

POPULAR GOVERNMENT

April, 1965

Published by the Institute of Government

The University of North Carolina at Chapel Hill



In This Issue:

**Equal Representation
and
County Commissioners**

Why Public Welfare?

**Chancellor Paul Sharp:
A Percolator Philosophy**

**Public Libraries:
Continuing Education
through Service**



POPULAR GOVERNMENT

Published by the Institute of Government

Contents

Equal Representation and the Board of County Commissioners by John L. Sanders	1
Why Public Welfare? by Dorothy J. Kiester	5
The University's Role in Public Service: A Talk with Chancellor Paul F. Sharp of the University of North Carolina at Chapel Hill by Elmer Oettinger	9
Public Libraries in North Carolina: Continuing Education through Service by Olga Palotai	12
Council-Manager Plan Founder Visits Institute—Comments by Childs	15
Notes from Cities and Counties	16
This Month at the Institute	17
Police Administration Course Graduation	20
Institute Schools, Meetings, Conferences	Inside back cover

Volume 31

April 1965

Number 6

POPULAR GOVERNMENT is published monthly except January, July and August by the Institute of Government, the University of North Carolina, Chapel Hill. Editorial, business and advertising address: Box 990, Chapel Hill, N. C. Subscription: per year, \$3.00; single copy, 35 cents. Advertising rates furnished on request. Second class postage paid at Chapel Hill, N. C. The material printed herein may be quoted provided proper credit is given to POPULAR GOVERNMENT



The smiling gentleman on our cover is Chancellor Paul F. Sharp of The University of North Carolina at Chapel Hill, standing in front of the tradition-and-ivy-covered administration building which houses his office. In his first year the new Carolina Chancellor has made a profound impression. (See article, page 9 ff.)

Director

John L. Sanders

Editor

Elmer Oettinger

Staff

V. L. Bounds
George A. Coltrane
*George H. Esser, Jr.
Joseph S. Ferrell
Philip P. Green, Jr.
Robert L. Gunn
Donald Hayman
Milton S. Heath, Jr.
C. E. Hinsdale
Dorothy Kiester
Henry W. Lewis
Ben F. Loeb, Jr.
Richard L. McMahon
Taylor McMillan
Allan W. Markham
Ben Overstreet, Jr.
Olga C. Palotai
Robert E. Stipe
Mason P. Thomas, Jr.
David G. Warren
L. Poindexter Watts
Warren Jake Wicker

* On leave

EQUAL REPRESENTATION

and the Board of County Commissioners

By John L. Sanders

Director, Institute of Government

Introduction

Equal representation according to population in the state legislatures and in the United States House of Representatives is now the law of the land. In the flood of news stories and editorials dealing with the fast-breaking events leading to and following the establishment of that principle by decisions of the United States Supreme Court, scant mention has been made of the implications of those rulings for local legislative bodies—boards of county commissioners and city councils.

This article examines those rulings and the possibility of their extension to county governing boards. (While city councils are mentioned only in passing, most of the observations made here apply equally to them.)

It is not the purpose of this article to urge any particular course of action upon the 47 counties in North Carolina which might be affected by the application of the equal representation ruling to boards of county commissioners. Its purpose is to alert interested readers to the possibilities and to encourage responsible county leaders to think about the subject now, while the General Assembly is in session and the means are at hand to resolve any potential problems that may be discovered.

North Carolina Constitution and Laws

Under the Constitution of North Carolina, the General Assembly has unlimited authority to create and abolish counties and to determine how the counties of the State shall be governed. There is no absolute constitutional requirement that there be a board of county commissioners.¹ Nor is there an absolute requirement that a board of county commissioners, if established, shall be elected by the people of the county. (In fact, from 1877 until 1896, the county commissioners of this State were not elected by the voters of the counties but by the justices of the peace, who were themselves appointed by the legislature.²) And where the election of commissioners is provided for, there is no state constitutional direction as to whether they shall be elected by the voters of the county at large, by districts, or by some combination of the two.

In the exercise of the broad authority given it by the State Constitution to provide for county government, the General Assembly may proceed by enacting general laws applying to all the counties or it may enact laws pertaining to individual counties. On the matter of the election of county commissioners, it has followed both courses.

The general law of North Carolina provides that there

shall be a board of county commissioners as the governing board of every county in the State. It provides that in each county, a board of three commissioners shall be elected for two-year terms by the voters of the entire county, without restriction as to where the candidates shall reside within the county.³ Most of the counties have over the years obtained special legislative acts changing this pattern in one or more respects as it pertains to them. In making special provisions regarding the election of commissioners in a county, as in other local affairs, the General Assembly almost always follows the wishes of the Senator(s) and Representative(s) from that county.

Today, 24 boards of county commissioners have three members, 72 boards have five members, two boards have six members, and two boards have seven members.⁴

The members of 39 boards serve two-year terms of office; the members of 43 boards serve four-year, staggered terms; the members of 16 boards serve four-year terms, all expiring at the same time; the members of one board serve a combination of two-year and four-year terms; and the members of one board serve a combination of four-year and six-year terms of office.⁵

The members of 53 of the boards of county commissioners are nominated and elected by the voters of the entire county, without restriction as to where the candidates reside within the county. The members of 36 boards are required to reside in districts established by law, but the voters throughout the county take part in the nomination and election of commissioners. In ten counties, commissioners are required to be residents of districts established by law and are nominated by the voters of their respective districts, but in the general election, they are voted on by the voters of the entire county. And finally, in one county (Pender), commissioners are both nominated and elected by the voters of the respective districts in which the commissioners reside.⁶

Federal Court Decisions on Equal Representation

Prior to 1962, it was thought that the way in which legislative bodies—the United States House of Representatives, state legislatures, boards of county commissioners, and city councils—were elected and the extent to which they were representative of the people they served were political questions, to be settled between the legislators and the voters. The federal courts and most state courts would have nothing to do with such cases.

But a series of decisions of the United States Supreme

3. N.C. GEN. STAT. § 153-4.

4. "Composition and Election of Boards of County Commissioners," Special Bulletin #19 (Nov. 1963), N.C. Association of County Commissioners.

5. *Ibid.*

6. *Ibid.*

1. N.C. CONST. art. VII, § 1, 10.

2. N.C. Public Laws 1876-77, ch. 141, § 5; N.C. Public Laws 1895, ch. 135, § 4.

Court, notably *Baker v. Carr*,⁷ *Wesberry v. Sanders*,⁸ and *Reynolds v. Sims*⁹ and five other cases decided in June 1964, drastically changed that comfortable assumption. All of those cases dealt with the establishment of federal congressional districts within the states or with the distribution of seats in state legislatures. The United States Supreme Court has not yet decided a case involving representation on a county or city governing board. But eventually it will do so, and for reasons to be discussed later, it is reasonable to anticipate that when it does, it will hold that the same principles apply to the apportionment of boards of county commissioners and city councils as apply to state legislatures.¹⁰ Therefore it is appropriate to examine those decisions, even though at first they might appear to have nothing to do with the way county commissioners are elected.

First, it might be helpful to define two terms which are often used in discussions of legislative representation.

The first is "districting" or "redistricting," which means laying off the land area of the governmental unit involved (whether a state or a county or a city) into geographical districts which generally are representation districts. The other term is "apportionment" or "reapportionment," which means the assignment of one or more legislative seats to each district. Ordinarily, both districting and apportionment are involved in the process of determining legislative representation, as where state senatorial districts are established and the right to elect one or more senators is assigned to each district. The single term "apportionment" is often used to include both processes.

In its simplest form, the holding of the United States Supreme Court in the legislative representation cases is that every citizen has a federal constitutional right, under the equal protection clause of the Fourteenth Amendment of the United States Constitution, to equal representation according to population in the United States House of Representatives and in both houses of his state legislature. This means, in the case of state legislature, that each member of each house of a state legislature must represent a number of people substantially equal to the number represented by every other member of the same house. It was in part to conform to the requirements of this ruling that the General Assembly of North Carolina in 1963 redrew the state senatorial district lines and reapportioned senate seats among the districts in an effort to provide that every Senator would represent approximately 91,000 people, or the average obtained by dividing the 1960 population of the State (4,556,155) by 50, the number of State Senators.

In the view of the Supreme Court, unless each legislator represents about the same number of people, the residents of a district of small population are proportionately more heavily represented in the legislative body than are the residents of a district of large population, to the unfair advantage of the former group and the unfair disadvantage of the latter group.

For example, assume two counties, X and Y. County X has a population of 10,000, while County Y has a population of 50,000. Each county elects one member of the State House of Representatives. Every voter in each county

has a chance to vote for a Representative. Each Representative has the same voice, the same vote, in deciding on legislative questions. Superficially, this looks like "one man, one vote," both in the voting booth and in the legislative hall. But not so—because the Supreme Court says that every man's vote must be substantially equal in weight to every other man's vote in electing legislators.

Given the case described, as the Supreme Court sees it, the resident of little County X must share his Representative with 9,999 other citizens, while the resident of big County Y must share his Representative with 49,999 others. Thus the resident of little County X has five times the chance to get his individual interest represented or his individual point of view expressed by his Representative as does the fellow who lives in big County Y. Thus one vote in County X is said to be worth five times as much as a vote in County Y.

The United States Supreme Court has received a lot of criticism for this sort of "numbers game," and obviously it has its shortcomings. But it all stems from the principle that every citizen is legally equal to every other citizen and the Supreme Court says that this principle now requires equal representation of citizens in proportion to population in state legislative bodies.

The Supreme Court put it in these words in its decision in *Reynolds v. Sims*, the Alabama case:

Representative government is in essence self-government through the medium of elected representatives of the people, and each and every citizen has an inalienable right to full and effective participation in the political processes of his State's legislative bodies. Most citizens can achieve this participation only as qualified voters through the election of legislators to represent them. Full and effective participation by all citizens in state government requires, therefore, that each citizen has an equally effective voice in the election of members of his state legislature. Modern and viable state government needs, and the Constitution demands, no less.¹¹

In determining whether state legislative districts are so laid out as to result in equal representation of citizens, the Supreme Court uses two tests:

First, what is the proportion or ratio between the size of the district with the largest population per legislator and that of the district with the smallest population per legislator?

Second, what percentage of the total population of the state resides in the least populous districts which together can elect a majority of the members of each house of the legislature?

Applying these tests to the North Carolina House of Representatives, for example, we find that the county with the largest population per Representative is 18 times the size of the county with the smallest population per Representative. And we find that the 61 Representatives (a bare majority of the 120-member House) from the 61 smallest counties collectively would represent only 27% of the population of the State. (In a multi-member district, the population per legislator is determined by dividing the population of the district by the number of legislators representing that district. For example, in a county which has a population of 100,000 and which elects two mem-

7. 369 U.S. 186 (1962).

8. 376 U.S. 1 (1964).

9. 377 U.S. 533 (1964).

10. See Weinstein, *The Effect of the Federal Reapportionment Decision on Counties and other Forms of Municipal Government*, 65 COLUM. LAW REV. 21 (1965).

11. *Reynolds v. Sims*, 377 U.S. 533, 565 (1964).

bers of the State House of Representatives, it is assumed that each Representative represents 50,000 people.)

Relevance of Federal Court Decisions to Local Boards

As has been said earlier, there has not yet been a decision of the United States Supreme Court dealing with equality of representation on county and city governing boards. But already there have been decisions by a few state and lower federal courts, holding that the equal representation rule applies to county and city governing boards just as it does to state legislatures,¹² and it is probable that in the next year or two, the United States Supreme Court will have occasion to rule on the question. When it does, it is likely to find that a board of county commissioners or a city council is the same in kind as state legislature; that all are general legislative bodies, levying taxes, making appropriations, and deciding on other important governmental questions affecting the people of the entire governmental unit—state, county, or city; and that every resident of that unit is entitled to equal representation with every other resident in the legislative body of the unit, be it the state legislature, the board of county commissioners, or the city council.

Bringing the matter close to home, what prospects would such a decision hold for the way county commissioners are elected in North Carolina?

For those 53 counties that nominate and elect their commissioners from the county at large and whose commissioners are not required to reside in particular districts within the county, it would have no significance at all. There is nothing to go to court about. Each commissioner is elected by and represents the whole county, so no citizen of the county is especially advantaged or disadvantaged by the arrangement. This would be true as a legal proposition, even if the voters saw fit to elect all of their commissioners from one small area of the county, so long as no discrimination could be shown.¹³

At the other extreme, for the one county in North Carolina which both nominates and elects its commissioners by districts in which the commissioners must reside, such a ruling could have a very significant effect. Unless the districts were so arranged that each commissioner represented substantially the same number of people, the county would be open to suit by a citizen who believed that he, as a resident of an under-represented district, was being denied his federal constitutional right to equal representation on the board of county commissioners.

Suppose, for illustration, a county of 100,000 population, with five county commissioners, each nominated and elected by the voters of one of five districts. The 1960 population of the districts and the districts' respective shares of the county population are as follows:

District	Population	Percentage
1	40,000	40%
2	20,000	20%
3	15,000	15%
4	15,000	15%
5	10,000	10%
	100,000	100%

Each district is equally represented on the board. But the largest district is four times the size of the smallest district, and so the vote of the resident of district five can be said to be worth four times as much as that of the resident of district one. And should the commissioners from districts three, four, and five vote together, they could—although representing only 40 per cent of the people of the county—outvote the two commissioners representing the other 60 per cent of the people of the county. Such an arrangement is not likely to meet the constitutional test.

What about the arrangement where the candidates' residence and nomination are on a district basis, but the voters of the whole county vote on all candidates in the general election? Ten counties have this system. As a legal matter, there would be no difference between this plan and the one just discussed, where nomination and election are both on a district basis. It is well established that, in the eyes of the law, primaries are part of the election process and a citizen can no more be denied his constitutional right to full participation in a primary than he can be denied such right to take part in the general election.

Finally, there is the system employed by 36 counties, whereby commissioner candidates are required to reside in legally defined districts, but are nominated and elected by the voters of the county at large. Would this arrangement be open to attack under the equal representation principle, assuming that it will be applied to local governing boards? The answer is not so clear as in the other instance, although the safer course would be to assume that the answer is "yes."

In the recent opinion of the United States Supreme Court in *Fortson v. Dorsey*,¹⁴ dealing with the apportionment of the Georgia State Senate, there is language possibly bearing on the district residence-at large nomination and election arrangement for county commissioners. That case dealt with the issue of whether, in large counties entitled by their population to elect more than one senator, senators could be nominated and elected by the voters of the county at large, while being required to be residents of districts within the county. The complaining parties sought a court decree declaring that the county-wide nomination and election requirement violated the right of district residents to equal representation, since voters elsewhere in the state were able to nominate and elect their senators by district. The Supreme Court upheld the at-large election arrangement. The Court observed that "the statute uses districts in multi-district counties merely as the basis of residence for candidates, not for voting or representation."¹⁵

But the potential relevance of that statement to residence requirements for county commissioners is uncertain. For one thing, the Court noted that there was no contention that the districts were not substantially equal

12. *Sonneborn v. Sylvester*, 132 N.W. 2d 249 (Wis. 1965); *Brouwer v. Bronkema*, 13 Court Decisions on Legislative Apportionment 81 (Cir. Ct. of Kent County, Mich., 1964); *Ellis v. Mayor and City Council of Baltimore*, 234 F. Supp. 945 (D. Md. 1964).

13. There is a strong suggestion in the United States Supreme Court's opinion in *Fortson v. Dorsey*, 379 U.S. 433, 439 (1965), that if the election of two or more legislators at large in a district "would operate to minimize or cancel out the voting strength of racial or political elements of the voting population . . .", it would be unconstitutional.

14. 379 U.S. 433 (1965).

15. 378 U.S. 433, 438 (1965).

in population, so that issue was not directly raised. The holding was merely that the district residence-at large nomination and election arrangement is not invalid where not discriminatory. Furthermore, the case dealt with the representation of a county in the state senate, where presumably the citizens of the whole county would have greater common interests than would be true of representation on the county's governing board, where differences within the county might assume greater significance.

When the Supreme Court is faced squarely with the district residence-at-large nomination and election arrangement for a county governing board, it is entirely possible that it may take a different view from that implied in the Georgia decision. It may hold that the very reason for having residence districts is to make sure that all parts of the county are represented on the board of county commissioners, that each commissioner is expected to take a special interest in the welfare of the people of his residence district, and that consequently such districts must be so laid out that each commissioner "represents" substantially the same number of people. And the Court might even go on to hold that, while no one has a constitutional right to be a county commissioner, every voter has an equal right with every other qualified voter of his county to seek election to that office, and therefore the resident of the large district is unfairly discriminated against because he has potentially a great deal more competition for the office than does the aspirant who lives in a small district in the same county.

How would a case challenging the manner in which a board of county commissioners is elected get into court? The court takes no initiative. But it only takes one voter who is willing to bring a suit in the federal or state court, alleging that as a resident of an under-represented district, he is being denied his constitutional right to equal representation. In the view of the Supreme Court, it would not matter that the majority of the people of the county liked the existing system of electing county commissioners, or even that they had approved it in a county-wide referendum. The right to equal representation, like the right of free speech, is personal and individual and cannot be denied by majority vote.¹⁶

Assume for the purposes of discussion that the equal representation rule is held to apply to boards of county commissioners. What could the court do if it found that the complaining citizen was in fact being denied equal representation on the board of county commissioners because of substantial differences among the districts in the number of citizens per commissioner? Several courses would be open to the court, and they would be equally applicable to counties which nominate and elect commissioners from districts, to counties which nominate commissioners from districts but elect them at large, and perhaps to counties with district residence requirements and at-large nomination and election.

Perhaps the likeliest course to be followed, because it would be easier on the court and because it would follow the plan already voluntarily used by over half the State's counties, would be for the court simply to ignore the districts and order that the nomination and election of commissioners be held at large, without respect to the place of the candidates' residence. Such action might be

taken even after the nomination and election cycle has gotten underway.

The second possible course of action open to the court would be to retain the district approach, but to redraw the districts and reallocate the commissioners among them so as to equalize population per commissioner. If not all the members of the board were up for election at the time of the suit, the court might have to follow the approach used in some of the cases dealing with state legislatures and cut off the terms of the holdover members, thus requiring the entire board membership to be elected at one time.

The third course of action, if the suit should be brought close to the time of the meeting of the General Assembly or while that body was in session, would be for the court to take jurisdiction of the case but to give the legislature limited time to eliminate the problem, under the threat that the court would act if the legislature did not.

What could a county which anticipates a suit do to avoid it or to minimize its effects? Or speaking more exactly, what could the General Assembly do, since only the General Assembly has the power to change the commissioner election system in a county?

First, the General Assembly could abolish all districts and provide for nomination and election from the county at large, without reference to the candidates' place of residence. This would eliminate any ground for suit on the basis of unequal representation resulting from districts of widely varying populations.

Second, it could revise the districts or the allocation of commissioners among the districts, or both, so as to achieve substantial equality in the number of residents per commissioner. If a natural unit, such as a city, were of sufficient size that it would be entitled by its population to elect two or more county commissioners, it could be made one district and the commissioners assigned to it could be elected at large within the district, thus avoiding splitting up the unit.

Mention should be made of the proposal, already adopted by several states and now pending before the legislatures of North Carolina and several other states, requesting the Congress to call a federal constitutional convention. The purpose of that convention would be to submit to the states a federal constitutional amendment (1) permitting any state to use factors other than population in apportioning one house of its state legislature, and (2) permitting any state to determine how the governing bodies of its subordinate units shall be apportioned. Whether (1) the necessary two-thirds of the states will adopt this measure, (2) the necessary vote can be obtained in the Congress to call a convention, (3) the convention will submit the desired amendment, and (4) legislatures or conventions in three-fourths of the states will ratify the amendment, is uncertain. There is some apprehension as to what a federal constitutional convention might undertake to do in addition to action on the legislative representation question, since the Congress probably could not limit the convention's authority. And in any event, the process is by design a slow and tedious one, and citizens who consider themselves aggrieved might in the meantime go to court. Some of the proponents of the convention proposal have said that their true objective is

16. *Lucas v. The Forty-fourth General Assembly of Colorado*, 377 U.S. 713, 736 (1964).

(Continued on page 18)

WHY PUBLIC WELFARE?

By Dorothy J. Kiester

Community Training Coordinator, Training Center on Delinquency and Youth Crime

(EDITOR'S NOTE: This article is an effort of a professional social worker to put some of Public Welfare's objectives and limitations into a perspective meaningful to those with an interest in the problems of poverty, and some of the costs of supporting or correcting it.)

What is Public Welfare trying to do? Will the Economic Opportunity Act help? Does the availability of public assistance keep people from working, or being interested in job-training? Would a successful war against poverty mean that Public Welfare would no longer be necessary?

These questions and others like them are being asked and should be asked by community planning groups, by local and state appropriating bodies, and by ordinary taxpayers.

Public Welfare is complex—three levels of government are involved—and it is big. Every one of the 3211 counties in the United States has some kind of public welfare program with State and Federal participation in cost and policy making. To explain this operation, even for North Carolina, simply enough to be understandable is to run the risk of over-simplifying at the expense of real meaning.

WHAT IS PUBLIC WELFARE TRYING TO DO?

This is a remarkably difficult question because three different elements of the population have three different concepts of what Public Welfare does, and of what it is trying to do. Recipients see it from the standpoint of their need. Taxpayers in general know it only as an agency that dispenses financial assistance. Public Welfare administrators are aware of the fact that they are in the peculiar position of purveying a service for which the consumer is not the purchaser, and struggle constantly with the problems of how to interpret these two to each other and how to explain to both the

objectives and the limitations of the Public Welfare programs. Public assistance—the money grants—represent only a part of the responsibility of any county Department of Public Welfare.

County commissioners, some legislators, some congressmen, have a broader understanding than the average taxpayer of the ends to which their Public Welfare appropriations are intended, but they too have the problem of finding it difficult to evaluate the effectiveness of these expenditures because the consumers do not have the same voice for complaint that the purchaser of an automobile, for example, claims as his inalienable right. If an article purchased is not satisfactory, the salesman, the dealer, the distributor, and the manufacturer all hear about it and corrections are made in the interests of good business.

Even at the county level, how can the Commissioners and taxpayers know if they are getting their money's worth? Obviously they must know what the money is expected to do, and any judgment of success will be based on these expectations.

The economically disadvantaged—in the main, the actual and potential client group—may be said to look to Public Welfare for financial assistance when other income is insufficient to meet essential needs, or absent altogether. The client group has a fairly clear understanding of eligibility requirements, knowing in general that only those individuals over 65, blind, or permanently and totally disabled, or those families with minor children deprived of parental support can receive a money grant. There is only spotty awareness of non-financial services.

The average tax-paying citizen knows vaguely of these "categorical" programs of financial assistance, but is not sure of the categories or of the eligibility requirements. He is often confused and believes mistakenly that other programs under the Social Security Act, such as unemployment

compensation and social security benefits to retired or disabled workers, are also a part of "the welfare." Non-financial services offered by welfare departments are usually totally unknown, or vaguely believed to be something about adoptions. This vagueness leads to a general expectation that it is the responsibility of the welfare department "to get people off the rolls," preferably through "rehabilitation," as quickly as possible.

Public Welfare has no quarrel with the expectations of either group, *when these expectations are possible of achievement*. But there are two realistic sets of limitations restricting the possible: Not all economically deprived people are eligible, even when the need is acute; and not all recipients have the potential for rehabilitation. These limitations will be discussed later, along with a third set suffered by Public Welfare itself. But in the light of all realistic obstacles to the fulfillment of expectations, Public Welfare defines its overall objective as administration of its many and varied responsibilities in such a way that *every recipient is helped to achieve his own maximum potential of self-respecting, constructive social adjustment*.

LIMITATIONS ON EXPECTATIONS OF CLIENTS.

The client group expects to have financial needs met when there is no other source of income, or not enough to meet basic requirements for food, shelter and clothing. But, if the needy person is an adult not yet 65 he is not eligible for Old Age Assistance. If he is ill but not permanently and totally so, as certified by a physician and a medical review team, he is not eligible for Aid to the Permanently and Totally Disabled. All persons over 18 meeting the medical definition of economic blindness are eligible for Aid to the Needy Blind. But children under 18 whose father is employable and is in the home are not eligible for

Aid to Families with Dependent Children (AFDC). These are the categories defined by the Social Security Act under which all state and county departments of Public Welfare operate and receive Federal matching funds.

There is no Federal money for what is known as general assistance, but most of the counties of North Carolina have some local appropriation to meet dire need when there are no other sources for help. Because these funds are limited, however, they ordinarily can be used only to meet emergencies. If the "emergency" is chronic, as it is for some families beset by a multiplicity of troubles, the problem of how to meet this need becomes exceedingly difficult.

A further difficulty is imposed by limitations on budgetary allowances. The allowance for basic needs of food, shelter, and clothing can be determined by charts and scales, but there is not much flexibility. A few other items can be included, these too with sharply defined limits. Any public welfare worker will be glad to explain how budgets are calculated. To be sure, these restrictions have been set as fairly as possible within the allotted total amount of money available for public assistance. But they do not permit a standard of living which makes it possible for public assistance families, unless they are remarkably resourceful, to be an accepted part of the majority community. Marginal incomes mean that children go to school dressed differently, malnutrition is common, minor health problems often go untreated and become major, parents do not feel a welcome part of the P.T.A. or the church of their choice or civic clubs. Self-respect and, therefore, initiative are severely threatened when people are treated as second-class citizens. A vicious cycle is thus set in motion, and when the children of marginal families drop out of school, lose the opportunity for training that would enable them to become economically independent, and look in their turn to "the welfare," it is not entirely the fault either of a shiftless family or a badly conceived program of Public Welfare. The miracle is that so many families manage so well with so little.

A further contribution to this particular problem of social ostracism and marginal standards of living is the policy which does not permit a recipient to profit economically from

his own efforts. All income, except for a \$10 allowance for extra expenses and up to \$20 for actual transportation costs is included in the budget and therefore deducted from the monthly grant. Although the reasoning behind this policy is to reserve available funds for the most needy, the net effect is to convince many recipients that it does no good for them to make any effort in their own behalf because they cannot raise their standard of living anyhow. Some relaxation of this policy might have a salutary effect on the motivation of recipients with a potential for independence to exert maximum effort and perhaps even, eventually, reach a point at which public assistance was no longer needed. These, to be sure, are only those clients in which there is earning capacity or earning potential—not those of advanced age or disability.



LIMITATIONS ON THE ACCOMPLISHMENT OF TAXPAYERS' EXPECTATIONS

Taxpayers expect Public Welfare to get recipients off the rolls as quickly as possible. Some of the reasons why these expectations are unrealistic are fairly simple, but they are widely misunderstood. There is not much difficulty in explaining the continuing need of a person beyond age 65 when his own resources (including solvent

adult children) are insufficient to maintain him. The plight of the truly disabled without family resources is understandable. But the fact that these people constitute about two-thirds of the public assistance caseload is often overlooked.

The families that are really suspect are those that include employable members over 18. And these are the families for whom economic and social independence should be a realistic goal. But first, what is meant by "employable"? Does the person have a marketable skill? Is there a job to be had? Does it pay enough to support dependents? When the "employable" person, Negro or white, is the mother of school age children or younger, who will care for the children while she works, how much will it cost, and will it be good care? In all fairness, there should be realistic answers to these questions before either the recipient family or Public Welfare is criticized for their continued receipt of public assistance. And in most cases the resources for providing positive answers to these questions lie in the greater community and not strictly within the purview of Public Welfare. Job training, job opportunity, wage scales, child caring facilities, health services, etc., are among the needed resources to help make many of those people truly employable.

These, then, are the major limitations on accomplishing what the taxpayers expect of Public Welfare. Most of the recipients cannot be "graduated" from the rolls because they are too old or too disabled, and for those with a rehabilitation potential, many face obstacles beyond the power of Public Welfare to control.

LIMITATIONS ON PUBLIC WELFARE'S OWN DESIRES FOR EFFECTIVENESS

Public Welfare's own objective, "to help every recipient achieve his own maximum potential for self-respecting, constructive social adjustment," must be seen in the light of the client's needs and capabilities. For Old Age Assistance recipients, the goal may be to help the older person stay in his own home, to retain a sense of usefulness in life, to find an appropriate boarding home or nursing home, or to help his children do their best to meet his emotional and financial needs. This requires more staff time, (and skill) than the simple establishment of eligibility.

For the disabled person receiving Aid to the Permanently and Totally Disabled the treatment goal might be to discover medical resources to enable the person to manage with a wheel chair and thus achieve a modicum of independence. Some have problems of mental illness or mental retardation which might be amenable to treatment or training if the proper resources could be found and all the corollary services provided. But this kind of "self-respecting, constructive social adjustment" seldom can mean economic independence, and always takes a great deal of individualized, highly knowledgeable staff time.

Aid to the Blind is administered in North Carolina by the Blind Commission with only certain administrative relationships to Public Welfare, but the same general problems of rehabilitation and social adjustment pertain.

The knottiest problem, as always, is the AFDC family where the basic difficulty is not age nor disability in the obvious physical sense, but a simple inability to earn a living. There are, of course, some families in which the head of the household is disabled, and it is on this basis that the family is eligible for assistance. For these, rehabilitation is a question of feasibility and Vocational Rehabilitation is a resource for those with employment potential. It is for those families without a father, whether deprived of his presence and support by death, divorce, or desertion, that planning toward economic independence is difficult. But help to achieve or retain a healthy self-respect, a good social adjustment in the community, a good attitude toward self-reliance is the goal for every AFDC family. Prevention of the kind of social and economic disability that makes for the second and third generation of dependent social misfits is, again, time-consuming and requisite of a high degree of skill. It takes skill and time to motivate a defeated family to try to improve its lot; to make up for the psychological damage to children of growing up without a father; to mobilize all the appropriate resources of the family to help a mother with few if any resources of her own; to help a man, temporarily disabled and temporarily eligible for financial assistance, to pick up an overwhelming burden again when the AFDC grant is more regular than his earnings could be, and

may be more actual cash money than his present earning capacity could produce.

All these problems signify an urgent need for more staff with professional skills to do the *basic* job with public assistance recipients. The additional responsibilities resting with Public Welfare, either by statute or by administrative agreement with other agencies, are much more complex and demanding than can be conveyed by a simple observation of their existence.



Child welfare services, for example, run the gamut from protective services for the neglected child and his parents in their own home through the recruitment, licensing, and supervision of foster homes to permanent placement in adoption. This is all time-consuming and highly skilled work. A great deal of time goes into the various kinds of certification of need that Public Welfare does: for surplus commodities, for hospital care, drugs, Crippled Children's services, etc. Social histories are compiled for the Courts, for state hospitals, for institutions for the mentally retarded, and for other social agencies. These and many other services are rendered routinely by Public Welfare, but all take time and require the discriminatory and evaluative skill of specialized training.

Thus, the major limitations for Public Welfare itself in the accomplishment of its own objectives are 1) insufficient staff and 2) shortage or absence of resources and opportunity in the broader community. The insufficiency of staff is due to several factors. There is a scale of Federal matching available to pay staff, ranging all

the way from 40 to 100 per cent; even so some Commissioners feel that the county budget cannot sustain more people than are already employed. Others simply may not appreciate the need for additional staff. Added to the problems of budget are the difficulties of recruiting trained people, sometimes because of the comparative isolation among counties, sometimes because the competition is so keen that Public Welfare salaries are not sufficiently attractive, and most often because there simply are not enough trained people to meet the total demand.

Shortages in community resources also stem from multiple causes, ranging from no resident services in such fields as employment, counseling, psychiatric attention, marital counseling, vocational training, etc.—to a simple shortage of job opportunities. The combination of these deficiencies is frustrating enough to Public Welfare staff, but the burden for individual workers becomes almost unmanageable when there is added a rather pervasive sense that the community blames them for the existence of social problems and problem families which in reality Public Welfare was created to care for.

It was partly in recognition that long range solutions to these problems are beyond the scope of Public Welfare that the Economic Opportunity Act of 1964 was conceived and passed.

WHAT WILL THE ECONOMIC OPPORTUNITY ACT SEEK TO DO?

In the wording of the Act itself, "The United States can achieve its full economic and social potential as a nation only if every individual has the opportunity to contribute to the full extent of his capabilities and to participate in the workings of our society. It is, therefore, the policy of the United States to eliminate the paradox of poverty in the midst of plenty in this Nation *by opening to everyone the opportunity for education and training, the opportunity to work, and the opportunity to live in decency and dignity.*" (Italics supplied.) [See *Popular Government*, October 1964, for an analysis of the EOA in terms of Community Action in North Carolina.]

The EOA directs its attention principally to the disadvantaged youth of the country, seeking to develop new

resources for education and training which will equip the needy of the rising generation to compete on an equal footing with those who have had the advantages of social and economic security. Because, realistically, it is extremely difficult to compensate for years of cultural deprivation, and because employment patterns are shifting in our increasingly urban and automated economy, the Act further encourages the development of new types and categories of jobs for which these young men and women can be trained.

Another aspect of the EOA is the emphasis on local planning, placing the responsibility at the community or county level for the development of projects specifically designed to meet the unique character of the problems of that particular community. And it emphasizes the importance of well-coordinated, full utilization of existing resources—hoping to reduce some of the present wastage. No project will be funded by the Office of Economic Opportunity which proposes to do something already within the function and responsibility of an existing agency.

But the EOA has, and will have, its obstacles, too. One will be the hastily drafted projects which are not based on a thorough understanding of the problems those projects are meant to solve. If the results are disappointing, it will often be due to faulty planning, and failure to consider all the facts, all aspects of the problem. A major aspect of the problem—and another obstacle in itself—is the lack of motivation on the part of many of the presumed beneficiaries to take advantage of what the project offers. This is a profoundly complex matter which this article will not attempt to treat, but it must be considered by local planning bodies if any measurable success is to derive from EOA projects. It is the people who are *not* self-starters who constitute the bulk of the impoverished group this Act is intended to help. It is for this group that communication with the majority community has broken down, and before real help can be extended, channels of communication must be reopened or newly created. They must be able to say how they feel the problem, what they want done about it, what looks like genuine opportunity to them, before there can be any realistic expectation of highly motivated partici-

pation in their own rehabilitation. Perhaps "habilitation" is a more appropriate term for many of them, since they have never enjoyed a state of adequacy to which they are struggling to return. The difference, and the comparative difficulty, is obvious.

A third obstacle for the EOA in the accomplishment of its objectives is in the practical realization of that overworked phrase, "the coordination of resources." There are many kinds of resources in any community and often the most valuable are the least tangible. Constructive, open-minded, humanitarian attitudes are one enormous resource—expressed by the churches, by employers, by schools, by the "successful" people in general. More commonly thought of among community resources are those service agencies such as health, welfare, education, employment service and public housing. Most of these agencies are responsive to the will of the people as expressed directly, or indirectly through the Board of Commissioners in terms of budget and local policy. Motivation again becomes a strategic factor in the success of an EOA operation. To what extent does the controlling group want any real change? The prospect of higher standards among the poor arouses the fear of higher wages, reduced profits, perhaps even a threat to the social status of some. None of these will be easy problems for community action groups to wrestle with as they try to fulfill the intent of the Economic Opportunity Act.

But with all its hazards and pitfalls, the EOA offers a special kind of hope with respect to Public Welfare's goals. First of all, some of the children now growing up in AFDC homes may be able to get a kind of training and work experience not otherwise available to them. This will cut deeply into the "next generation" problem.

Second, there is an opportunity under Title V of the EOA to strike at the very heart of poverty, for this generation as well as the next. Title V carries as its statement of purpose: "to expand the opportunities for constructive work experience and other needed training available to *persons who are unable to support or care for themselves or their families.*" (Italics supplied.) It then refers to the 1962 Amendments to the Social Security Act which broadened, permissively, the AFDC program to cover families

in which the father was present but unable to secure work, and fortifies that legislation by providing funds which can be granted on a demonstration basis to pay the wages of a person employed in the community work and training program. In effect, this provides public employment, coupled with training for those who need it, for those now unable to earn enough to support their families. These are the families who have "fallen between the cracks" because they were ineligible for public assistance and there was no other source of maintenance to which they could turn. In many of these families when the situation becomes desperate the father now "deserts" in order to make his family eligible for AFDC. This is a terrible choice for a conscientious man to have to make, and one which Title V could alter.

Another far-reaching and constructive provision of the EOA is Title VII which is calculated to help people realize that they *can* profit from their own efforts. It provides that "the first \$85 plus one-half of the excess over \$85 of payments made to or on behalf of any person . . . under Title I or II of the Economic Opportunity Act . . . shall not be regarded as income or resources of such person in determining his need . . ." for public assistance. This means that it *will* be possible to raise standards of living, to get above the marginal level of social ostracism, the ragged edge of catastrophe. This will make it possible to generate the positive spiral of increasing security, developing self-respect and self-confidence, and out of this, greater competence and finally the reality of independence. It is not *just* more money—it is the combination of more money, realistic training and job opportunity, and the sense that independence is possible because the person is equipped to compete.

This idyllic sequence will not develop for everyone, to be sure, because there are some who do not have the basic equipment of health and intellect to respond, but the present tragedy is that there are some who do have, but lack the opportunity. For these, the wise implementation of the possibilities under the EOA, and the skillful administration of Public Welfare when applicable, can reverse the present downward spiral so hideously ex-

(Continued on page 19)

The University's Role in Public Service

A TALK WITH CHANCELLOR PAUL F. SHARP OF THE UNIVERSITY OF NORTH CAROLINA AT CHAPEL HILL

By Elmer Oettinger

Assistant Director, Institute of Government

Percolator Philosophy

Paul Frederick Sharp believes in a percolator philosophy. His idea is that a State university should stimulate the best in people. He explains: "The State university has a unique mission. One of its unique qualities is its role of service to the State. It represents progress that we use in many ways: a sort of percolator philosophy. I am very much taken by the Wisconsin idea: that the university stimulates the best in people."

Sharp, serving his first year as Chancellor of The University of North Carolina at Chapel Hill, sees the Institute of Government as "one of the most exciting expressions of this philosophy." He believes that the University, in its extension programs and varied services to the people of the State, has only begun to scratch the surface insofar as need and capability are concerned. He says: "We have a good deal to do here in North Carolina. We are all depressed by statistics regarding North Carolina's rank in some national surveys. The University of North Carolina at Chapel Hill should take a more aggressive role, working with the people of this State in meeting their needs and helping them understand their needs. Most of these people recognize their needs and want help, and the University has the responsibility to help them." In the light of this feeling for forging closer links of service between the University and the people of the State, it is clear that Chancellor Sharp approves and will carry forward the work already begun in many areas: the teaching, training, and research programs for public officials and private citizens by the Institute of Government; the adult education courses and audio-visual services in the Extension Division; the programs of the Morehead Planetarium; the work of the computer; the programs by the Business Foundation and the School of Business Administration; diverse uses of the University Library resources; educational activities of WUNC-TV; and so on. The Chancellor sets forth his convictions in clear terms: "I have never felt anything antithetic in the role of the University on and off the campus. Ideas just can't stay here. They need testing against reality of our society. College for its own sake is important, but this is only one facet of it. We are much richer if this knowledge is placed in testing situations with realities of society."

Although Chancellor Sharp obviously recognizes the obligation of a State university to serve the State which nurtures and supports it, he believes that the obligations

inhering to the university cannot be limited by political or geographical bounds. He illustrates: "We have only begun to scratch the surface in the area of foreign exchange. The exchange of students and faculty is like casting bread on waters. To help up-grade the quality of teaching and research enriches us all. We are enhanced by realizing larger and remote needs. Our faculty members are stimulated and renewed by outside experiences." To Sharp a fundamental regard for public service gets to the heart of the matter. He looks you (and his challenge) in the eye as he says: "The greatest need of American educational institutions is a sense of renewal by looking to the outside. This is the way to fulfillment."

Wit and Wisdom

This distinctive brand of cogent speech, thought, and action has marked Paul Sharp since his arrival in Chapel Hill last summer. In September he told the incoming freshmen at Chapel Hill: "This is no world for fools and idiots. They will destroy our world."

"It is no world for the ignorant and the prejudiced. They will bring our society down around our ears."

"It is no world for the ill-informed . . . they cannot provide the leadership."

On the field at half-time during the UNC-N.C. State football game (which State unexpectedly led), he spoke to 45,000 assembled fans with characteristic wit and appropriateness: "I want it distinctly understood that we have reached the limits of our hospitality." The Kenan Stadium crowd roared its appreciation. Unfortunately, the football team did not hear him.

In October, addressing the University faculty, he observed: "When we look inward at ourselves, we know that this University must take its shape from the present needs and hopes of first-rate teaching scholars. We want many things, of course, but three stand out as essential to our continued strength and effectiveness:

"1. First and most obvious is the combination of adequate salaries and working conditions that is the base on which extraordinary service rests and on which we retain and attract the distinguished faculty.

"2. Even more important is the continuing tradition of a faculty's sense of its own freedom and responsibility. The level of what McGeorge Bundy calls our 'corporate self respect' is a good measure of the greatness of this University."

"3. Finally, we require the satisfaction of effective participation 'in the service of something larger than any one man or subject.' In addition to our individual commitments to our own research and teaching there are the growing satisfactions that the University is contributing substantially to the new vision of our society that every person is important and that we are increasingly turning our great powers toward giving every person his proper chance. A university is true to itself only when it exists that we might see the depth in other men as well as in ourselves.

"As a community of learners we have the right to hope. As a university we have the privilege to testify to these hopes on behalf of man and with Shelley, we have the wisdom

"To hope 'till hope creates,
From its own wreck the
Thing it contemplates."

Credo for Scholars

In December, speaking to the Faculty Club on the "Kingdom of the Mind," and noting "great ferment," he offered his credo for the scholar:

"... Citizens of the Kingdom of the Mind are recognized by their activities and by the spirit that motivates them.

"Citizenship in this realm requires a serious commitment with a search for truth. It demands a capacity for critical analysis that sets the intellectual apart and protects him with academic freedom, provides the financial resources for his work, and sustains him in his search. Without critical detachment and the highest order of objectivity, the intellectual's plea for freedom and respect is seriously weakened. Without these, his activities become little more than special pleading or artless propaganda.

"Finally, this citizenship requires that those who hold it must achieve an accumulation of knowledge. The folklore image of the scholar as a collector of 'dry as dust' facts has at least this truth: scholars do accumulate knowledge and much of it seems irrelevant or 'dry as dust' to those unacquainted with intellect's demands.

"Citizenship has other obligations as well. It demands a work-product that pays tribute to the creativity of the mind as well as to emotional vigor and physical energy.

f the Mind is a glorious place to live in—a world of excitement, questing, and fulfillment."

"Life in the Kingdom of the Mind holds out the opportunity of disciplined creativity, intellectual integrity, hard work and dedicated energy. With these, the Kingdom of the Mind is a glorious place to live in—a world of excitement, questing, and fulfillment."

Record and Reputation in Perspective

That the new Chancellor at Carolina should have special clarity and vision in thought and words is not surprising in the light of his background, record, and reputation. Born in Kirksville, Missouri, on January 19, 1918, Paul Frederick Sharp has consistently moved up through the ranks in education, military service, employment, and recognition. He attended high school in Crookston, Minnesota, and attained his A.B. degree from Phillips University (1939), his Ph.D. from the University of Minnesota (1947), and his LL.D. from Texas Christian University (1961). He served in World War II on the 7th Fleet Staff, saw sea duty in the Southwest Pacific area, and was

U. S. Naval Liaison Officer to the Royal Australian Navy (1944-1945), with successive promotions from Ensign to Lt. (jg) to Lieutenant in the United States Naval Reserve.

He began his professional teaching career as an instructor at the University of Minnesota (1942, 1946-47) and moved onward and upward as Associate Professor of History at Iowa State University (1947-54), Professor of American History and Chairman of the American Institutions Program at the University of Wisconsin (1954-57), visiting Professor of History at the University of Minnesota (1948), San Francisco State College (1950), University of Wisconsin (1953), Universities of Melbourne and Sydney (1952), and University of Oregon (1955). He was appointed President of Hiram College in Ohio in 1957 and served with distinction until he was selected in 1964 for the Chancellorship at The University of North Carolina at Chapel Hill.

His grants and awards include two from the Minnesota Historical Society, two from the Social Science Research Council, two from the University of Wisconsin Research Committee, awards from the Iowa State Alumni Fund, a Ford Faculty Fellowship, a John Simon Guggenheim Fellowship, a Fulbright Award to Australia as lecturer at Universities of Melbourne and Sydney in American History and Institutions, attendance at the Harvard Institute for College Presidents and the Intellectual Life Conference at Pugwash, N. S., an "Award of Merit" from the American Associations for State and Local History (for his book, *Whoop-Up Country* as "the most important contribution to state and local history in the Western region for 1955") and the "Silver Spur Award" from Western Writers of America (also for *Whoop-Up Country* as the best Western non-fiction for 1955). His other publications include "Agrarian Revolt in Western Canada" (1948), "Old Orchard Farm: Story of an Iowa Boyhood" (1952), "From Poverty to Prosperity" in *Heritage of the Midwest* (1953), and numerous articles and reviews in scholarly journals including *American Historical Review*, *Mississippi Valley Historical Review*, *Pacific Historical Review*, *Pacific Northwest Quarterly*, and *Journal of Higher Education*. Only this year he was named a member of the Commission of Liberal Learning which will give special attention to the liberal arts in such matters as non-western material, the fine arts, religion as an academic discipline, graduate studies, experimentation in new methods of teaching, mechanical aids to learning, the over-seeing of the arts program and the intellectual life of college administrators.

His professional activities and associations include Phi Alpha Theta, Pi Gamma Mu, Association of American Colleges, Commission on Liberal Education, International Relations Committee of The American Association of Colleges for Teacher Education, National Council for Accreditation of Teacher Education, Prize Awards Committee of the Mississippi Valley Historical Association, State Chairman of the Ohio Foundation of Independent Colleges, Executive Committee of the Mississippi Valley Historical Association, Regional Editor of the *Montana Magazine of History*, and Executive Committee Member of the Agriculture History Society.

He is married to the former Rose Anderson of Enid, Oklahoma, and they have three children: William, a Stanford University graduate currently with the Peace Corps in Colombia; Kathryn, a senior at Wooster College major-

ing in French and History; and Trevor, a senior at Chapel Hill High School and a star basketball player.

President William C. Friday of the Consolidated University of North Carolina put Chancellor Sharp's impressive record in perspective on the occasion of his appointment. He said . . . "That is the cold and impersonal record of the man's activities thus far. These are important and impressive, but not less important among his qualifications is the fact that he has . . . established for himself a national reputation as a brilliant, dedicated, and successful educator in the finest tradition of the liberal arts. Moreover, in the time since he attracted the notice of our committee, and my colleagues in administration, he has impressed us with his warmth and personality, practical sense and suitability for the requirements at this juncture in the history of the University of North Carolina."

Catalyst for Ideas

It is significant that Paul Sharp, an out-of-stater from a small midwestern college, should have been chosen over some 75 prestigious scholars and administrators who were considered by the committee and the University trustees and President to succeed native son William Brantley Aycock as Chancellor of the Chapel Hill campus of the University. In fact, Sharp is the first non-alumnus and non-faculty member to head the Chapel Hill branch of the University since President Caldwell, whose second term ended 130 years ago. Chancellor Sharp is not unmindful of his responsibility and that of the University to North Carolina. His eyes reveal his promise and determination when he says: "Of course we have to fulfill our obligations to the State and local people, but these are not in conflict with an expanded program."

The more one observes and listens to Paul Sharp, the more he is impressed with the high quality, consistency, and forehandedness of his thinking and perspective. (His old alma mater, the United States Navy, puts "forehandedness" at the top of its list of traits most desired in an officer.) Speaking recently on "Education for Post-Modern Man," he observed in effect: "Modern man is already obsolete. We are educating people for the twenty-first century. This is the concern of philosophers. Many of our present positions are obsolete and out-of-date. We have obligations to our undergraduates—what we ought to be doing for them. Why educate unless you expect a change? Yet we need directions to channel our energies. The University is more than a storehouse of knowledge. It is a catalyst for ideas."

Referring to the staff of the Institute of Government and other units of the University, he defines: "An expert is on tap and not on top. The idea is that the expert is there and he is heard, and his expert knowledge is used."

"Speaker Ban" Toll

Regarding the State's "Speaker Ban" law, the Chancellor shares the universal feeling of scholars and University administrators that the effect of the law is pernicious to the freedom and prospect of any great University. He notes: "The statute runs so deep that its debilitating effect is felt in all the nerves and sinews of the University."

In January of this year, speaking before the Mid-Winter Institute of the North Carolina Press Association at Chapel Hill, Sharp took occasion to remind his audience that press

freedom and academic freedom were not disassociated but were linked as part of one important concept. He wryly observed that any diminution of the latter would surely diminish the former.

In February, addressing the annual Chapel Hill-Carrboro Chamber of Commerce banquet, the Chancellor, without mentioning the Speaker Ban Law, made clear his position:

"Our University, of course, is always under attack and this is maybe as it ought to be. A community in which a university resides, if it is a great university, shares in those assaults. Maybe that is not as it ought to be. It is nonetheless true. It is indeed one of the facts of life, that where there is greatness about a university, there are those who cannot comprehend this greatness. These casual attacks upon the freedom of the university are in reality brutal assaults on the freedom of man, upon reason in society and upon the use of objectivity in the solution of problems and in decision-making. But perhaps more than anything else they are an assault on the dignity of the individual citizen.

"Some of these assaults are demagogic in their character. Some of them are born of a genuine misunderstanding of the role of a university, and an inability to comprehend what a university does and is and ought to be.

"Some of them, however, are simply demagogic assaults based on whatever motives and wrapped in whatever guise. They must all be resisted for what they are, an assault upon the dignity of every American citizen. Fortunately, our political representatives in this country, by and large, have recognized that the intrusion of partisan politics in the life of a university will reduce it to mediocrity faster than anything else. It will reduce its stature, demoralize its faculty, and impair its services to the state."

University as Symbol and Actuality

In that same address, linking Town and Gown, he spoke on the University as a symbol and as an actuality. He noted that the University of North Carolina at Chapel Hill "in an incredible way through the years, has been responsible for opening new worlds to thousands of young men and young women," and he stated his conviction that "this must continue to be in our society the chief instrument in providing those ranges of choices that distinguish a free and open society from a closed and tyrannical one." He listed four "great opportunities [of the University] to express its concern":

1. "It is one of the few great centers in our society in which there is genuine communication between young and old, in which fathers are still speaking to sons, in which the wisdom of the past is still the heritage of the present. Even more important, we are willing to listen. The hours on end that we spend in listening to young people are often the best hours we invest in their education."

2. "We also possess a second qualification to speak through the skills that research provides in understanding the nature of our society and of man. These skills are essential to the complex decision-making that we demand of ourselves and will call forth from our students in years to come."

3. ". . . the University is uniquely the conservator of

(Continued on page 18)

PUBLIC LIBRARIES IN NORTH CAROLINA:

Continuing Education through Service

By Olga C. Palotai
Institute of Government Librarian

Editor's Note: This article appears as a chapter in the recent Institute publication County Government in North Carolina.

The public library is an educational institution which exists to provide people of all ages and all interests with the means of continuing education. Its function is to select, assemble, organize, and make easily and freely available to all of the people in its service area the printed and audio-visual materials that will assist them to facilitate informal self-education, enrich formal education, keep pace with progress in all fields of knowledge, discharge political and social obligations, and encourage recreation and constructive use of leisure time.

Establishment and Operation

Statutory Authority

The public library, whether municipal, county, or multi-county (regional), is the primary responsibility of the local government.

The State may grant authority to a local unit to establish library services by general law or special law. (Under general act, the State law merely provides that any county or municipality may act; under special act, the law authorizes a specific local government to create the service.)

The provisions of special laws applicable to public libraries often are different from the provisions of statewide laws; therefore, the local governing body should have an exact knowledge of the authority under which its library was created.

Most public libraries in North Carolina have been established and are supported by local governmental units under the general law, which defines the rights, powers, and duties of the library and its governing board. The General Statutes of North Carolina provide:

The governing body of any county or municipality may, in

its discretion, establish and support a free public library, using for such establishment and support any nontax revenues which may be available for such purposes.

[G.S. § 160-65.]

Library Board of Trustees

The law sets forth the pattern of the government of the libraries established by a county or municipality by providing that the public library should be governed by a six-member board of trustees composed of citizens chosen for their ability to recognize the needs of the community.

Appointments are made at the discretion of the local governing body, which is also charged with filling vacancies in the board as they occur. Trustees serve six-year terms with the exception of the initial appointees, whose terms are staggered at two, four, and six years. The governing body of the county or municipality may designate one of its own members to serve as one of the six members of the library board. The governing body of the county or municipality also has the power to remove any member for "incapacity, unfitness, misconduct, or for neglect of duty." [G.S. § 160-67.]

In the case of joint libraries the resolution establishing the library should specify the total number of trustees (which cannot be less than six nor more than 12 members) and the number of trustees to be appointed by the governing body of each participating county or municipality.

Area Served by Library

The very earliest public libraries in North Carolina were municipal libraries, serving the immediate community. Local initiative and interest were instrumental in their organization and support. By the mid-twenties, it was recognized that the county library was a more efficient unit of

library service for North Carolina. Primarily for this reason more libraries which provide countywide service have been established than the libraries limited to municipal service. Another factor in the preponderance of libraries giving countywide service is the fact that State aid is given only to those libraries which render service to the entire county.¹

Today, however, it is apparent to library leaders that only a much larger geographical unit, possibly more than a single county, can provide the organizational structure and financial base necessary to assure quality library service.

The American Library Association has set forth national standards of good library service,² stressing the importance of cooperation and joint action among libraries as the best means of reaching and maintaining adequate library service. It points out that only libraries bound together formally or informally in groups called systems, sharing their services and materials, can meet the full needs of Twentieth Century clientele. The trend toward broader based library systems makes sense, not only because the per capita service cost is less if the library serves a large area but also because the quality of library service and resources can be improved through cooperation.

The Development Committee of the Public Libraries Section of the North Carolina Library Association, recognizing the fact that good library service is economically impractical for library systems serving fewer than 50,000 people, recommends that:

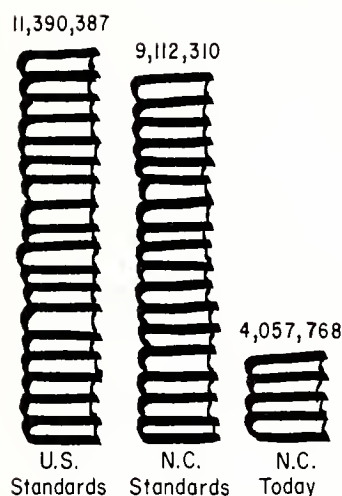
Public libraries should investigate possibilities of improving

1. N. C. State Library, *Rules and Regulations for the Allocation of State Aid and Federal Aid to Public Libraries, 1964-65*, Raleigh, N. C. (1964).

2. American Library Association, Public Libraries Division, Coordinating Committee on Revision of Public Library Standards, *Public Library Service, A Guide to Evaluation with Minimum Standards*, Chicago, Ill. (1956).

North Carolina Public Libraries – 1964

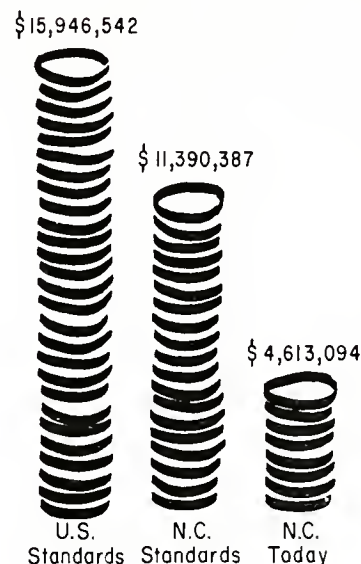
BOOKS



PROFESSIONAL LIBRARIANS



FINANCIAL SUPPORT



service through cooperation or affiliation with other libraries in a system. This system should combine existing and potential library resources in a pattern appropriate to the area.³

Toward this end, the law enables two or more units of local government to operate public libraries jointly.

Two or more counties or municipalities, or a county or counties and a municipality or municipalities, may enter into an agreement for the joint performance and support of public library service for the benefit of the citizens of all take participating units.

[G.S. § 160-68(a).]

Although a system of local libraries under local governmental control has been established in North Carolina, the individual libraries are beginning to function together in regional systems. Such systems make possible larger book collections and more varied services to all residents of a region and permit wiser use of

tax resources. In sum, the demand for quality library services and more varied library resources is evident, but the goal can be achieved only through statewide cooperation and coordination.

Financing the Public Library

Local Financial Support

As we have seen, library service to the general public has been considered chiefly a function of local government; and, accordingly, public library financial support has come predominantly from the locality served.

In North Carolina there are, however, certain constitutional and statutory limitations on financing public library services. The voters within a taxing unit must vote specifically on the issue of taxes to be levied for library purposes. This requirement grows out of a ruling by the State Supreme Court that libraries are not a "necessary expense" within the meaning of the Constitution of North Carolina.⁴ Therefore, taxes to support libraries cannot be levied by counties and cities unless the tax has been approved by the voters of the govern-

mental unit.⁵

Local governmental library support, then, can come only from two sources: (1) a tax levied with the approval of the people; (2) nontax revenues.

Let us consider each of these methods of financing public libraries.

(1) *Tax support.* Statewide enabling legislation [G.S. § 160-72] provides that after a library has been established, the governing body of the county or municipality establishing the library may call an election on the question of a tax to support the library. Moreover, if a petition is presented to the governing body signed by 15 per cent of the registered voters in the county or municipality in the last gubernatorial election, a tax election *must* be called.

At the election, the voters are asked to approve the levy of a tax at not more than a stated rate, set forth in a petition submitted by the voters requesting the election, or to be set by the governing body. The maximum levy is 15 cents on the \$100 of assessed valuation of prop-

3. N. C. Library Association, Public Libraries Section, Development Committee, *Standards for North Carolina Public Libraries*, N. C. State Library, Raleigh, N. C. (1963), p. 4.

4. *Jamison v. Charlotte*, 239 N.C. 682 (1954).

5. N.C. Const. art. VII, § 6.

erty for taxation.⁶

Subsequent elections may be called by the governing body, on the recommendation of the board of trustees of the library, to increase or decrease the stated amount of tax, except that the amount cannot exceed 15 cents on the \$100 of assessed valuation. If a majority of votes cast are in favor of the tax, the governing body of the county or municipality must levy a tax which will, when taken with other revenues available, be sufficient to meet the approved appropriations for the library.

The next section of the General Statutes [G.S. § 160-73] authorizes the counties and municipalities, singly or jointly, to issue bonds and to levy property taxes to pay the principal and interest on the bonds issued in order to purchase land and to construct or purchase library buildings and equipment.

Since, as has been explained, a library is not a "necessary expense" within the meaning of the State Constitution, such bonds and the tax to pay the principal and interest must be voted on by the people. However, after the voters approve the bonds, the special tax to pay the principal and interest on the bonds can be levied in addition to the special tax authorized for operating the library.

(2) *Nontax support.* A local governing body may use nontax sources to finance library services. These nontax funds could include among others the profits of ABC stores; wine and beer taxes collected by the State and shared with the cities and counties; excess income from revenue-producing enterprises such as water, sewer, electric, and gas systems and cemeteries; and surplus funds derived from nontax sources.

In the case of a joint library serving two or more counties and municipalities, the amount of support to be provided by each of the participating governments is to be determined by mutual agreement, and the governments may use tax, non-tax or bond proceeds to raise their respective shares in the same manner as if each government were financing its own

library.

State and Federal Grants-in-Aid

Although library service to the general public is chiefly a function of local government, the trend through the years has been increased aid from higher levels of government.

Thus, seeing national benefit, Congress in 1956 passed the Library Service Act, Public Law 84-597,⁷ authorizing the expenditure of \$7.5 million annually for five successive years to assist states in developing and extending public library service in rural areas.

In 1960, Congress extended the act for an additional five years.⁸ North Carolina has qualified for its full allocation since the first year of the program (1957), and its share has grown since the initial grant of \$40,000 to \$236,132 for 1963.

In 1964, the Congress passed a law called the Library Services and Construction Act, Public Law 88-269,⁹ that replaces the 1956 measure. The new law broadened and increased Federal assistance for public library service. It provides \$25 million annually for assistance to the states for improved and extended public library services and specifies that urban areas may share in these funds on the same basis as rural areas. In addition, \$20 million is authorized initially for local public library building construction.¹⁰

As a part of the Library Services and Construction Act of 1964, for the first time Federal funds for construction have been allocated to each state to assist local public libraries build more adequate facilities. The State Library agencies of each state have full authority to plan for the use of these funds for public libraries.

The North Carolina State plan for the use of construction funds, already approved by the Federal government, sets forth criteria and procedures prescribing how the construction funds are to be managed.¹¹ The general aim and purpose of the State plan is to assist county and municipal government in obtaining adequate physical facilities. The percentage of the total cost of each project to be allocated

from Federal funds will vary according to the wealth of the county in which the facility is to be located. The per capita personal income, as estimated by the North Carolina Department of Tax Research, is the measuring stick. Counties with lower per capita income are eligible for a larger percentage of the construction cost from Federal funds. The percentages, which may vary from one fiscal year to the next, and other pertinent information are available from the North Carolina State Library.

Local funds must be used to match the Federal construction aid funds and must be available at the time of application for such funds. Private contributions may be counted as matching funds if turned over to local government.

State government financial aid to county and regional public libraries usually takes the form of cash grants and/or services. In North Carolina the state aid fund to public libraries was first made available in 1941. The first appropriation of \$100,000 per annum for "payments to counties" had been increased during each successive session of the General Assembly until 1957, when it was set at \$425,000.

The following table, based on figures obtained from the North Carolina State Library, shows the major sources of library revenue for the fiscal year 1963-64.

Source of Income	Amount	%	Per Capita
City	\$1,470,049	32	\$.32
County	2,079,799	45	.46
State aid	425,000	9	.09
Federal aid	236,132	5	.05
Other (donations, etc.)	403,380	9	.09
	\$4,614,360	100	\$1.01

The above-mentioned funds, Federal and State, designed to stimulate the improvement and expansion of public library services, are allocated among qualifying counties in accordance with rules and regulations formulated by the North Carolina State Library Board in accordance with G.S. § 125-7.

At present, a basic grant of \$4,000 is available to each county. In addition to this basic grant, a per capita grant is distributed among counties. This per capita grant, however, is based on the "Effort Index Score" of the various counties. The Effort Index

(Continued on page 19)

6. At present there are 25 libraries with tax support comprising 15 counties and 10 cities. The counties are: Anson, Caldwell, Cherokee, Cumberland, Davidson, Gaston, Granville, McDowell, Mecklenburg, Montgomery, Polk, Rockingham, Rutherford, Sampson, and Union. Cities are: Black Mountain, Granite Falls, Greensboro, Henderson, Hickory, High Point, Pine Bluff, Statesville, Washington, and Weldon.

7. 70 Stat. 293 (1956).

8. 74 Stat. 571 (1960).

9. 78 Stat. 11 (1964); 20 U.S. Code Annotated (Supp. 1964) ch. 16.

10. North Carolina's allocation for 1963 is \$594,357 for services and \$726,11 for construction.

11. N. C. State Library, *Information on the Allocation of Federal Funds for Construction of Public Libraries*, Raleigh, N. C. (1964).



COUNCIL-MANAGER PLAN FOUNDER VISITS INSTITUTE

Comments by Childs

Richard S. Childs addresses the Institute staff, left. At right he tours the Knapp Building in the company of Director John Sanders, center, and Assistant Director Don Hayman, right.



lina is pioneering in the County-Manager form of government. Of the 34 recognized county managers in the entire nation, he said, 16 are in this State.

Recollections

Richard S. Childs is looking forward to the next 17 years. He says that, at the present rate, the council-manager plan of government will be unanimous in the United States in about 17 years. He further notes that he expects to be active in promoting the plan just about that much longer.

Since Childs, chairman of the board of the National Municipal League, is the originator of the Council-Manager Plan in this country, his feeling of pride and intense personal interest at its phenomenal growth is understandable. That he expects to be active for another 17 years is impressive, if only because he is now a vigorous 83 and in 17 years would be living his one hundredth year.

Visiting with the Institute of Government staff on a March day in Chapel Hill, Childs combined facts and figures with reminiscence and purpose. He noted that about 100 referendums are being held each year on establishing the city-manager form of government in American towns and cities and that about 75 of them are successful. He said it used to be 50-50; so the success ratio is improving. He pointed out that North Caro-

Childs recalls that in 1929 he sent funds to Professor Paul Wager at the University of North Carolina to help further the city-manager movement. He explains: "I had received a small inheritance and decided to surprise him." Prior to his pioneering as initiator of the city-manager plan and short-ballot movements, Childs established a national reputation in management. Among the private companies he served in executive capacities are Bon Ami (general manager), A. E. Chew Company (department manager, assistant to the president), American Cyanamide Company (director), Lederle Labs (vice-president). He has been chairman of the National Municipal League since 1947, is a past president of the American Proportional Representation League, and former chairman of the Citizens Union and the Institute of Public Administration. He is the author of two books: *Short Ballot Principles* (1911) and *Civic Victories* (1953).

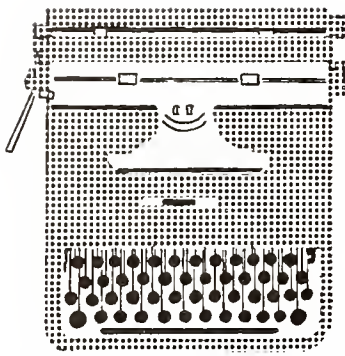
Childs, who has an office in New York but lives in his native state of Connecticut, says he is an advertising man, not a scholar. His interest in local government remains active as well as philosophic. He wants to spread the County Manager Plan, pointing out that county government

once was called "the dark continent of American politics."

Present Interest

The project he feels most keenly, however, relates to methods of choosing mayors. In Childs' view a mayor becomes glamorous out of all proportion and competitive with the City Manager if he is elected by the people in a City-Manager form of government. He prefers that the mayor be chosen by the city council from its own membership. Accordingly, since the Municipal League in 1964 felt otherwise, he defines his greatest purpose now as "trying to get the Manager Plan back on the rail." However, under questioning, he will concede that his fear of elected-mayor domination of local government is more applicable to very large cities than to smaller cities and towns in which such elements as personality may be dominant factors.

Witty and urbane, Childs observed that a biography of his life, prepared by a graduate student, is to be published by the University of North Carolina Press. He adds, with his gently ironic touch: "They expect to sell it for four dollars a copy. Yet I, who plan to write my autobiography, probably will have to publish it myself and sell it for one dollar."



● NOTES FROM . . .

CITIES AND COUNTIES

Central Business District

A two-deck parking garage proposed for *Wilmington's* redevelopment area is not only expected to solve parking problems but will have impact on local economy. The garage is expected to help the central business district compete to better advantage with shopping centers and to relieve traffic congestion.

* * *

Community Progress

Mecklenburg County has adopted an official green and yellow seal, bearing the date May 20, 1775, and depicting urban and rural scenes.

* * *

Among North Carolina interests represented at the Cincinnati Sport, Vacation and Boat Show were *Wilmington* and *Winston-Salem*. The Greater *Wilmington* Chamber of Commerce took a \$1000 area display promoting *New Hanover County* to the February exhibit. The Travel-Convention Department of the *Winston-Salem* Chamber of Commerce set up a booth displaying literature and posters of the city's main attractions. More than 80,000 visited the show.

* * *

Education

Central Piedmont Community College—which expects to enroll 10,000 students by 1970—has been told to stay in its present urban *Charlotte* location. The advice came from an architectural firm retained to work out an expansion plan for the college. College President Richard Hagemeyer has endorsed the policy which would maintain convenient bus access, not available in a suburban area.

* * *

New quarters are housing the *Pender County* Board of Education. The \$41,844 structure located near the

town limits of *Burgaw* includes eight offices, a general workroom, conference room, storage space and other facilities.

* * *

Finances

Belmont city employees have received pay raises, retroactive to January 1, 1965. The pay raise, adjusted in keeping with private enterprise salaries in the city, adds some \$7,000 to the city's annual payroll.

* * *

The *Forsyth* Board of Commissioners has directed that almost all buying of county supplies and equipment be made through a centralized purchasing department. The decision was made in order to obtain the advantages of quantity buying, prevent duplication and waste, and assure compliance with the law.

* * *

Fire Protection

Contracts totaling about \$90,000 have been awarded for construction of a fire and rescue station at the regional airport at *Friendship*. The Airport Authority is committed, over a two-year period, to buy trucks and other essential equipment in addition to financing construction costs. On completion the entire facility will be turned over to *Guilford County*.

* * *

April 6 marked the "Battle of *Asheville*" centennial celebration in the mountain city. Included in the week-long commemoration were library exhibits and a special program on the battle site near *Asheville-Biltmore College*.

* * *

Seven hundred Union and Confederate soldiers battled in *Averasboro* on March 20. The occasion was the 100th

anniversary of the battle of *Averasboro*, the first attempt to stop General Sherman's march through North Carolina. The mock battle took place at the *Harnett County* Civil War Battlefield.

* * *

North Carolina's oldest town had a birthday party March 8 to celebrate its 260th birthday. *Bath* was incorporated in 1705 and is today operated by the Historic Sites Division of the North Carolina Department of Archives and History.

* * *

After a thorough study by Institute of Government staffers Robert Stipe and David Warren, the *Hillsborough* question seems on its way to being settled. The town's name is still legally *Hillsborough*, as adopted in 1766, and no legal alteration has ever been made in the name. The unofficial erosion of the name to *Hillsboro* apparently came from convenience or because the historic significance of the longer name had been forgotten.

* * *

Law Enforcement

Detectives C. J. Brown and H. L. Hight have been named *Durham's* "Police Officers of the Year" for 1964. The two veteran officers were honored at a Crime Prevention Week banquet sponsored by the Exchange Club, Chamber of Commerce and Merchants Association.

* * *

Detective Sergeant J. V. Haley of the *Raleigh* Police Department has received the "Officer of the Year" trophy presented by the *Raleigh* Exchange Club.

* * *

Municipal Bond Issues

Only 337 of *Madison's* 849 eligible voters went to the polls to approve a

\$120,000 bond issue to finance water, sewer and library improvements. They okayed by a five to one margin the following proposals: \$45,000 for water system extensions; \$55,000 for sewer system improvements and extensions; \$20,000 for an addition to the public library; and a special library tax of not more than five cents per \$100 property evaluation.

Greensboro voters overwhelmingly endorsed water, sewer and street bond issues totaling \$19 million. Only 13,333 of 52,977 eligible voters made it to the polls. The bond issue breakdown includes \$6.5 million for water; \$1.5 million for sewers; \$8.5 million for streets; and \$2.5 million for bridges and culverts.

Municipal Buildings

Theatre-goers in *Hickory* are enjoying drama in a new setting—the newly renovated municipal auditorium which has been transformed into an elegantly appointed Victorian theatre. Bright red materials and polished brass have been combined with gold glazed ivory woodwork and red brocade wallpaper to produce the new effect.

Hickory councilmen have set rules, regulations and fees for use of the refurbished auditorium and approved an additional allocation to bring the renovation cost to \$16,000.

Planning and Zoning

Durham County Commissioners have okayed a revised amendment to the county zoning ordinance which puts new muscle in highway commercial zone regulations. The revision strongly limits activities of auto-service firms, imposes side and rear yards on all lots, and requires buffer zones between a highway commercial zone and adjoining rural and residential zones.

Long range planning for land that could be developed for industrial use would be a highly desirable joint venture by the cities of *Greensboro*, *High Point*, *Winston-Salem* and *Kernersville*, members of the Piedmont Triad Committee have been told. Community planning consultant Ruth Mace, a former Institute of Government staffer, has suggested that land-use planning be one of the committee's major goals, considering the entire

area as a community of common interests.

Public Health

Catawba County Commissioners have given final approval for construction of a \$5.98 million hospital to be located between *Hickory* and *Newton-Conover*. Ground was broken March 14.

A 12-year battle over whether or not to put fluoride into the city's drinking water was settled when *Statesville* councilmen voted 4-2 to implement plans to provide for fluoridation.

New Hanover County's Consolidated Board of Health has passed emergency measure amendments to the county plumbing code. The amendments cover water heaters, relief valves, private water supplies, permits and fees. Part of the action was prompted by recent heater explosions, caused by faulty relief valves.

An air pollution study was begun in *Durham* March 1. No recommendations for new local legislation will be made until the two-year study is completed in 1967.

Gaston County's Health Department has received a \$19,282.50 federal grant to assist in the development of an air pollution control program for the county. Initially 10 to 15

measuring stations will be established.

Public Housing

Contracts have been let for construction of 130 units of low-rent housing for the *Lexington* Housing Authority totalling \$1,286,109.

Recreation

Plans to convert the Public Works Commission's parking lot in *Greensboro* into a municipal park has received city-county endorsement. The Cross Creek property will be made into a park after the PWC moves its major operations to another location.

Sanitation

Spruce Pine's new sewage treatment plant has been approved by the United States Public Health Service, which had participated with a \$231,000,000 grant for the improvement project.

Elizabeth City voters approved a \$700,000 sewage disposal system by a rousing 609-35 margin in a special bond election.

Lincolnton citizens voted 521 to 12 in favor of a million dollar bond issue for a complete new sewer system.

Whiteville's new and larger sewage treatment plant has been approved and is now in operation. The \$200,000 plant was constructed in part through a federal grant augmented by local bonds.

THIS MONTH AT THE INSTITUTE

	April
Municipal and County Administration Course	2- 3
North Carolina Bar Institute	2- 3
North Carolina Education Council	3- 4
State Highway Patrol In-Service School 10	5- 7
Probation Officers Seminar	5- 7
Wildlife Testing	6- 9
Public Welfare Supervisors Seminar—Group III	7- 9
Personnel Officers School	8- 9
Probation Officers Seminar	12-14
State Highway Patrol In-Service School 11	12-14
Eighth North Carolina Planning Conference	15-16
State Highway Patrol In-Service School 12	20-22
Probation Officers Seminar	20-22
Public Welfare Directors Seminar—Group B	21-23
Municipal and County Administration Course	23-24
Careers for Carolina	23-24
Probation Officers Seminar	26-28
New Tax Collectors School	26-30
Public Welfare Directors Seminar—Group C	28-30

EQUAL REPRESENTATION

(Continued from page 4)

not to get Congress to call a convention, but to persuade Congress to exercise its own authority to submit the desired amendment to the states for ratification.

Summary

Under the State Constitution, the General Assembly has complete freedom to make whatever arrangement it deems best for the government of the counties. It has acted both by general, state-wide laws and by special acts in providing for the election of county commissioners. As a result, we now have several arrangements for electing county commissioners in this State.

Recent federal Supreme Court decisions have held that every citizen has an individual and personal constitutional right to equal representation, according to population, in both houses of his state legislature. It is reasonable to expect that in a fairly short time, the equal representation principle will be applied by the courts to boards of county commissioners as the general legislative bodies of the counties.

If that should happen, the 53 counties that now nominate and elect their commissioners countywide, without

regard to the candidates' place of residence, would not be affected.

The one county that both nominates and elects its commissioners by district, and the ten counties that nominate their commissioners by district but elect them at large, would be open to suit in which the court would determine whether the districts were so laid out that each contained about the same population per commissioner, and would remedy any unfairness it found.

The 36 counties which nominate and elect their commissioners at large but require them to live in particular districts within the counties might be open to suit, because the court might hold that the residence districts are as a practical matter representation districts, and must be so laid out that each contains about the same number of people per commissioner.

A county which now uses some sort of district system for electing commissioners and which wishes to avoid a suit, or to be in the strongest possible position should one come, has two possible courses of action. It can ask the legislature to abolish its districts and nominate and elect its commissioners from the county at large, without reference to residence. Or it can make sure that its districts are so arranged (seeking legislative amendment of its special act if necessary to do so) that each commissioner represents substantially the same number of people.

The University's Role: Sharp

(Continued from page 11)

our past. Here are those heritages that comprise the sense of values that give the University a special quality in our lives and in our society. Here is that emphasis on our past that creates in every student who will share it with us a sense of belonging to something deeper than the immediate, to something far more comprehensive and inviting than the passing moment."

4. "... Above all else, the University is an innovator of change, and it is those innovations that make relevant this conservation of heritage and value. Divorced from this, the University becomes many things, but it does not remain a University. In this sense, of course, as all of us have realized at one time or another, the University is both a symbol and a reality. And I think that to a remarkable degree I have sensed that throughout this State the University is a great symbol. This is as it ought to be."

At this point the Chancellor restated in language of burning challenge his philosophy as it relates to the goal of public service and public responsibility of the University. The words are his, the italics ours:

"A state university ought to symbolize the finest traditions of the state. It ought to call forth the noblest heritage that the people of a community cherish. Certainly a state university ought to represent those qualities which today and on into the long tomorrows are the highest aspirations of our past. I believe that as a symbol, the university in its finest sense and in its best way is a symbol of the exercise of reason in our democratic and free society. It is a symbol of objectivity amid passion and hatred, it is a symbol of freedom in a world in which freedom is a scarce commodity. I believe that the University is a symbol of the conscience of this state, and its voice often serves where the voice of conscience is needed.

"This University, perhaps above all, is a symbol so

badly needed in our generation of the service of man for man. Thus, as a symbol, the university always calls on us to be more than we really are. It calls upon us to do more than we really can. It demands of us a vision of the future greater than that we demand of ourselves to do more than we can fulfill. But this is the glory of having a university in our community, in our state and in our world. There is thus, you see, a certain nobility about the symbolism of a university that never needs defending however brutal the assault upon it. This nobility calls attention to our best selves, and to the highest hopes of our own lives."

Self-Analysis and Leadership

Regarding the role of the University in its graduate programs, he states: "We need a searching analysis of our own role in graduate study and research study and programs. This will require a view of administration and structure around which this is built so that we can stimulate more widely and support progress in every field."

He feels that it is essential that the University constantly renew and reinvigorate itself: "We can experience with great profit a real sense of renewal. This means more than self-introspection and analysis. The University commits itself to ancient and proven goals and adapts them to modern society. We start by bringing in the men and women who are the very best we can get every year. The stature of the University is such that we must have the best. There are people who bring ideas to us. There are models for us; but we've reached the point where we are models. Our inner life is determined by the quality of the men and women on our faculty. This is one of our chief tasks: we have to renew the inner life of the University which has been affected by the multiversity view throughout the country."

Finally, Paul Sharp has firm convictions on the intellectual framework and methods within which a University must operate. He stipulates: "Whatever we do in the University community ought to be done in a scholarly

WHY PUBLIC WELFARE?

(Continued from page 8)

pensive in private lives and public dollars.

The third question, "Will the availability of public assistance keep some people from working?" has been answered indirectly in some of the foregoing. Perhaps there is no direct and unequivocal answer because there are so many variables, but the behavioral sciences have established fairly conclusively that people can change under favorable circumstances and that the natural impulse of the healthy organism is toward growth. This suggests two generalities: the prospective work must be offered under favorable circumstances, and problems of health, either mental or physical, must be taken into account. These are not simple provisos, but neither are they insurmountable. They probably are crucial.

WOULD A SUCCESSFUL WAR AGAINST POVERTY MEAN THAT PUBLIC WELFARE WOULD NO LONGER BE NECESSARY?

No, because Public Welfare is an integral part of the war against poverty. For some people it will always be necessary for society to provide. As more and more people are protected by the social insurances there will likely be proportionately fewer who need income maintenance, and it is ardently to be hoped that there will be none on the public assistance rolls because they were denied the *opportunity* to develop self-sufficiency. But there will be a continuing need for child welfare services—a basic part of Public Welfare—and there will probably be a continuing need for some systematic way of caring for people suffering the temporary effects of personal disaster.

It is certainly to be anticipated that there will be fundamental changes in the pattern of services, some rearrangement of agency functions, better methods of coordinating and providing help to the victims of social ills, but so long as we have social ills, of whatever character, there will be by whatever name, a Public Welfare. It is both the hallmark and the sine qua non of a humanitarian society.

manner. Anyone who plays any important role in this University must be versed in the ways of scholarship. Otherwise he does violence to the concept. We have often confused pedants for scholars. Whatever role we bear or bring to bear not only affects methods of scholars but re-

Continuing Education Through Service

(Continued from page 14)

is determined by dividing the total personal income of a county into its county library operational expenditures from local funds.

Regional grants are also available from State aid and Federal aid funds to regional libraries organized under G.S. § 160-68. The amount of the grant is dependent on the population of the region and the per capita local support for library service. Thus, regions composed of at least three counties, serving less than 75,000 people, may qualify for an allotment of \$2,000 and up per county; similar regions serving over 75,000 people and regions composed of two counties and serving at least 100,000 people may qualify for an allotment of \$4,000 and up per county. After June 30, 1965, the regional library's income from local government must average at least 30 cents per capita for the library to receive this aid. The aid is increased as the per capita receipts from local government reach levels of 50 cents, 75 cents, and one dollar.

All applications for State and Federal aid should be submitted to the State Library Board by August 1 annually. In order to qualify for these grants, a county must provide free public library service to all people within the county. The library must operate under a board of trustees who will accept the responsibility for developing policies, employing a qualified librarian, and providing library service. The governing body of a county applying for the first time must make an appropriation or levy a tax to provide a minimum of \$6,000 or 30 cents per capita, whichever is greater. In order to continue to qualify for funds the county or regional library must not reduce its appropriation below that of the previous year.

The State Library

In addition to administering the State and Federal financial aid programs, the North Carolina State Library provides advisory and consultative services to all public libraries and to communities which may propose to

establish libraries, and coordinates public library activities on a statewide basis.

The State library in promoting better public libraries throughout North Carolina has helped to develop and formulate a set of standards¹² for the state. These standards are summarized and expressed in terms of number and type of personnel, quantities and kinds of material, physical facilities, and services. They are designed to help public libraries in the state ultimately attain national standards. Increased financial support from local government is essential to realization of this goal. At present the cost of achieving minimum national standards is estimated by the American Library Association to be \$3.50 per capita for a library system serving approximately 100,000 people. The present expenditure in North Carolina averages 84 cents per capita. The goal for 1972 is \$2.50. The direction is clear; the gap is obvious.

Although obtaining sufficient funds for quality library service may pose problems, it is imperative to find the means to build this basic educational resource through which our people can realize the lifelong education process so essential in our rapidly changing world.

Reference Materials

(1) American Library Association, Public Library Association, *Interim Standards for Small Public Libraries; Guidelines Toward Achieving the Goals of Public Library Service*, Chicago, Ill. (1962).

(2) American Library Association, Public Libraries Division, Coordinating Committee on Revision of Public Library Standards, *Public Library Service; A Guide to Evaluation with Minimum Standards*, Chicago, Ill. (1956). Supplements: *Cost of Public Library Service in 1959*, (1960); *Cost of Public Library Service in 1963*, (1964).

(3) International City Managers' Association, *Local Public Library Ad-*
(Continued on page 20)

12. N. C. Library Association, *op. cit.*

sources of scholars—not only knowledge but understanding." And he knows the role of a University administration. He says: "An administration must lead." Paul Sharp already has won the respect and affection of those who know him by doing just that.



FIRST POLICE ADMINISTRATION COURSE GRADUATES 32

Thirty-two graduates of the Institute of Government's first Police Administration Course (shown above) heard a commencement address by Edward Scheidt, North Carolina Commissioner of Motor Vehicles.

Jesse James, School Director, presided over the ceremonies which included a welcome by Institute Director John Sanders, and recognition of the school's faculty.

Institute staff members who taught in the Course included Dexter Watts, John Reed, Donald Hayman, George Coltrane, and Elmer Oettinger. Other faculty members were George W. O'Connor, I.A.C.P., Washington, D. C.; Chief Tom Davis, Raleigh Police Department; Frank Day, Michigan State University; George Eastman, Chicago; Col. David Lambert, Commander, State Highway Patrol; Lt. Charlie Adams, and Maj. J. C. Goodman, Charlotte Police Department; John C. Klotter, Associate Director Southern Police Institute, University of Louisville; W. F. Babcock, Director of Highways, State Highway Commission; Sam Ragan, Editor, *Raleigh News and Observer*; James Stegall, Charlotte; Chief Justus Tucker, Winston-Salem Police Department; and Capt. Dick Chadwick, State Highway Patrol.

Following is a list of graduates. All are members of city police departments unless otherwise noted: Lt.

Bliff G. Benfield, Lenoir; Det. Sgt. John Wesley Boles, Raleigh; Chief Joseph D. Bulla, Asheboro; Major Walter A. Burch, Greensboro; Chief Milton B. Byrd, Jr., A. B. C. Board, Winston-Salem; Sgt. Ernest Paul Capell, Charlotte; Chief Frank E. Carpenter, Belmont; Sgt. Floyd I. Denton, Raleigh; Corporal Earl T. Green, State Highway Patrol, Raleigh; Lt. Eric E. Haithcock, Detectives Division, Durham; Sgt. Amos Horne, Chapel Hill; Lt. Walter Elwood Johnston, Burlington; Capt. J. D. Kirkman, Thomasville; Deputy Sheriff L. E. Midgette, Wake County Sheriff's Department, Raleigh; Sgt. Warren K. Mills, Winston-Salem; Chief James D. Myers, Statesville; Capt. Dee B. Nichols, Burlington; Chief Phillip L. Paul, Washington; Chief Preston H. Robinson, New Bern; Corporal Glenn D. Russell, State Highway Patrol, Siler City; Capt. Willie Vann Seagroves, Durham; Chief Earl Stanley Seawell, Southern Pines; Ass't. Chief Marvin Roy Short, Gastonia; Capt. Joe L. Simmons, Mount Airy; Sgt. Albert Fonda Smith, Southern Pines; Sgt. William B. Stephenson, Raleigh; Lt. Herman L. Stone, Chapel Hill; Sgt. Albert W. Wallace, Charlotte; Chief Deputy Sheriff O. B. Weatherspoon, Wake County Sheriff's Department, Raleigh; Lt. Maynard W. Wilkins, Asheboro; Capt. Edmund R. Wynn, Greensboro.

Continuing Education through Service

(Continued from page 19)

ministration, Chicago, Ill. (1964).

(4) North Carolina Library Association, Public Libraries Section, Development Committee, *Standards for North Carolina Public Libraries*, North Carolina State Library, Raleigh, N. C. (1963).

(5) North Carolina Library Association, *Suggested Policies for Public Libraries*, North Carolina State Library, Raleigh, N. C. (1960).

(6) North Carolina Library Association, *North Carolina Library Trustee's Pocket Handbook*, North Carolina State Library, Raleigh, N. C. (1960).

(7) North Carolina Library Association, Personnel Manual Committee, *North Carolina Public Library Personnel Manual*, Institute of Government, Chapel Hill, N. C. (1959).



Community antenna television was one of the topics at the second session of the Institute's Seminar for City and County Managers. Pictured above, left to right, during the discussion are former Raleigh mayor W. G. Enloe, District Manager, North Carolina Theatres, Inc.; Walter Briscoe, assistant to the president, National Community Television Association, Washington, D. C.; and Charlotte city attorney John Morrissey.



Shown above left and right are some of the purchasing officials who attended the ninth annual Local Government Purchasing School, jointly sponsored by the Institute and the Carolinas' Association of Governmental Purchasing. The school was held at the conclusion of the Institute's annual conference for municipal finance officers and a number of conferees attended sessions in both schools. Institute Assistant Director Jake Wicker had charge of the Purchasing School.

At right is an informal discussion snapped during the Municipal Finance Officers Conference. Speaking at far right is Michael G. Allen, executive secretary, Charlotte-Mecklenburg Insurance Advisory Committee, who was a lecturer on the program. George Coltrane, Institute Assistant Director, was in charge of the conference. One of the formal sessions is pictured below.



INSTITUTE SCHOOLS MEETINGS CONFERENCES



Institute Assistant Director Don Hayman makes a point during a session of the public welfare directors seminar pictured at right. In foreground is Dorothy Kiester, whose article "Why Public Welfare?" begins on page 5 of this issue. At left is Sherley Blackburn, Surry County.



*FIRST ANNUAL
PRESS-BROADCASTERS
LOCAL GOVERNMENT
REPORTING SEMINAR*

*Institute of Government
May 21-22*

. . . for working newsmen on North Carolina papers, radio or television who cover city hall and the county courthouse.

FIRST ANNUAL PRESS-BROADCASTERS LOCAL GOVERNMENT REPORTING SEMINAR

May 21-22, 1965

The following member(s) of our staff will attend the Press-Broadcasters Reporting Seminar:

Please reserve accommodations for _____ persons at the Institute of Government for the night of May 21.

(I) (We) (do) (do not) plan to attend the social hour and banquet Friday evening.

Signed: _____