	2	—	1	2	2	—	—
TOTAL	34	120	32	43	2	16	26	13	6	11

NOTE: The survey covered 156 cities. However, only 34 reported any industrial extensions outside the city during the period. Each extension of each utility is counted as a separate extension. For example, the extension of water and sewer lines to serve a single industry was counted as two extensions.

water and sewerage services will encourage the development of industry which is needed to increase the income and general welfare of the people, and (3) the new tax values will be added to the county's valuation, not to the city's, and therefore primary responsibility for financing of lines to serve new industry should rest with the county.

*Patterns of participation.* As may be seen from the listing of county experiences set forth below, these reasons have been persuasive in a number of cases. The arrangements under which some 15 counties either participated in the financing of utilities, or have agreed to participate, are summarized in this listing. A review of these arrangements reveals that three general patterns have been used.

First, a number of counties have simply made appropriations to finance all, or part, of the cost of extending utilities from a city boundary to serve an industry located outside the city. The lines are owned, operated and maintained by the city and the county's involvement in the project ended with the appropriation. In almost all cases appropriations were from non-tax funds. Some of the appropriations were made under authority of a special act. Others, presumably, were made under the general law authority.

The second pattern is that worked out by Catawba and Cleveland counties. In these cases, the county appropriated funds for the complete or partial construction of the necessary lines and has retained ownership accordingly. The lines are leased to the city concerned in return for the city's assumption of complete responsibility for operation and maintenance and agreement to provide service. Control of taps and the sale of water are by the city. The city also makes a nominal lease payment to the county each year in Catawba's case.

The third pattern involves the reimbursement of the county for its appropriations. Davidson, Edgecombe and Wayne counties have all developed agreements providing for reimbursement. In the case of Davidson and Edgecombe, the agreement with the city concerned provides that the county's equity in the lines shall transfer to the city at the end of ten years, or prior to that time, if the county has been refunded its original investment from tap fees in accordance with the terms of the agreement. The agreement between Wayne County and the City of Goldsboro provides for complete re-

imbursement of the County's appropriation before the City receives clear title to the lines.

#### EXPENDITURES FOR WATER AND SEWER LINE EXTENSIONS BY NORTH CAROLINA COUNTIES

[Recorded here is a list of 18 cases in which North Carolina counties have in recent years made expenditures for the extension of water and sewer lines to serve areas outside municipal boundaries. This list is based on newspaper reports and personal knowledge of members of the Institute staff. As a result, it may not include all the experiences of all North Carolina counties.



The listing here—concentrating on recent experience—does not include a description of the extensive installation of water and sewer lines in Buncombe County which was undertaken, for the most part, in the 1920s. At that time a number of special districts were formed in Buncombe County and bonds were issued to finance the installation of the facilities. In general, water was supplied and sold by the City of Asheville and district taxes were levied (and are still levied) to retire the bonds and provide for maintenance of the facilities. Service was provided to all classes of users: residential, commercial, industrial and institutional.]

#### 1954

**Wake.** In 1954 Wake County appropriated \$85,000 for the construction of a 16" water line which extended for approximately 1½ miles from the boundary of the City of Raleigh. This was the total cost of the line, and the County used ABC revenues in making the expenditure. The line, installed to serve a major industry locating in the County, was constructed to City specifications, dedicated to the City upon

completion, and has been operated and maintained by the City since completion.

In connection with the same industrial location, the County also appropriated \$21,000 from ABC revenues to finance the extension of a sewer line—approximately 2,000 feet of line varying in size from 8" to 12". As in the case of the water line, the sewer line was also constructed to City specifications, was dedicated to the City upon completion, and has been operated and maintained by the City since completion.

#### 1956

**Catawba.** Approximately \$95,000 was appropriated from non-tax funds by Catawba County to provide water service to a major industry locating in the County. The full cost of the line was paid by the County and the line is operated and maintained by the Town of Newton under a 10-year lease. Under the terms of the lease, the Town has complete control of the line, sells all water and taps, and maintains the line. The Town pays the County \$25,000 a year under the lease and has the option of extending and renewing the lease upon its termination.

**Wake.** This extension was of a 12" water line for about 1,500 feet south of the City of Raleigh to serve an industrial location. The County appropriated from non-tax funds \$4,200, or about 35% of the total cost. The remaining cost of the line was financed by the property owners being served. The line was constructed to City Specifications and dedicated to the City



upon completion. Operation, maintenance and control has been with the City since installation.

#### 1957

**Cleveland.** From non-tax funds, the County appropriated \$20,000 to finance the complete cost of a 10" water line to serve an industry located outside the limits of the City of Shelby. Ownership of the line remains with the County. It is leased to the City in return for the City's assumption of all operation and maintenance costs. The City controls taps and sells water distributed through the line.

#### 1958

**Buncombe.** To provide water for a new industry outside the City of Asheville, Buncombe County agreed to appropriate \$60,000 from non-tax funds if the City would bear the same amount of expense. The line was constructed by the City and the County is meeting its obligations in three annual installments of \$20,000 each. The City owns and has complete control over the line and full responsibility for its maintenance.

**Cleveland.** A County appropriation of \$15,000 met part of the cost of extending a water line to serve an industry located outside the Town of Kings Mountain. The Town met the remainder of the cost. The County's equity in the line is leased to the Town in return for the assumption by the Town of complete responsibility for operation, maintenance and repair. Sale of water is by the Town.

**Haywood.** The County appropriated \$15,000 (about 43% of total cost) to finance the extension of a water line to serve an industry located near the Town of Waynesville. The remainder of the cost was shared equally between the Town and the industry. Control and operation of the line is in the hands of the Town.

**Rowan.** From non-tax funds, the County appropriated \$7,500 to help finance the extension of water and sewer lines from the City of Salisbury to serve developing commercial and industrial areas outside the City. The County's share represented 44% of the cost, the City paid 3%, and local businesses and industry paid the remaining 53%. Ownership, control and maintenance of the lines are the responsibility of the City.

**Warren.** To meet water and sewerage needs of an industry locating near the Town of Warrenton, the County appropriated \$5,000 from ABC revenues. Ownership, control and operation rest with the Town.

**Wayne.** From non-tax funds, the County appropriated half of the cost

of extending water and sewer lines from the City of Goldsboro to serve an industry on the north side of the City. The County's appropriation totaled \$14,000 for water and \$24,000 for sewer. Under the terms of the contract between the County and the City, the lines became the property of the City upon completion, but the County is to receive a share of the revenues from the lines until its initial investment is recovered. Each year, the City deducts its actual cost of operation, maintenance and repair from the total revenues produced from the lines, including revenues from the sale of water, sewer charges, and the sale of taps. The excess of revenues over actual costs is divided on a 50-50 basis between the County and the City until the County recovers its original investment. At the end of the first year, the County received \$3,700 in refunds, or about 10% of its original investment of \$38,000.

#### 1959

**Buncombe.** The County appropriated approximately \$90,000 from non-tax funds for extension of a water line from the Asheville system to serve a new industry and the construction of a sewer line to serve the same industry. The City owns, maintains and operates the water line while the County owns and maintains the sewer line.

**Cleveland.** Following a 1957 bond election which carried by almost 60 to 1, Cleveland County issued a total of about \$400,000 in general obligation bonds to finance the construction of water and sewer lines to serve a new industry which was locating in the County. Connections were made with the systems of the City of Shelby. About two miles of sewer lines were installed (\$90,000) and about five miles of water line (\$310,000). The County has retained ownership of the lines and leases them to the City in return for operation and maintenance. Sale of water through the lines and the collection of all tap fees and other charges

are made by the City in accordance with its regular policies. The County levies the tax necessary to meet debt service on the issues.

**Edgecombe.** The County appropriated \$20,000 from non-tax funds which met about 90% of the total cost of extending water and sewer lines from the Town of Tarboro to serve an industry outside the Town. The Town controls, operates and maintains the lines. The contract between the County and the Town provides that the Town shall pay to the County the difference between the charge for an inside tap and an outside tap from all outside tap fees collected from additional users of the lines for a 10-year period, or until the County has recovered its original investment. At the end of 10 years, or before that time if the County has been completely reimbursed, title to the lines transfers to the Town.

**Forsyth.** In 1958 Forsyth County decided to convert its county farm property, located a few miles from Winston-Salem, into an industrial park. In accordance with this intention, the County entered into an agreement with the City for the extension of about 3½ miles of water lines to provide service to the tract. Under the terms of the agreement, the County financed the complete cost (about \$225,000 from non-tax sources) and the lines were dedicated to the City upon completion. Construction was to City specifications and operation, control and maintenance rest with the City. Just prior to the actual construction of the lines, a local industry purchased the entire property and agreed to reimburse the County for its outlay as a part of the purchase price.

**Nash.** In 1959 the County agreed to share equally with the City of Rocky Mount the cost of installing a water line to serve a prospective industry which was to locate in Nash County, but outside the City limits. The ap-

*(Continued on page 24)*



# COUNTY INSURANCE

By **GEORGE H. ESSER**

*Assistant Director, Institute of Government*

## Introduction

As our population grows and government becomes more complex, local governmental units acquire more property, more employees—and more liability.

The more property a governmental unit owns, the more chances there are for damage to that property.

The more property a county owns—and the more people a county employs—the more opportunities for damage to citizens as a result of the negligence of these employees.

Today the question of who should be responsible for this damage becomes more pressing. The county may simply take its chances. Or it may let insurance companies take the chances.

I have heard county officials say that the question of what to insure and for how much is one of the most baffling problems that they face. I feel the same way in my own personal insurance program. It is an area in which there is no certainty and which is becoming more baffling all the time. The purpose of this program is to suggest some of the factors which county officials should take into consideration in preparing a sound insurance program.

A sound insurance program can be approached from two different points of view. The first is the coverage that the county should purchase to save the county harmless from damage to county property. The second is to save the county harmless from liability for damage inflicted on others through the negligence of county employees.

## Where the County Suffers Damages

Where damage is inflicted as the result of the negligence of the county employees, the first question is one of law. Is the county liable for this damage? But where the county suffers damage from fire or theft or other means, the question is simply to what extent the county has held itself harmless through coverage by insurance.

The problem is not simply one of fire. Someone throws rocks at the county courthouse windows. A truck throws a rock through a sheriff's car. Someone robs the clerk of court's office. A shed at the county home is blown over by a storm. The county accountant's car is stolen.

Should the county simply accept these losses as part of the course of doing business and be prepared to appropriate funds to meet these losses? Or should the county purchase insurance to cover at least the major anticipated losses? Certainly experience will tell the county what the usual types of losses are. Many losses are recurring—small losses. Other losses are not anticipated but are always possible—such as fire. So the average governmental unit today will insure itself against recurring losses and those losses which are potentially so serious that they cannot easily be met from a yearly budget on a self insurance basis.

The problem is how to determine what to cover, how much coverage to secure, and what procedure to follow

in securing coverage. Then once coverage is secured, how are claims administered to make sure that the benefits of insurance are actually obtained?

These are not idle questions. The experience of government in this State is full of examples where:

1. Losses have been covered by insurance but claims have not been processed and the loss is met from the annual budget.

2. Two or more policies cover the same loss, resulting in an unnecessary duplication of cost.

3. Buildings are not insured for anything like their replacement cost, so that when fire or heavy loss occurs, adequate insurance is not obtained to replace the loss.

The first step in protecting a county against damage to property then is a full inventory of county property, an inventory of the types of losses periodically suffered by the county, and an evaluation of the type of insurance coverage that constitutes a good investment. In making this determination, and in particular in keeping appraisals up to date, the county should have the advice and counsel of qualified insurance men. And this advice and counsel should not be a one shot proposition but should be arranged on a year to year basis, with review of the county's program formally undertaken each year.

## Where the County Inflicts Damage

Historically, county governments in the performance of governmental functions were not liable for damage caused to others through the negligence of county employees. The employee was liable, but the county was not. In the field of city government, however, a distinction arose whereby a city was made liable for the negligence of its employees, if damage resulted from the performance of a so-called "proprietary" function. As a rule, a function is defined as proprietary if it is a business type enterprise engaged in by government. For example, all public utilities are proprietary enterprises, and cities and towns are responsible for damage caused to others through the negligence of employees engaged in utility functions.

In this State there was some question as to whether counties were liable for any negligent acts, but the point was cleared up in the late 1940's when the Supreme Court ruled that counties, like cities, were liable for negligent acts of their employees in the performance of proprietary functions. The case involved the liability of Bun-





combe and Henderson counties as a result of part ownership of the Asheville airport. [*Rhodes v. Asheville*, 230 NC 134, 52 SE 20, 371 (1949)]

Actually, very few counties are engaged in proprietary functions, although they may become increasingly responsible to the degree that they take on such functions as the operation of utility systems.

But the doctrine of immunity, however, is an increasingly unpopular doctrine. While it protects the county governmental employees. The result is that both the State and federal governments make provision for assuming liability in that it may be unfair to retreat behind the immunity doctrine at the expense of citizens who have suffered serious damage from the acts of governmental employees. The result is that both the State and federal governments make provisions for assuming liability to a specified extent for damages caused by their employees, and since 1955 the board of county commissioners of any county in this State has been authorized to waive the county's governmental immunity from liability for damage by reason of death or injury to person or property, caused by the negligence or tort of the county or by the negligence or tort of any official or employee of such county when acting within the scope of his authority or within the course of his employment. [G.S. 153-9(44)] Such immunity shall be deemed to have been waived by the act of obtaining such insurance, but such immunity is waived only to the extent that that county is indemnified by insurance from such negligence or tort.

But note that the question of whether or not the county waives its immunity is clearly up to the board of county commissioners. The county can insure itself simply from liability caused by the negligent acts of employees in the operation of vehicles. Or it may insure itself for damage caused by negligence in the maintenance of the courthouse. Or it may obtain comprehensive liability policies which cover not only damages forseen but damage from accidents unforeseen.

Suppose a step gives way in the courthouse and a person is injured. Or damage results from the operation of the county elevator. Or a boiler explodes at the county home. The sheriff's deputy runs down a pedestrian. These are the types of liability for which the county is not legally liable unless it obtains liability insurance to cover this liability.

The procedure for determining coverage from liability is the same as

when the county suffers damage. The board of county commissioners should first inventory the types of damage which may occur, and decide the extent to which the county wishes to protect—not itself but the public—against negligent acts of the county. Once the general extent of desirable coverage is determined, the county should again consult with persons experienced in the insurance field to determine the amount and extent of coverage and arrange to purchase the necessary policies.

### Administration

It is easy to say that this is the procedure. But in following through the procedure there are many difficult questions. For example:

1. Should the county draw up specifications for each policy of insurance or turn this responsibility over to a committee of local insurance agents?
2. Should the board of county commissioners determine the distribution of the insurance business, should this be delegated to a local board of insurance agents to determine, or should competitive bids be secured on the policies? In this connection there seems to be no great advantage in competitive bids where rates of insurance are standardized through State action, but there may be some advantage where they are not so standardized. For example, many governmental units have had success in taking competitive bids for fleet coverage of motor vehicles—success in lower rates and greater service. Other governmental units believe that the amount of effort put into the securing of competitive bids is not justified by the money savings realized.
3. Should claims for losses all be processed through a single office or through individual departments?
4. Should all policies have a common effective date for more efficient review of coverage?

It is not my purpose this morning to give answers to all of these questions. It is obvious that we need much more careful evaluation of the insurance practices of both cities and counties to serve as guides to other cities and counties in coming up with more realistic insurance programs. Periodic review of what is covered, the amount of coverage, and the rates paid can insure better coverage of counties from loss as well as a lower total cost for the coverage received. Centralized administration of policy contracts and claims for loss can insure elimination of duplicating policies and the placing of every legitimate claim for loss. Different procedures in different counties may produce equally successful results. But it should be helpful to all

counties to review the experience of one county where there has been concern over county insurance coverage, and where some procedures for handling insurance have been standardized.

[During the second part of this program Mr. A. R. England, county manager of Gaston, outlined the procedures followed in Gaston County for placing insurance and for making claims. He pointed out that during the last two years the responsibility for reviewing and placing all policies has been vested in a special county committee, the chairman of which is a county commissioner with long experience as an insurance agent. As each policy expires and must be renewed, it is reviewed by the committee, compared with other policies in effect to insure elimination of duplicating coverage, and renewed so that hereafter all policies will expire on June 30. With a common expiration date, hereafter it will be a relatively simple matter to review insurance coverage annually and it will be easier to budget funds needed annually for premiums.]

Mr. England also pointed out that the responsibility for processing all claims has been placed in the county manager's office. All accidents resulting in loss to the county, or in damage for which the county may be liable, must be reported immediately to the county manager's office, and every report covered by insurance is immediately referred to the appropriate insurance agent for action. This practice has resulted in the county's collecting on claims for which it previously had coverage but for which claims had not been submitted, and in changing the coverage where loss trends make clear either that some types of accidents should be insured or that some types of coverage are unnecessary.]

In closing it is clear that no one system for obtaining insurance coverage is clearly the best. But it is also clear that with the increasing amount of county-owned property, insurance coverage should be periodically reviewed so that the county will get the greatest amount of coverage from its insurance dollar. It is also clear that the county should give careful and frequent study to the protection it wants against damage to citizens as the result of the negligent actions of county employees.

Insurance policies transfer the risk against accidental loss from the county to insurance companies. Premiums are the legitimate charge for transferring this risk. Careful administration is essential if the cost of transferring the risk is to constitute a good investment.

# PUBLIC WELFARE

By RODDEY M. LIGON, JR.

*Assistant Director, Institute of Government*

The first item on the program was a discussion of relationships between the State Board of Public Welfare and the county accountant. This discussion was led by Mr. R. Eugene Brown, Director of Public Assistance, State Board of Public Welfare. Mr. Brown introduced Mr. Clark who will become Chief Auditor for the State Board of Public Welfare on July 1. He also introduced Mr. Burgess, Field Auditor for the State Board of Public Welfare. Mr. Brown expressed his appreciation for the fine co-operation which most county accountants had given the State Board of Public Welfare. He pointed out that one of their mutual problems was running out of funds late in the year because of the inability to make completely accurate estimates of the amount needed for the various programs.

Mr. Brown stated that less than 7 per cent of the cost of administering the various public welfare programs in the county welfare departments comes from State funds, whereas the percentage several years ago was as high as 15 per cent. He expressed the belief that the State should provide a greater percentage of the cost of local welfare administration, and stated that the State Board of Public Welfare planned to ask the next General Assembly for more money for welfare administration. He requested the county accountants to use their influence in support of this request.

After these preliminary remarks, Mr. Brown opened the floor for a question and answer session. The first question raised concerned the formula used in making grants from State Board of Public Welfare equalization funds. The question concerned the equity of the formula. Mr. Brown stated that it was difficult to get any formula that would be suitable to all counties; that the formula presently in use was based upon per capita State income taxes paid, weighted by other factors; that the State Board of Public Welfare was presently working on a new formula which would be based entirely upon per capita effective buying income, using figures available in the publication "Sales Management"; and that the State Board of Public Welfare hoped to have a better formula in the

near future. He stated that under the law equalization funds could not be allotted to a county unless the county had levied a tax rate of more than 10¢ per \$100 valuation for its OAA, ADC, and APTD programs. He stated that the State Board of Public Welfare had, through regulation, increased this requirement to 11¢ per \$100 valuation. He noted that one of the things that was causing trouble had been the failure of the counties to realize that the equalization allocation is based



upon what the county actually spends, and that the State Board of Public Welfare has to withhold equalization funds if the county does not spend all of what is set up as the county's part. There followed further questions and answers:

Q. Do you take into account a revaluation?

A. We use property valuations which the county accountant sends us.

Q. Therefore, a county which has no revaluation may have an advantage over a county which does have a revaluation in that the county without a revaluation will have a higher tax rate and therefore is more likely to be eligible for the equalization funds.

A. This could be true. This is one of the difficulties with the present formula.

Q. Is all of the equalization money State funds, or is some of it from federal funds?

A. All of it is State money.

Q. Does your present formula take into account the assessment ratio?

A. No. We have been using the valuation as stated by the county accountant. The fact that different assessment ratios are used is one of the reasons we feel that a formula based upon per capita income may be better.

One accountant stated that he had some difficulty getting close co-operation from the local welfare department. He complained that the welfare department would keep making additional requests for additional funds during the year, and that these requests would take up all of the county's contingency money and that the other departments which were equally entitled to contingency money were therefore unable to receive any. He used

as an example the fact that the percentage of net need, and consequently the average payments, would be raised on June 1 for OAA and APTD cases.

Mr. Brown stated that the contribution to the pooled fund for hospitalization rate was going down in an amount sufficient to take care of the increase on June 1 so that no more county money would be needed for this purpose. Mr. Brown also stated that it was necessary to make additional requests during the year only when the county had not appropriated a sufficient amount of money to begin with. He pointed out that the State Board of Public Welfare must have a uniform plan under federal requirements, and that therefore additional requests in order that a particular county may comply with the uniform plan sometimes become necessary.

(Continued on page 24)



# PUBLIC HEALTH

By RODDEY M. LIGON, JR.

*Assistant Director, Institute of Government*

The second item on the program was a discussion of the relationships between the State Board of Health and the county accountant. This discussion was led by Mr. I. A. McCary, Head of the Administrative Section, Local Health Division, State Board of Health. Mr. McCary stated that he felt that this subject could best be discussed by going down the budget form showing appropriations and an analysis of the appropriations.

The first column contained cash on hand. This is the bank balance brought forward from the prior year. The policy of the State Board of Health requires that the bank balance, that is the surplus remaining at the end of the year, be carried forward for public health purposes in the succeeding year. Mr. McCary indicated that whereas previously not more than 50 per cent of the counties were doing this, presently 85 per cent are doing so. [In the discussion session, an accountant stated that he doubted that 15 per cent of the counties were failing to carry this surplus forward. He stated that he doubted that any accountant would place this surplus in the general fund inasmuch as that would be contrary to the provisions of the County Fiscal Control Act.]

The second column contains State appropriations. Mr. McCary noted that the amount of State money appropriated for allocation to local health departments has been the same for the past ten years. The amount has been \$1,132,000 each year. Mr. McCary stated that this means that the public health program had not been sold to the public and had not been sold to the legislators, or else this amount would not have remained the same while the cost of the services and the number of people receiving the services were steadily increasing. Mr. McCary pointed out that this \$1,132,000 is distributed in such manner that each county receives \$3,000; each county receives 40¢ per school pupil based upon average daily membership for the previous school year; \$200,000 is distributed on the basis of a formula taking into account population, financial need, and general health need; and, the remaining available State funds are distributed on a per capita basis according to the 1950 census

figures. Mr. McCary asked the accountants to help the State Board of Health in its efforts to get the General Assembly to appropriate more money for allocation to local health department.

The third column contains the local appropriation. Mr. McCary pointed out that this has increased steadily for the last ten years, but that many counties were still not appropriating according to their ability. This statement was based upon the fact that many counties were not appropriating a per capita amount which bears the same relationship to the State average per capita amount as that particular county's per capita income bears to the State's average per capita income. He noted that local appropriations today are paying 80 per cent of the total costs of the local health department's operation, and that the State was paying 16 per cent and the federal government 4 per cent.

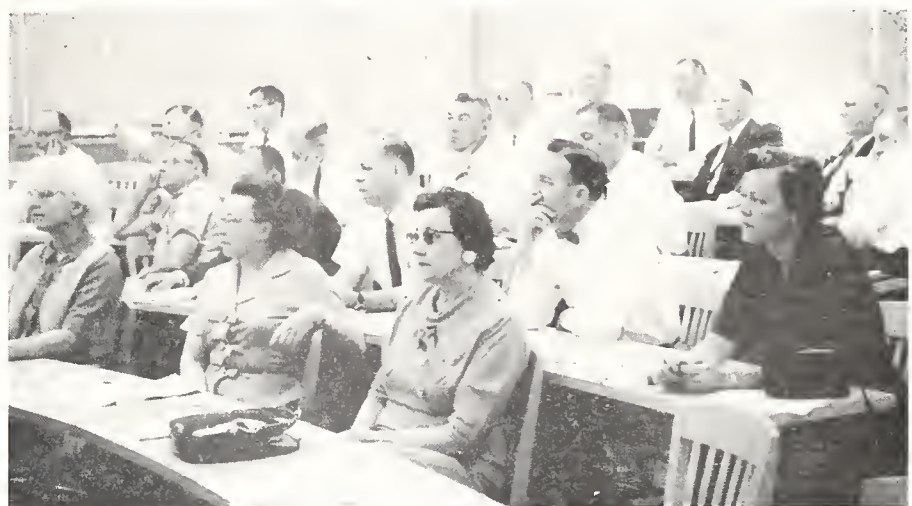
The fourth column contains federal funds. Mr. McCary stated that several years ago the federal government's allocation of funds to the local health departments was over \$500,000 and that today the federal allocation is only \$200,000. He stated that several years ago there were four categories under which federal funds were allocated, namely tuberculosis, venereal disease, maternal and child health, and general health. Today, there are only two categories, namely general health and ma-

ternal and child health. The State Board of Health allocates \$80,000 general health funds and \$120,000 maternal and child health funds. The federal general health funds are distributed to the counties on the basis of a formula which takes into consideration the population, financial needs, and general health needs of the county. The maternal and child health funds are distributed to the counties on the basis of a formula which takes into consideration population, financial needs, and the maternal and child health needs (determined in accordance with maternal, infant, and fetal deaths for the most recent five year period).

The fifth column is vital statistics. This is stated separately because in some counties the health director acts as the local registrar of vital statistics, and the State Board of Health would not know whether or not a particular health department was providing this service if this amount were not stated separately.

Mr. McCary next discussed the analysis of the budget. The first item is that of salaries. This is, of course, the most important item because without salaries there would be no health department program. The biggest problem encountered is that of vacancies. He stated that for every month that a vacancy exists, a percentage of the amount which had been allocated for the payment of that salary stays with the State Board of Health (since all State Board of Health allocations of State money to the county are for salary purposes). For example, suppose the total State and federal aid to a particular county is \$10,000. Suppose

*(Continued on page 23)*



# PERSONNEL

By DONALD HAYMAN

*Assistant Director, Institute of Government*

The panel members (consisting of Donald Hayman, Assistant Director, Institute of Government; Claude Caldwell, Merit System Supervisor; Joseph Greenlee, Local Government Employees' Retirement System) considered the twelve personnel trends of the past decade as described in *Trends in County Personnel Practices in North Carolina*, by Donald Hayman of the Institute. These trends are as follows:

(1) The number of elected officials compensated entirely by fees is declining.

(2) County commissioners are being given increasing responsibility for determining the salaries and working conditions of elected and appointed officials and Merit System employees.

(3) A majority of the county commissioners now receive a monthly salary.

(4) Salaries of county employees have increased more rapidly than the cost of living since 1950.

(5) Position classification and standardized pay plans are being recognized as helpful personnel tools as twelve counties have adopted or are now preparing to adopt classification and pay plans.

(6) One-third of the counties have gone to the five-day week, and very few courthouses are still open all day six days a week.

(7) The average hourly work week of courthouse employees has been reduced to 40.1 hours a week.

(8) Two-thirds of the counties which have adopted leave policies grant employees at least a two-week annual vacation with pay.

(9) The larger counties have adopted policies providing for sick leave; but in the smaller counties where supervision is more direct, leave continues to be granted informally as required.

(10) The average county employee now enjoys eight holidays with pay each year.

(11) Employees of all counties are covered by Old Age and Survivors Insurance.

(12) There has been renewed interest in providing county employees membership in an actuarially sound retirement system supplementary to OASI.

Four of the trends, (2), (4), (11) and (12) were developed at length during the panel discussion and the question and answer session which followed.

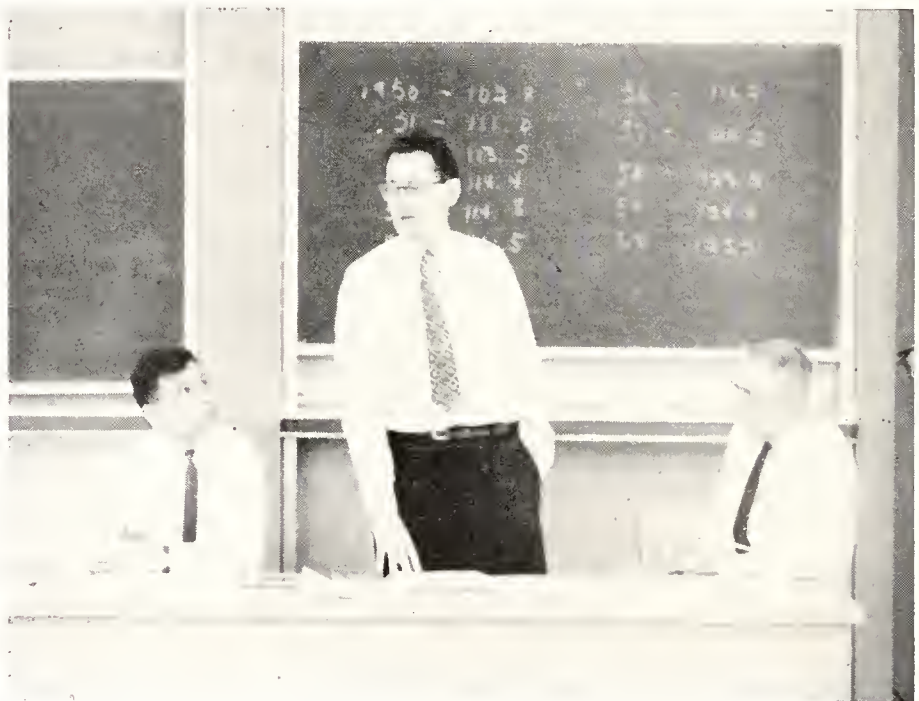
## The Increasing Responsibilities of County Commissioners

The responsibility of county commissioners for determining the salaries and working conditions of elected and appointed officials has increased in four ways. In 1950 seven counties were operating under local acts which permitted the board of county commis-

may now set the salaries of appointive officials and employees.

This shifting of responsibility has occurred for several reasons. The public is holding the county commissioners responsible for the operation of county government more than ever before. Newspaper editors and members of the General Assembly have stated that if a board of county commissioners is going to be held responsible, it should have authority commensurate with its responsibility.

The fee system of compensation, common until the turn of the century, proved inadequate because it frequently resulted in feast and famine. One official might receive more than enough to compensate himself and his assistants. Another official in an adjoining office might not receive enough to hire adequate assistance. The system of setting all salaries by local salary acts prevented salary changes when the Legislature was not in session and



The panel (left to right): Claude Caldwell, Merit System Supervisor; Donald Hayman, Assistant Director, Institute of Government; and Joseph Greenlee, Local Government Employees' Retirement System.

sioners to determine the salaries of all elective and appointive officials. The counties were Cleveland, Dare, Gaston, Jones, Pender, Robeson and Warren. The commissioners of one county, Rutherford, could determine and fix the salaries of all appointive officials and employees.

Today, the commissioners of 37 counties now have authority to set the salaries of both elected and appointive officials and employees, and the commissioners of 16 additional counties

greatly increased the number of local bills which consumed a considerable portion of the time of the General Assembly.

Mr. Caldwell discussed the 1959 change in Merit System rules which has increased the commissioners' authority over salaries. Since July 1959, boards of county commissioners have been authorized to select a six-step salary range for each of three groups of county health and welfare employees. County commissioners may se-



lect the "normal range" or a range 1, 2, and 3 steps below the normal range or a range 1 step above the normal range for each of the following six groups of employees: health director, the superintendent of public welfare, professional employees of the health department, professional employees of the welfare department, clerical employees of the health department, and clerical employees of the welfare department. The salary ranges of district health employees are selected by the district board of health.

The boards of county commissioners have used this authority to provide different ranges for one or more of the six groups in 76 counties. In approximately 15 per cent of the counties the salary ranges selected for professional and clerical health employees by the county commissioner are higher than the ranges selected for professional and clerical welfare employees. However, in 30 per cent of the counties the ranges for welfare employees are higher.

Approximately one-third of the welfare employees are compensated at the normal range, one-third at 1 and 2 steps below the normal range, and one-third at 3 steps below the normal range. The distribution of health employees is similar except that 24 per cent are compensated at 1 and 2 steps below the normal range and 42 per cent at 3 steps below the normal range.

Mr. Caldwell stated that the new pay plan was designed to permit local officials to select appropriate salary ranges for each county. He expressed concern that some commissioners may not understand the new procedure. He said that it is possible that some commissioners may have actually selected a salary range higher than appropriate for their county. He reminded the assembled accountants that the commissioners may annually make a new selection of a lower or a higher range for each of the six groups of health and welfare.

Mr. Caldwell stated that as a result of a suggestion made during the 1959 School for County Accountants, the Merit System has supplied each county accountant with a copy of all Merit System rules relating to county health and welfare salaries. Mr. Caldwell expressed the wish that accountants and commissioners having questions concerning the Merit System continue to contact the Merit System office in the future as they have during the past year.

The authority of boards of county commissioners was increased in 1957 and again in 1959. G.S. 126-14 as

amended in 1957 provides that a board of county commissioners may modify the rules governing the annual leave, sick leave, hours of employment, and holidays of county extension and county health and welfare employees to conform to the rules applicable to the other employees of the county. Mr. Hayman stated that although a few counties had used the authority to reduce the amount of leave granted health, welfare, and extension employees several other counties have increased the leave granted other courthouse employees to what had previously been granted to extension, health and welfare employees.

In 1959, G.S. 153-9 was amended to permit the board of county commissioners of any county to prescribe the office hours, workdays, and holidays to be observed by the various offices and departments of the county.

### County Salaries Increased More Than the Cost of Living

In order to determine the change in the salaries of county employees since 1950 when the Institute conducted its first county salary study, the compensation of 385 county officials reported in the 1950 study was compared with their 1960 salary. The salaries of officials whose duties were known to have changed materially were deleted from the study. The study revealed that the average compensation paid these county officials was 54 per cent higher in 1960 than it was in 1950. During the same period the consumer price index of the U. S. Department of Labor rose from 102.8 to 125.5 or an increase of 22 per cent.

The study, of course, did not indicate how much too low county salaries were in 1950 or how much lower county salaries were in the several counties than salaries paid in private industry for comparable responsibilities.

The national average for the consumer price index of the U. S. Department of Labor indicates that the cost of living has increased as follows since 1947:

1947—	95.5	1954—	114.8
1948—	102.8	1955—	114.5
1949—	101.8	1956—	116.2
1950—	102.8	1957—	120.2
1951—	111.0	1958—	123.5
1952—	113.5	1959—	124.6
1953—	114.4	1960—	125.5

### Old Age and Survivors' Insurance Coverage

The most significant development in county personnel administration in the past decade has been the extension of Old Age and Survivors' Insurance coverage to the employees of all coun-

ties. This coverage will permit county employees to enjoy retirement benefits and will make it possible, if necessary, for their dependents and survivors to qualify for survivors' payments.

The sheriff and his deputies in 28 counties are the only county employees not now eligible for Social Security. These counties are as follows: Alleghany, Avery, Clay, Currituck, Davidson, Davie, Graham, Granville, Greene, Harnett, Haywood, Hertford, Hyde, Jones, Macon, Montgomery, Perquimans, Richmond, Randolph, Sampson, Stanly, Stokes, Swain, Tyrrell, Warren, Watauga, Yadkin and Yancey.

Before any of these officers in a particular county can be brought under Social Security, a referendum must be held. Only the officers (sheriff or deputies) who are members of the Law Enforcement Officers' Benefit and Retirement Fund, may vote in the referendum. If no officer in a county department belongs to the Law Enforcement Officers' Benefit and Retirement Fund, Mr. H. B. Trader, Executive Secretary of the Fund, P. O. Box 870, Raleigh, will be able to supply information as to how the sheriff and/or deputy may join the fund in order to bring all the officers of the department under Social Security.

The next referendum for members of the Law Enforcement Fund who desire to secure Social Security coverage will be held on September 15th. However, for a referendum to be held for the officers of a county on that day, a resolution must be adopted by the board of county commissioners and notice of the referendum must be given before June 17, 1960. The Federal Old Age and Survivors Insurance Act requires a 90 day notice of the referendum. Copies of a memorandum explaining the procedure for bringing law enforcement officers under Social Security and a copy of the resolution which must be adopted by the governing body may be secured by writing to Nathan H. Yelton, Director, Public Employees' Social Security Agency, Caswell Building, Raleigh.

### Local Governmental Employees' Retirement System

Mr. Greenlee agreed that there has been an increase in interest among governing boards in bringing their employees under an actuarially sound retirement system to supplement OASI. Since 1950, the membership in the Local Governmental Employees' Retirement System has increased from 26 to 41 counties. Eight of the counties have joined within the last two years. On an individual department basis the

(Continued on Page 23)

# FEDERAL SURPLUS PROPERTY



*This article is condensed from the remarks by Mr. Marvin Dunbar, Procurement Section N. C. Agency for the Disposal of Federal Surplus Property, and a pamphlet on the acquisition of surplus property published by the U. S. Department of Health, Education, and Welfare which Mr. Dunbar distributed.*

Agencies and Departments of the Federal Government may from time to time find that they own more real or personal property than they require. This may occur because of a change in their program requirements or a reduction in their operations. In the Department of Defense it may occur because of a rapid change in the design of supplies and equipment to meet modern conditions of warfare. Obsolete material which is no longer suitable must be disposed of to make way for lighter, smaller, or faster types of equipment.

Congress has enacted legislation regulating the disposal of surplus property. Many categories of real and personal property must be reported to the General Services Administration which then exercises disposal jurisdiction. However, many other categories of both real and personal property remain under the disposal jurisdiction of the owning agency. Property is screened for utilization by other Federal Agencies, if no Federal requirement is developed, the property is determined to be surplus and becomes available for disposal.

## THE LAW

The Federal Property and Administrative Services Act of 1949 (Public Law 152, 81st Congress), as amended authorizes the Secretary of Health, Education, and Welfare to allocate Federal surplus personal property for transfer to State Agencies for Surplus Property which in turn distribute such property to eligible health and educational applicants. The Act also authorizes the Director of the Office of Civil and Defense Mobilization to allocate Federal surplus personal property for transfer to State Agencies for Surplus Property for distribution to civil defense organizations which are established pursuant to State Law. To eliminate the expense of operating a parallel organization, the Director of the Office of Civil and Defense Mobilization has delegated his allocating authority to the Secretary of Health, Education, and Welfare. A single State Agency for Surplus Property in each State distributes personal property for health, educational, or civil defense purposes. In North Carolina this agency is a division of the Department of Administration, with offices and a warehouse located in Raleigh. All transfers of Federal surplus personal property to State Agencies are approved by the General Services Administration.

The Act also provides for the transfer of Federal surplus real property to eligible health and educational applicants, at a price that takes into consideration any benefit which may ac-

crue to the United States because of its use. No provision has been made in the law for transfer of real property for civil defense purposes.

## PERSONAL PROPERTY

Personal property includes all types and categories of property except real property, naval vessels, and records of the Federal Government. It embraces such items as handtools, machine tools, furniture, motor vehicles, communication and electronic equipment, construction equipment, X-ray machines, aircraft, small boats, hardware, office machines and supplies, textiles and many other types and categories of movable and usable property. It is offered on an "as is, where is" basis, without warranty of any kind.

## WHO MAY ACQUIRE PERSONAL PROPERTY

Personal property may be acquired for educational purposes, including research, by tax-supported school systems, schools, colleges or universities or non-profit schools, colleges or universities. It may also be acquired for public health purposes, including research, by tax-supported or nonprofit medical institutions, hospitals, clinics or health centers. Nonprofit institutions must be exempt from taxation under Section 501(c)(3) of the 1954 Internal Revenue Code (or Section 101(6) of the 1939 Internal Revenue Code). Personal property may also be acquired by civil defense organizations of a State, or civil defense organizations of political subdivisions and instrumentalities of a State, which are established pursuant to State law. The Act is specific with respect to the types of organizations which are eligible; types not mentioned above are not eligible to acquire Federal surplus personal property through the donation program administered by the Department of Health, Education, and Welfare.

A hospital means an approved or accredited institution providing health services primarily for inpatient medical or surgical care of the sick or injured and includes related facilities such as laboratories, outpatient departments, training facilities, central service facilities, and staff offices which are an "integral part" of the hospital. The term "hospital" does not include institutions whose primary purpose is the furnishing of domiciliary care.

A clinic means an approved facility organized and operated for the primary purpose of providing outpatient health services and includes the customary related facilities such as laboratories, treatment rooms, etc.



A health center means an approved facility utilized by a health unit for the provision of public health services, including related facilities such as laboratories and clinics.

All of the eight types of educational or health institutions must be approved or accredited to be eligible.

Civil Defense organizations means the official agency designated, pursuant to State Law, to be responsible for the civil defense program in such state or local political subdivisions thereof, and organizations or instrumentalities designated, pursuant to State law, as having the responsibility for a component part of a civil defense program.

Educational activities designated by the Secretary of Defense as being of special interest to the Department of Defense may receive donations of specified kinds of personal property from military agencies. The Department of Defense, not the Department of Health, Education, and Welfare, has responsibility for donation to these activities. They presently include certain honor Military, Naval, and Maritime Academies and the Boy Scouts, the Boy's Clubs of America, the Girl Scouts, the Camp Fire Girls, and Civil Air Patrol units.

Certain types of institutions and organizations are not eligible under the law to receive surplus personal property by donation. These institutions and organizations include welfare, eleemosynary and purely domiciliary institutions such as old people's homes or orphanages, summer camps or clubs or play grounds not part of a school, Sunday schools, and veterans organizations. Further, institutions carrying on educational activities may not be eligible unless they meet the definition of a school, school system, college or university. Similarly, institutions carrying on medical activities may not be eligible unless they meet the definition of a medical institution, hospital, clinic, or health center. Civil defense organizations may not be eligible unless they are certified by the State Civil Defense Director and are included in the State's Civil defense plan.

## **DISTRIBUTION OF PERSONAL PROPERTY**

Federal surplus personal property is allocated on an equitable basis to State Agencies for Surplus Property by Regional Property Coordinators of the Department of Health, Education, and Welfare located in Regional Offices of the Department. State Agencies for Surplus Property have been created by State Law or Executive Order of the Governor and are responsible for

the distribution of donable personal property to eligible institutions and organizations within the States. Donable personal property is usually picked up or shipped to the State Agency and taken to its warehouse. There it is inventoried and becomes available for inspection and distribution to eligible applicants within the State. Occasionally, State Agencies may arrange to have the property picked up at the owning agency's installation by the donee, or may arrange to have the property shipped direct to the donee.

## **CHARGES**

Practically all State Agencies for Surplus Property operate on a self-sustaining basis. For this reason a nominal service charge is usually assessed by the State Agency, when personal property is donated, to cover packing, handling, and transportation costs, and overhead expenses of the State Agency.

## **TYPES OF PROPERTY AVAILABLE**

Types and quantities of personal property available for donation vary considerably from time to time. It is normally impossible for State Agencies to maintain lists of property available at any given time. In order to benefit from the donation program to the fullest extent, eligible institutions and organizations should establish and maintain a close working relationship with their State Agency and should visit the State Agency warehouse at intervals in order to inspect, select or make their requirements known for property which is needed.

## **APPLICATION FOR PROPERTY**

Requests for donable surplus personal property by health, and educational institutions should be made direct to the appropriate State Agency for Surplus Property. All types and kinds of personal property may be donated.

Requests for donable surplus personal property by civil defense organizations should be made after coordination with the State Civil Defense Director. The Director, Office of Civil and Defense Mobilization has determined that certain general classifications of property are usable for civil defense purposes; property not within these general classifications may not be donated for civil defense purposes, except if and as specifically authorized by the Office of Civil and Defense Mobilization. At the time of distribution, civil defense applicants are re-

quired to indicate whether they are acquiring property for training, for operational readiness, or for reserve stock purposes.

Applicants who have not previously been determined to be eligible must furnish sufficient information to their State Agency for Surplus Property so that their eligibility can be established. In the case of civil defense organizations, the State Civil Defense Director may be asked to certify as to the applicant's status, and may also be asked to approve the applicant's requirements. Following the determination of eligibility, applicants should, either in writing, by telephone, or through personal contact, make known their needs for surplus property. Often such property is already located in State Agency warehouses and can be obtained after inspection of warehouse inventories or items in the warehouse. Warehouses may be visited in accordance with schedules previously set up or by prior arrangement. Items not currently available may become surplus at a later date, at which time they may be picked up by State Agencies and made available to applicants who have indicated a need for them. Distribution to civil defense applicants is accomplished in several ways in the various states; consultation in any State with the State Civil Defense Director will insure that an applicant is following the correct procedures.

## **CONDITIONS AND RESTRICTIONS ON DISPOSALS OF PERSONAL PROPERTY**

At the time each list of surplus personal property is acquired from the State Agency warehouse, or at the time the eligible institution or organization is billed for State Agency costs in handling the personal property, an authorized representative of the donee institution or organization will be required to sign a document stating that the property is usable and necessary, that it is not being acquired for any use or purpose other than the purpose indicated, that the institution or organization will pay the costs of transportation and handling, and that the institution or organization will abide by the terms, conditions and restrictions imposed by the Federal or State Government.

On property with a single item acquisition cost of less than \$2,500.00 there is a Federal requirement that the donee certify that the property is usable and necessary and is required

*(Continued on page 24)*

# SMALL WATERSHED PROGRAMS

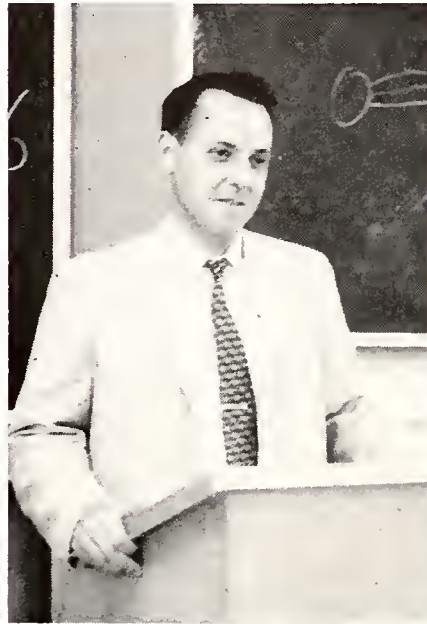
By

MILTON HEATH, JR.

Assistant Director

Institute of Government

*This is an outline, no more, of a discussion of the importance of small watershed programs for North Carolina counties. For those who want to go into the subject in greater detail, or who like their watersheds with rolling sentences, there is an ample literature available. North Carolina's new small watershed laws have been discussed twice in recent issues of POPULAR GOVERNMENT—June 1959 (page 22) and November 1959 (page 2). In addition, the Institute of Government with the approval of the State Soil Conservation Committee and the State Conservationist has undertaken to prepare a series of guides concerning the organization and conduct of small watershed programs, which is described later in this article.*



Milton Heath, Jr.

## (1) What is a Small Watershed Program?

We begin with the question: What is a small watershed program? The answer can best be portrayed in terms of the objectives of the programs, the tools they utilize, the forms they take and the methods of financing available for them.

Several points merit some elaboration.

In connection with the *objectives* of small watershed programs, it should be kept in mind that these are farm oriented programs. To be sure there are some exceptions, projects that con-

siderably benefit cities and urban property and that lean heavily upon urban support. The exceptions appear to be on the increase. As of now, though, the programs still deal primarily, and sometimes exclusively, with the problems of farmers.

In connection with the *tools* employed by small watershed programs, it is the total impact of the co-ordinated program on which attention should be focused. The small impoundment alone cannot solve the flooding problem of a watershed flood plain, nor can channel clearance work, but together they can go a long way toward its solution. Neither of these offers relief from upland erosion. The solution to the erosion problem is to be found in soil conservation and land treatment practices, which also make their contribution toward flood prevention.

In connection with the *forms* of small watershed programs, the impression that lingers is the unsettled and fluid character of the forms taken by small watershed work in North Carolina today. Noticeable patterns and trends may develop in the years to come, but today these cannot be discerned.

In connection with the *financing* of small watershed programs, two points are worth emphasizing. One is the ob-

### OBJECTIVES

Co-operative efforts of neighboring landowners in small drainage areas to deal with mutual water problems:  
Damages  
Conservation  
and use

### TOOLS

- (a) Small stream impoundments; farm ponds
- (b) Stream channel improvements
- (c) Related land treatment measures
- (d) Drainage improvements

### FORMS

- (a) Joint sponsorship by soil conservation districts, counties, etc.
- (b) Independent local agencies: Watershed improvement districts, drainage districts, and counties
- (c) State supervision: State Soil Conservation Committee  
State Board of Water Resources

### FINANCING

- (a) Local: Benefit assessments (districts) and property taxes (county programs) plus voluntary contributions from counties, cities and water users.
- (b) Federal Aid: Public Law 566 administered by SCS
- (c) State: Funds for supervising agencies



vious importance of the federal aid that is available under Public Law 566, and of the leadership offered by the agency that administers grants under Public Law 566, the U. S. Soil Conservation Service. Another is the wide variety of methods that are now available for financing the local share of the costs—through benefit assessments, ad valorem taxes and voluntary contributions.

To conclude the first section, the picture one should carry away is of a group of neighboring landowners who are bound together by the common element of a stream that drains their lands, and who have concluded that they can most effectively curtail the harmful tendencies of this stream and extract its potential benefits through cooperative efforts.

## **(2) Current Programs in North Carolina**

The following statistics will give some notion of the magnitude of our rent and pending small watershed programs in North Carolina:

42 watersheds have applied for federal aid under Public Law 566.

51 counties are affected by these watersheds.

11 watersheds have developed work plans that have been approved for operations, and approval is pending for one more watershed.

\$5,137,285 in federal aid funds are set up in work plans prepared to date.

In addition, the United States has spent over ½ million dollars on an experimental watershed project on Third Creek in Alexander, Iredell and Rowan Counties.

The map on Page 21, derived from a map prepared by the State Soil Conservation Committee, shows the location of 40 of the watersheds that have applied for aid under Public Law 566.

## **(3) Resume of Basic Steps in Organizing Small Watershed Programs**

In outline form, the basic steps that must be taken in organizing small watershed programs are as follows:

County watershed programs (GS Ch. 139, Art. III): Special election held to authorize special tax for watershed purposes. County commissioners operate program directly or appoint watershed improvement commission(s) to operate it.

Watershed improvement districts: Petition filed with SCD supervisors. Public hearing and advisory referendum held on petition. Supervisors decide whether to create district. District affairs conducted by watershed trustees. (Initial trustees appointed by su-

pervisors; trustees thereafter elected at general elections.)

Drainage districts: Petition filed with clerk of superior court, who appoints board of viewers. CSC holds hearing on viewers' report and decides whether to create district. District affairs conducted by drainage commissioners (appointed by CSC or elected at elections conducted by CSC).

It will be noted that the key position in organizing county watershed programs is occupied by the board of county commissioners; the key position in organizing watershed improvement districts is occupied by the soil conservation district supervisors; and the key position in organizing drainage districts is occupied by the clerk of superior court. It will be noted also that by far the simplest procedure is the one provided for organizing county watershed programs.

## **(4) Expenses of organizing small watershed programs**

We touch briefly on this subject to make these observations:

County watershed programs: The county government bears the expenses of organizing these programs. This is potentially the least expensive type of small watershed program to organize, if the special election authorizing the watershed tax is held in conjunction with some other regular election.

Watershed improvement districts: The sponsors of a watershed improvement district are legally charged with the expenses of organizing the district, but cities, counties and others may help defray the cost if they wish. Since it is the duty of the county commissioners to conduct referenda concerning creation of watershed improvement districts, some means must be established for reimbursement of county expenditures on this account. This, the watershed improvement district law does, by a requirement that the petitioners furnish a deposit to cover the expenses of conducting the referendum. The county commissioners must determine whether this deposit is adequate to meet the anticipated expenses, a function that may well devolve upon the county accountant.

Drainage districts: Here again, the sponsors of the district are legally charged with the expenses of organizing the district. Under the general drainage district laws, these expenses are to be collected by a level rate assessment levied by the clerk of superior court against the sponsors.

## **(5) How can the county government take part in small watershed activities?**

There are three ways by which coun-

ties may take part in watershed work.

*First*, the county may directly operate a county watershed program under GS Chapter 139, Article III, financed by a special county-wide property tax of not more than 25¢ per \$100 valuation. This would require the approval of the voters obtained at a county-wide election. Although the law allows a county to carry on such an activity on either a county-wide basis or for one or more particular watersheds of the county, as a practical matter it seems unlikely that the voters would approve the tax unless there were promise of widespread benefits for most of the county.

*Second*, the county may participate by way of a cooperative agreement with a watershed improvement district, drainage district, or other agency that is operating a program. The watershed improvement district law expressly provides that counties may contribute funds toward the construction, maintenance or operation of projects which will furnish public water supply benefits for the county or will provide drainage or flood protection benefits for property (either county-owned or privately-owned) within the county. The source of such contributions may be either non-tax receipts or the general property tax levy. Although the general laws concerning drainage districts do not expressly grant authority for counties to make such contributions to drainage districts, counties can probably do so under similar circumstances.

In some cases the benefits to a participating county, or to a participating county and city, may be so great as to justify county and city contributions which will meet all or most of the cash outlay needs of the district. From an administrative point of view this would have the distinct advantage of making unnecessary the levy of a benefit assessment by the district, with all of the complications which that would entail.

In return for a promise of federal aid under Public Law 566, the United States will require some assurance that the local share of future expenditures for a watershed program will be met. Where a county or city is to bear all or most of the local costs, the county or city will probably be asked by the United States to enter a commitment for such expenditures. There is some question whether the city or county would have statutory authority to make such a commitment for a term extending beyond the end of the fiscal year and, if so, whether the city or county may constitutionally bind itself in this

fashion. If the commitment is limited to a reasonable period (probably no longer than 10 years), and if the contract embodying it is carefully drawn, the chances seem good that the commitment would be upheld if tested.

*Third*, counties (and cities) may join with others landowners as co-sponsors of watershed improvement districts. Because of procedural complications and enforcement problems, though, this will probably be the least attractive avenue for participation in small watershed programs.

#### **(6) What responsibilities do county officials have in connection with the organization of small watershed activities?**

The responsibilities of various county officials in connection with the organizational phase of watershed activities are set forth below. It will be seen that the major responsibility in watershed improvement district organization falls on the county commissioners and the county board of elections; and the major responsibility in drainage district organization falls on the clerk of superior court.

*County watershed programs* (GS Ch. 160, Art. III): County Commissioners—Responsible for calling special election to authorize special tax for watershed purposes. Also responsible for conduct of program if election carries.

County elections board—Responsible for conduct of special election to authorize special tax for watershed purposes.

*Watershed improvement districts*. County commissioners—Duties in connection with referendum concerning creation of district.

County election officials—Duties in connection with referendum concerning creation of district.

Clerk of Superior Court—Filing of order creating district.

*Drainage districts* (under general laws): Clerk of Superior Court—Appoints board of viewers. Assesses organizing expenses against petitioners. Holds hearing on report by board of viewers, and issues order declaring district organized.

#### **(7) A preview of county officials duties in connection with operation of small watershed programs**

This review of small watershed work is not intended to go much beyond the stage of organization of programs. It was thought worthwhile, however, to set forth a brief statement of the major duties of county officials in connection with the actual operation of programs after they have been organized.

*County watershed programs*: County commissioners—Operate program or appoint watershed commission(s) to operate program.

Tax collector—Collects special watershed tax.

*Watershed improvement districts*. County elections board—Conducts new registration for election of permanent district trustees. Also conducts election of trustees, in conjunction with general elections, from nominees certified by soil conservation district supervisors.

Tax collector—Collects district assessments. Makes monthly settlements of collections with district and monthly deposits of funds collected.

*Drainage districts* (under general laws): Clerk of Superior Court—Appoints drainage commissioners or supervises their election, and fixes their compensation. Approves maintenance assessments of district. Prepares assessment receipts.

Tax collector—Collects district assessments. Makes monthly settlements of collections with county treasurer and pays over funds collected to county treasurer.

County treasurer—Makes payments on district bonds and honors warrants drawn on district funds.

County commissioners—Appoint district auditor annually.

#### **(8) Small Watershed Guides Prepared by the Institute of Government**

To assist those who are interested in initiating small watershed programs, the Institute of Government with the approval of the State Soil Conserva-

tion Committee and the State Conservationist has begun a series of Small Watershed Guides. It is planned that these will eventually cover all phases of watershed work. Those that have been prepared so far deal mainly with organizing activities.

The titles of the guides that are now available are as follows:

No. 1. Form of Petition to Create a Watershed Improvement District.

2. Responsibilities of Soil Conservation District Supervisors in Organization of Watershed Improvement Districts.

Addendum: Delegation of Functions of Soil Conservation District Supervisors in Organization of Watershed Improvement Districts.

3. Responsibilities of Boards of County Commissioners in Organization of Watershed Improvement Districts.

4. Registration for Watershed Improvement District Referenda

5. Referenda Concerning Creation of Watershed Improvement Districts.

6. Checklist of Expenses to be Anticipated in Organization of Watershed Improvement Districts.

7. Organization and conduct of County Watershed Improvement Programs under Article III of N. C. General Statutes Chapter 139.

8. City and County Participation in Small Watershed Programs.

The guides in this series will be distributed to the interested county, city and State officials and others as they are completed. Anyone who wants additional copies of particular guides, or who would like to be put on the mailing list for this service, should write the Institute.



Shown here is the registration desk in the Institute of Government building on Sunday afternoon as the accountants and their wives were arriving.





# PUBLIC SCHOOLS

By

C. D. DOUGLAS

Controller

State Board of Education

I appreciate the privilege of speaking to you today, and we of the State Board of Education and the State Department of Public Instruction want you to know that we are always ready to render whatever aid we can to county officials on any matter concerning school finance.

There are four points which I would like to discuss with you briefly: (1) Cooperation between the school superintendent and the county accountant in the preparation of the local school budget, (2) The revised uniform school accounting and record system to be worked on as soon as possible, in full cooperation with the Local Government Commission, (3) The Capital Reserve Act, and (4) The school fund warrant requirements adopted by the 1959 Legislature.

First the budget. It is necessary that there be close cooperation between the superintendent of schools and the county accountant in the preparation of the school budget. It is extremely important that the school superintendent go over his budget with the county accountant before it is presented to the county commissioners. The accountant needs to understand the school program and financial needs of the schools so that he may treat the school budget request with complete fairness when it is compared with other needs of the county. If the school superintendent has justified his budget to the accountant and both of them understand why the particular amounts are needed, then there is much less chance of misunderstanding when the budget goes to the county commissioners.

Now to the revised classification system. We will soon be working on a new school income and expenditure accounting system, to be used by the counties. This new plan, which we hope will be introduced soon, is designed to tie in with a nationwide reporting system which will provide us with more uniform school statistics. We know that the new forms may be bothersome to you at first, but they will be very

useful in compiling school income and expenditure information which can be compared with that compiled by other states. Knowing that the new forms will serve a useful purpose will make your problems of adjusting to them easier to bear.

I believe, as I look around the room here, that I see the faces of some of those who worked with us in 1927 when the present school fund reporting system was adopted. This system and the

because they vitally affected schools. The revised forms will be a further step in securing valuable financial information concerning the schools.

Now to my third point. As you know, the last General Assembly adopted a bill authorizing a capital reserve plan to finance school buildings. I know that with the present demand for school buildings some of you won't be able to do anything about this for some years, but you should be thinking about it. Perhaps at some future time it can be used to level out school building demands and put an end to the bond issues which disrupt the county every two or three years.

Another act which is of interest to you is the 1959 amendment to General Statute 115-90. This amendment provides that the countersigning officer for warrants for the disbursement of school funds must not sign them unless they are accompanied by a voucher or other basic statement which convinces him that the warrants are prop-



Local Government Laws perhaps had their beginnings when Dr. E. C. Brooks (later President of State College) became State Superintendent of Public Instruction in 1919 and was very disturbed to find that expenditures for schools in the various counties couldn't be compared because such a variety of accounting methods were used. Consequently he provided uniform school budget forms and became greatly interested in all county government matters

er. This is a very important provision. Properly administered and enforced, it will be helpful to school officials in maintaining continued confidence in the handling of school funds. It should be carefully noted that this statute places the burden upon the countersigning officer to see that a supporting document is attached to the warrant.

I believe that covers the points I wanted to discuss with you. Again, I'm happy to be here with you.



## PERSONNEL

(Continued from page 15)

employees of three county health departments, eight district health departments, and a county board of welfare recently have joined the Local Governmental Employees' Retirement System. Health employees in 57 counties now belong to a retirement system.

Mr. Greenlee stated that a handbook explaining the provisions of the Local Governmental Employees' Retirement System would soon be released. The handbook will contain tables which will permit most employees to obtain an accurate estimate of the retirement allowance they will receive when they retire. Mr. Greenlee urged county accountants to write or call him if they desired any information about the retirement system or if they would like for him to explain the advantages of membership in the Local Governmental Employees' Retirement System to the board of county commissioners or to groups of county employees.

## PUBLIC HEALTH

(Continued from page 13)

the department's total salary item is \$20,000. In this case, the State and federal funds pay 50% of the total salaries. Therefore, when a vacancy occurs it means that 50% of the salary of that position, which is vacant, is withheld in Raleigh and 50% of local funds accumulate to the credit of the health department. In some instances the State and federal percentage exceeds 50% and in many instances it is less than 50%.

The next item is that of other personal services. This is made up of two items. The first is an appropriation for emergency and part-time salaries in order that part-time people may be employed to carry on the health department's program when a regular employee is on vacation with pay or is out because of sickness but still receiving his pay. Mr. McCary indicated that these persons did not have to have merit system clearance. The other item included under personal services is that of the dental program. He pointed out that the State Board of Health requires every county to budget for a dental program according to population. The population determines whether the county is to budget for a ten, twenty, or thirty weeks' program. He encouraged all of the accountants to budget for this even

though it is possible that the Oral Hygiene Division of the State Board of Health would not be able to provide the services. He stated that if the program was budgeted and the Oral Hygiene Division was not able to provide the full period of service, the county would still get the State and federal money allocated because this item was budgeted.

The next item is that of travel. Mr. McCary said that the biggest difficulty here was that counties did not always pay what they contracted to pay. He stated that the actual payment was often different from that which the county specified it was going to pay in the contract between the State Board of Health and the county.

The next item was that of other expenses, and the last item was that of retirement. Mr. McCary stated that the State Board of Health would like to see every local health department under the Local Governmental Employees' Retirement System. He stated that the State Board of Health, in order to encourage this, was providing 50 per cent of the cost of coming within the system up to \$1,000. He stated that this was being paid to every department coming under the system and to those already under the system. He stated that if a department came under the system in January, the amount the State Board of Health would pay would be prorated. In response to a question, he stated that the State Board of Health policy only applied to counties coming under the Local Governmental Employees' Retirement plan and was not applicable when the county had its own retirement plan. Mr. McCary, in response to a question, agreed that there may be some inequities here and suggested that the accountants in the counties having their own plan discuss these inequities with the appropriate State officials.

Mr. McCary next noted that it was about time for the counties to be working on their tentative budget. He stated that it was the responsibility of the health director, under the County Fiscal Control Act, to prepare the tentative budget. He stated that he felt that it was important that the local health director prepare the tentative budget as he was the person most familiar with the needs of the local health department, and that he then go over the budget with his board of health and the county commissioners and the county accountant. When the board of county commissioners meet, the health director should present his own budget and he felt that the county accountants were of the same

opinion. The next step is to prepare the annual budget (working budget) with a copy going to the State Board of Health, the county accountant, and one copy being retained by the health director. Then the State Board of Health begins to pay quarterly to the county the amount the State has allocated, and in turn the county begins to pay appropriated amounts to the health department.

In response to a question, Mr. McCary stated all State and federal money goes to pay salaries. In a few counties the State and federal amounts exceed fifty per cent of the salaries whereas in other counties the State and Federal amount is much less than 50 per cent of the salaries. Lastly, in response to a question from an accountant, Mr. McCary reviewed the three travel pay options which the county may select. The first option is to pay the employee \$30 per month as car depreciation plus 4¢ per mile of official travel (excluding all mileage between the employee's residence and the office of the health department). The second option is to pay the employee 7¢ per mile for official travel (again excluding commuting to and from work). The third method authorized by the contract is a method selected by the local officials and approved by the State Board of Health.

## PLANNING

(Continued from page 4)

### RURAL ZONING IN A NUTSHELL.

Cooperative Extension Service, Michigan State University, East Lansing, Michigan. November, 1958.

### THE WHY AND HOW OF RURAL ZONING.

By Erling D. Solberg, U. S. Department of Agriculture, U. S. Government Printing Office, Washington, D. C., December, 1958. Price \$40.

### HOW TO MAKE RURAL ZONING ORDINANCES MORE EFFECTIVE.

(Circular 540) University of Wisconsin, Extension Service, College and Agriculture, Madison, Wisconsin. April, 1957.

### RURAL PLANNING AND ZONING.

(Bulletin No. 19) State Planning Division, Bureau of Engineering, Madison, Wisconsin. Reprinted, December, 1957.

### PLANNING LEGISLATION IN NORTH CAROLINA.

By Philip P. Green, Jr. Institute of Government, University of North Carolina, Chapel Hill, 1959. \$2.00.

## UTILITIES

(Continued from page 9)

propriation was to come from non-tax sources and was to be in the nature of a contribution, with ownership, control and complete operation of the line resting with the City. However, the industry decided to locate elsewhere and the expenditure was not made.

**Scotland.** To serve a new industry locating near Laurinburg, the County agreed to bear the cost of installing a small sewage treatment unit (Imhoff tank). The City installed the unit and the County has agreed to meet half of the cost from non-tax funds in the current fiscal year and the remaining half in 1960-61. Total County appropriations will amount to \$8,600. Ownership, control and operation of the unit rest with the City, which plans to abandon the unit at some future date when standard methods of disposal are available to users in the area.

### 1960

**Davidson.** A new industry which was locating outside the limits of the City of Lexington needed water service. The County had \$15,000 available in surplus non-tax funds and appropriated this amount to construct approximately 2,000 feet of the 12" water line needed (the City paid for the remainder). The County let a separate contract for the construction of the 2,000 feet of line and then entered into an agreement with the City under which title to this portion of the line transfers to the City at the end of 10 years, or earlier if the County has been reimbursed the total of \$15,000. The agreement provides for a lease of the line to the City for \$10.00 a year. In addition, the City is to remit to the County all tap fees sold on the line during this period, or until the County has been completely reimbursed.

**Edgecombe.** As of April 1960, Edgecombe County is planning additional participation in the financing of water and sewer lines extending from the systems of Tarboro and Rocky Mount. The Rocky Mount extension is of a water line and is to serve a prospective industry. An expenditure of some \$25,000 in non-tax funds is anticipated. Details of the agreement have not been completed, but will probably include a provision for some reimbursement of the County. The Tarboro proposal involves extension of both water and sewer lines, with the County meeting half of the outlay and the Town the other half. Reimbursement will follow

the pattern already developed, that is, the County will receive the outside tap fees which are in excess of inside rates for 10 years or until its expenditure is recovered. Ownership of the lines will transfer to the Town when the County is fully reimbursed or at the end of 10 years. The County anticipates expenditures of about \$7,000 in these extensions.

**Person.** The County and the Town of Roxboro are now considering the joint financing of utilities to serve an industrial park located outside the Town. Engineering surveys on the need for water and sewerage facilities were financed on a 50-50 basis between the Town and the County, the County's appropriations coming from non-tax funds.

**Rockingham.** In connection with one industrial prospect, the County agreed to finance completely the construction of water and sewer lines needed to provide services. This particular industrial prospect did not locate in the County, but the Board of Commissioners adopted a motion indicating general agreement to financing of utility extensions necessary to secure industry.

## WELFARE

(Continued from page 12)

Several of the accountants suggested that improvements need to be made in the checks received by the counties for distribution to recipients of public assistance. They specifically indicated their opinion that the size of the county name was too small and that the carbons were not legible. The accountants also requested that representatives of their association be consulted when the State agencies were considering changes which would affect the county accountant.

Mr. Brown stated that they were as concerned about the problems in connection with public assistance checks as the county officials; that they are doing everything possible to make necessary adjustments; and that they hope the machine will be performing satisfactorily within the next few months.

Mr. Clark stated that he was happy to have an opportunity to meet some of the county accountants with whom he would be working, and that he looked forward to working with them and would appreciate having from them any suggestions. Mr. Burgess also indicated that he was happy to see many of his friends and stated that he enjoyed working with the accountants

## SURPLUS PROPERTY

(Continued from page 17)

for its own use to fill an existing need. On property with a single item acquisition cost of \$2,500.00 or more which is acquired for educational or health purposes, Federal restrictions require use within 12 months, prohibit sale or other disposal or encumbrance for 4 years (2 years in the case of motor vehicles), provide for reports on the property as may be required, provide procedures in the event the property becomes no longer needed and usable, and delineate the liability in the event of a breach of the restrictions. On property with a single item acquisition cost of \$2,500.00 or more, which is acquired for civil defense training purposes, the Federal restrictions are similar to those imposed on property acquired for educational or health purposes; on like property acquired for civil defense operational readiness or civil defense reserve stock purposes, the prohibition against sale, disposal or encumbrance continues until released by the Office of Civil and Defense Mobilization; in addition, property acquired for civil defense reserve stock purposes is to be stored in accordance with criteria issued by the Office of Civil and Defense Mobilization.

## DETAILED ADVICE FOR ACQUIRING PERSONAL PROPERTY

Full information concerning the steps an applicant must take to obtain surplus personal property by donation may be obtained by a telephone call, a letter or a personal visit to Col. R. W. House, Director of the State Agency for Surplus Property. A civil defense organization, prior to phoning, writing, or visiting the Director of the State Agency, should contact his State Civil Defense Director.





Greensboro suburban analysis, by George H. Esser, Jr. 1956. 197pp. \$3.00.  
 Guidebook for accounting in cities, by John Alexander McMahon. 1952. 219pp. \$2.00.  
 Guidebook for accounting in small towns, by John Alexander McMahon. 1952. 139pp. \$1.50.  
 Havelock, N.C.: a report on incorporation, by Warren Jake Wicker. 1959. 56pp. \$2.00.  
 Investment of municipal funds (Municipal finance bulletin #3). 1957. \$0.50.  
 Purchasing bulletin for local governments, nos. 1—mo (October 1955—) \$0.25 single issue; \$1.50 a year.  
 Residential service costs: Durham Water and Sewer Department, by Warren Jake Wicker. 1957. 28pp. \$0.50.  
 Selected reports and materials on municipal finance in North Carolina, by George H. Esser, Jr. and Warren Jake Wicker. 1958. 185pp. \$1.00.  
 Sources of municipal revenue, by John Alexander McMahon. 1953. 61pp. \$1.00.  
 Suggested readings for new councilmen and mayors; a bibliography, compiled by the Institute of Government Library. 1959. 8pp. Free.

### PERSONNEL

County salary determination and administration in North Carolina, by Donald B. Hayman. 1952. 39pp. \$0.50.  
 Social security and state and local retirement in North Carolina, by Donald B. Hayman. 1953. 171pp. \$2.00.  
 Trends in county personnel practices in North Carolina: a survey of policies and salaries, by Donald B. Hayman. 1960. 67pp. \$1.00.

### PLANNING

Planning legislation in North Carolina, by Philip P. Green, Jr. 1959. vp \$2.00.  
 Zoning in North Carolina, by Philip P. Green, Jr. 1952. 427pp. \$3.50.

### PROPERTY TAX

Allowing discounts for the prepayment of property taxes (Property tax bulletin #8). 1954. \$0.50.  
 Green, Jr. 1959. vp \$2.00.  
 Amendments to the listing and assessing provisions of the Machinery Act of 1939 (Property tax bulletin #7) 1954. \$0.50.  
 Amendments to the tax collection provisions of the Machinery Act of 1939 (Property tax bulletin #9). 1954. \$0.50.  
 Collecting property taxes from persons and property in North Carolina outside the taxing unit (Property tax bulletin #10). 1955. \$0.50.  
 County tax rates for fiscal 1958-59 (Property tax bulletin #19). 1959. \$0.50.  
 How does your county stand?—second report (Property tax bulletin #12). 1955. \$0.50.  
 In rem property tax foreclosure, by Henry W. Lewis and Robert G. Byrd. 1959. 94pp. \$5.00.  
 1959 legislation affecting property tax administration (Property tax bulletin #20). 1959. \$0.50.  
 Preparation for revaluation, by Henry W. Lewis. 1956. 104pp. \$5.00.  
 Property tax assessment notes from other states, (Property tax bulletin #6). 1953. \$0.50.  
 Property tax collection in North Carolina (Law and administration), by Henry W. Lewis. 1957. 482pp. \$5.00.  
 Property tax foreclosure forms, by Henry W. Lewis. 1958. 98pp. \$5.00.  
 The reduction, release, compromise, and refund of county and city property tax claims—revised (Property tax bulletin #13). 1955. \$0.50.

### STATE GOVERNMENT

Administrative procedure: occupational licensing boards, by Paul A. Johnston. 1953. 132pp. \$2.00.  
 Constitutional revision and court reform: a legislative history, by John L. Sanders. 1959. 39pp. \$0.50.  
 The General Assembly of North Carolina: organization and procedure, by Henry W. Lewis. 1952. 100pp. \$1.50.  
 Legislative committees in North Carolina, by Henry W. Lewis. 1952. 144pp. \$1.50.

Report on the feasibility of separating the State Prison System from the State Highway and Public Works Commission, by V. L. Bounds. 1956. 348pp. \$5.00.  
 Report to the Commission studying the organization of the State Highway and Public Works Commission concerning construction and maintenance of secondary roads in the State of Virginia, by John Alexander McMahon. 1956. 27pp. \$0.50.  
 A selected list of publications of administrative rules and regulations issued by administrative agencies of the State of North Carolina, by John L. Sanders. 1959. 19pp. \$0.50.  
 Study of administrative procedure before examining and licensing boards in North Carolina, by Max O. Cogburn. 1953. 107pp. \$2.00.

### STUDIES FOR CONSTITUTIONAL COMMISSION

Amendments to the Constitution of North Carolina proposed by the General Assembly, 1937-1957: text and commentary, by Albert Coates and others. 1958. 95pp. \$1.00.  
 Commentaries on proposals in 1933 and 1935 for revision of the Constitution of North Carolina, by Albert Coates and others. 1958. 88pp. \$1.00.  
 The proposed constitution for North Carolina, by Diliard S. Gardner. 207pp. \$1.00. "This is a reproduction of the June 1934 issue of *Popular Government*, which is out of print."  
 A report on the Convention of the People in North Carolina 1776-1958, by John Sanders. 1958. 41pp. \$0.50.

### STUDIES FOR 1957-59 REORGANIZATION COMMISSION

Housing state government: a review, 1792-1957, by John L. Sanders. 1958. 2pp. Free.  
 Report on the Building and Loan Division of the Department of Insurance (second edition), by Philip P. Green, Jr. and John L. Sanders. 1958. 17pp. Free.  
 A report on the Burial Association Commissioner (second edition), by Philip P. Green, Jr. and John L. Sanders. 1958. 13pp. Free.  
 A report on the Credit Union Division of the North Carolina Department of Agriculture, by John L. Sanders. 1958. 12pp. Free.  
 A report on the State Banking Department, by John L. Sanders. 1958. 33pp. Free.  
 A report on the work of The Commission on Reorganization of State Government, 1957-1959, by John L. Sanders. 1959. 33pp. Free.  
 State printing in North Carolina, prepared for The Commission on Reorganization of State Government, by John L. Sanders. 1960. 30pp. \$1.00.  
 Succession of office in North Carolina state government, by John L. Sanders. 1958. 26pp. Free.  
 Succession to the office of Governor in North Carolina, by John L. Sanders. 1958. 26pp. Free.

### OTHER

Changes made in prison law and administration in North Carolina, 1953-1960, prepared for the North Carolina Prison Department by V. L. Bounds. 1960. 157pp. Free.  
 Notary public guidebook. 1956. 96pp. \$2.00.  
 Primary and general election law and procedure: a guidebook for county and precinct election officials in North Carolina, by Henry W. Lewis. 1960. 126pp. \$1.00.  
 Summary of 1959 legislation [of the] General Assembly of North Carolina. 1959. 108pp. \$3.00.  
*Popular Government*, monthly except Jan., July and August. \$0.35 single issue, \$3.00 a year.

Credits: All photographs in this issue are by Ralph O. Hawkins, Jr., except the one inside the front cover by Tom Norris. The map on page 21 is by Charles Nakamura.

# Publications for Sale

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

## COUNTY GOVERNMENT

- Accounting for welfare funds (County finance bulletin #6). 1955. \$0.50.  
Calendar of duties for county officials, 1959-60. 1959. \$0.50.  
Cooperative agricultural extension work in North Carolina, by John Alexander McMahon. 1955. 24pp. \$0.50.  
County commissioner responsibility in budget making and administration, by John Alexander McMahon. 1954. 83pp. \$1.00.  
County commissioners and the public schools, by William H. Wagoner. 1960. 46pp. \$2.00.  
The County finance act with the history of each section, local modifications, court decisions, and attorney general's rulings, by David S. Evans. 1959. 67pp. \$2.00.  
The county fiscal control act with the history of each section, local modifications, court decisions, and Attorney General's rulings, by David S. Evans. 1959. 72pp. \$2.00.  
An explanation of budgetary and accounting procedures prescribed by the new County Fiscal Control Act (County finance bulletin #4). 1955. \$0.50.  
Guidebook for county accountants, by John Alexander McMahon. 1951. 210pp. \$2.00.  
Sources of county revenue, by John Alexander McMahon. 1954. 66pp. \$1.00.

## COURTS

- Manual for field workers for the criminal court study project of the North Carolina Court Study of 1956-1958, by Roy G. Hall, Jr. and others. 1957. 62pp. and forms, etc. \$1.00.  
Preliminary report on a proposed system for the hearing and disposition of traffic cases in North Carolina, by Joseph P. Hennessee and others. 1957. 85pp. \$1.00.  
Preliminary report on the grand jury, by L. Poindexter Watts. 1958. 20pp. \$0.50.  
A report on the statutory provisions governing the structure, jurisdiction, and operation of juvenile courts in each of the states, by Roddey M. Ligon, Jr. 1957. 73pp. \$0.50.  
The third look: a review of the studies and recommendations of the N.C. Bar Association Committee on Improving and Expediting the Administration of Justice in North Carolina . . . , by Albert Coates. 1958. 60pp. \$1.00.

## HEALTH, EDUCATION, WELFARE

- North Carolina old age assistance lien law, by Roddey M. Ligon, Jr. 1960. 53pp. \$0.75.  
Public health bulletin, nos. 1—irreg. (June 1958—) \$0.50 each.  
Public school budget law in North Carolina, by John Alexander McMahon. 1956. 60pp. \$1.50.  
Public welfare programs in North Carolina, by John Alexander McMahon. 1954. 122pp. \$1.50.  
The school segregation decision, by James C. N. Paul. 1954. 132pp. \$2.00.  
Some background material for the State School Finance Commission, by Albert Coates. 1958. 272pp. \$1.00.  
Stream pollution in North Carolina, by Philip P. Green, Jr. and others. 1951. 216pp. \$1.00.

## INSTITUTE OF GOVERNMENT

- Publications of the Institute of Government, 1930-1958, by Catherine M. Maybury. 1959. 59pp. Free.  
The story of the Institute of Government, by Albert Coates. 1944. 76pp. Free.

## JUSTICES OF THE PEACE

- Justice of peace fees and jurisdiction, by Basil L. Sherrill. 1953. 6pp. Free.

- Marriages before justices of the peace, by Royal Shannonhouse. 1957. 8pp. Free.

## LAW ENFORCEMENT

- Acts of the 1959 General Assembly affecting North Carolina's wildlife resources; summary for the guidance of wildlife protection personnel, by L. P. Watts. 1959. 35pp. \$1.00.  
Changes enacted by the General Assembly of 1959: criminal law, by Dexter Watts [and] criminal procedure, by Roy G. Hall, Jr. 1959. 34pp. \$1.00.  
Coroners in North Carolina: a discussion of their problems, by Richard A. Myren. 1953. 71pp. \$1.00.  
Guidebook for wildlife protectors, by Willis C. Bumgarner. 1955. 196pp. \$2.00.  
Investigation of arson and other unlawful burnings, by Richard A. Myren. 1956. 112pp. \$1.50.  
Law enforcement in forest fire protection, by Richard A. Myren. 1956. 85pp. \$1.00.  
The office of constable in North Carolina, by Royal G. Shannonhouse. 1960. 22pp. Free.  
A summary of the law of arson and other burnings in North Carolina, by L. P. Watts. 1960. 14pp.  
Transportation of intoxicating liquors in North Carolina by Richard R. Lee. 1958. 10pp. Free.

## LIBRARIES

- Guidebook for trustees of North Carolina public libraries, by Ruth L. Mace. 1959. 88pp. \$2.00.  
North Carolina public library personnel manual, prepared by Personnel Manual Committee, Public Libraries Section, North Carolina Library Association. 1959. 50pp. \$2.00.  
Public libraries in North Carolina: proceedings of the first trustee-librarian institute. 1952. 47pp. \$1.00.

## MOTOR VEHICLES

- Changes suggested in the motor vehicle laws of North Carolina . . . , by Joseph P. Hennessee and others. 1959. 80pp. \$2.00.  
Motor vehicle law in North Carolina, by John Fries Blair and others. 1951. 316pp. \$1.50.  
Motor vehicle law: rules of the road, by Robert B. Midgett. 1959. 177pp. \$2.00.  
Penalties for violation of the motor vehicle laws of North Carolina, by Durward S. Jones. 1957. 34pp. Free.  
Regulation of migrant farm worker transportation in North Carolina, by John Robert Montgomery, Jr. 1959. 56pp. \$2.00.

## MUNICIPAL GOVERNMENT

- Annexation feasibility—Carrboro, N.C.: a special study of the financial feasibility of annexing areas adjacent to the Town of Carrboro, by William H. Holford and Warren Jake Wicker. 1959. 33pp. \$1.00.  
Are new residential areas a tax liability; the financial impact on the city of annexing subdivisions: a report to the Greensboro City Council, by George H. Esser, Jr. 1956. 30pp. \$1.00.  
Calendar of duties for city officials, 1959-60. 1959. \$0.50.  
Comments on municipal revenues by North Carolina municipal officials: a report prepared for the Municipal Government Study Commission . . . by Warren Jake Wicker. 1959. 40pp. \$0.50.  
The cost of providing municipal services as compared to the revenues to be derived from the areas or land uses served: a selected bibliography, by Ruth L. Mace. 1959. 6pp. \$0.35.  
An explanation of budgetary and accounting procedures prescribed by the new Municipal Fiscal Control Act (Municipal finance bulletin #1) 1955. \$0.50.

(Continued on inside back cover)