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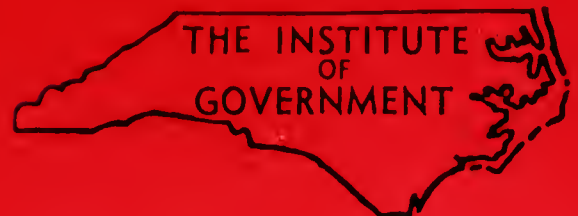
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POPULAR GOVERNMENT

ANOTHER RECORD YEAR of JEFFERSON STANDARD *Progress and Service*

35th

ANNUAL REPORT



FINANCIAL STATEMENT • DECEMBER 31, 1941

| ASSETS | | LIABILITIES | |
|---|----------------|---|----------------|
| Cash | \$ 1,918,856 | Policy Reserves | \$ 86,038,312 |
| United States Government and Municipal Bonds | 6,059,318 | <small>This amount represents the reserve required by law to assure prompt payment of policy obligations.</small> | |
| All Other Bonds | 8,705,684 | Reserve for Policy Claims | 363,983 |
| Stocks | 5,652,598 | <small>Claims in course of settlement on which proofs have not been received.</small> | |
| <small>Listed securities carried at market, cost or call value, whichever is lower.</small> | | Reserve for Taxes | 578,633 |
| First Mortgage Loans | 57,182,431 | Premiums and Interest Paid in Advance | 944,184 |
| <small>On farm property \$7,420,888 on city property \$49,761,543</small> | | Policy Proceeds Left with Company | 7,011,864 |
| Real Estate | 3,857,018 | Dividends for Policyholders | 949,681 |
| <small>This includes our seventeen-story Home Office Building</small> | | Reserve for All Other Liabilities | 478,228 |
| Loans to Our Policyholders | 13,852,529 | Liabilities | \$ 96,364,885 |
| <small>Fully secured by the cash values of policies</small> | | Contingency Reserve | \$ 1,400,000 |
| Premium Loans and Liens | 3,458,209 | <small>A fund to take care of contingencies, depreciation on real estate and investment fluctuations.</small> | |
| <small>Fully secured by the cash values of policies</small> | | Capital | 4,000,000 |
| Investment Income in Course of Collection | 1,022,890 | Surplus Unassigned | 3,000,000 |
| Premiums in Course of Collection | 2,778,016 | Total Surplus Funds for additional Protection of Policyholders | \$ 8,400,000 |
| All Other Assets | 277,336 | | |
| Total Admitted Assets | \$ 104,764,885 | Total | \$ 104,764,885 |

Strong Facts From a Fine Record

SALES OVER
A MILLION DOLLARS
WEEKLY
A Policy
For Every Need
COMPLETE LIFE
INSURANCE SERVICE



104
MILLION
DOLLARS
In Assets
SAFELY INVESTED
FOR POLICYHOLDERS
PROTECTION

AGAIN!
HIGHEST INCOME
ON
INVESTED ASSETS
of any Major
Company
7th Consecutive
Year!



AS A RESULT,
HIGHEST
INTEREST PAID
ON FUNDS LEFT IN TRUST
BY POLICYHOLDERS AND
BENEFICIARIES

\$125,000,000
IN
POLICY PROCEEDS
PAID PROMPTLY
DURING 35 YEARS



450
MILLION
DOLLARS
JEFFERSON STANDARD
LIFE INSURANCE
PROTECTION
OWNED BY
180,000 Americans

Coast to Coast Territory Served by Trained Agents

The Jefferson Standard Life Insurance Company operates in 26 States, the District of Columbia, and Puerto Rico, through a chain of agency offices extending from the Atlantic to the Pacific. It has representation in more than 450 cities.

All Jefferson Standard agents are trained life underwriters—each well-equipped to give you wise counsel and up-to-date information that will be helpful in planning your life insurance program.

Local Service

• This great North Carolina company is capably represented in every section of the state. . . . Jefferson Standard representatives extend to you the services of a major life insurance company with a full knowledge—based on thirty-five years of sound and progressive experience—that you will be completely satisfied as one of our policy-holders.

JEFFERSON STANDARD LIFE INSURANCE COMPANY

★ ★ JULIAN PRICE, President . Founded 1907 . GREENSBORO, N. C. ★ ★



POPULAR GOVERNMENT

VOLUME 8
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MARCH
1942

District Meetings Reveal Many Problems as Public Officials Prepare Home Front for War

J. A. Richbourg is Chairman of the Board of Commissioners for Buncombe County. He is fully aware that his country is engaged in a world wide war, in a titanic struggle of men and machines which calls for greater production than had ever been dreamed of a few months ago, and for more materials than this nation can immediately secure from its own resources or from other parts of the world.

He is also keenly aware that this fact has made his job ten times more difficult than it was a year ago. On the one hand he sees prices increasing from ten to forty per cent for the items which the county must purchase while at the same time tax assessments and collections are decreasing as retailers, wholesalers, car dealers and the majority of all small businesses find their stocks reduced and income curtailed by developments over which they have no control.

He faces the need for additional services, directly or indirectly caused by the war; in law enforcement, public health, welfare and other fronts and, at the same time, finds that items

which seem essential for the continued operation or proper maintenance of vital public services are no longer available—our entire output and more is needed for the army, the navy and for the armed forces of our allies.

As he considers these problems and realizes that they will become more and more acute, he takes a look at one of the most inflexible objects in existence, a governmental budget system, dictated in the most part by statutory provisions and positions and rarely subject to change on short notice regardless of the circumstances or the pressure which can be brought to bear on it.

The automobile dealer or merchant can lock his doors if he finds outgo exceeding income. Mr. Richbourg can't quit and wouldn't if he could; but he wants to know the answer and as yet no one has been able to give it.

All In Same Boat

His problems are the problems of every county commissioner, city councilman, mayor and administrative official in North Carolina.

The Town of Canton was advised by the State Highway Commission

By
**G. MAURICE
HILL**

Associate
Director

Institute of
Government



some six weeks ago that an overhead steel bridge crossing the main line and several spur tracks of the Southern Railway had deteriorated so as to render it unsafe and that it should be closed to traffic. The necessary detour over eight railroad tracks not only creates a grave danger but, when a train is on either track (there are ten regular trains and approximately seventy-five switching trips each day) it usually backs up a line of traffic as far as 400 feet. In such cases the town fire engine is also blocked from one end of the town and could not detour in time to properly control a fire in that area.

Obviously the bridge must be replaced. Mr. Clyde R. Hoey, Jr., Chairman of the Street Department, and Mr. W. L. Snyder, Purchasing Agent for the Town, want to know



Wilmer Z. Betts, Director of the State Division of Purchase and Contract, addresses District Meeting of city and county governing Boards at Statesville Feb. 19, 1942.

if and how they can get the necessary steel to replace the condemned structure.

Sheriff E. G. Shore of Forsyth County has a new patrol car which was secured to make it possible to properly police the county under wartime conditions. His patrol cars are connected with headquarters by two-way radio which is essential for proper performance under their system. But he can't buy a two-way radio without a priority rating and the War Production Board says that due to a shortage of certain critical materials, quartz crystals in particular, they cannot secure enough of these units for the imperative needs of the army and navy.

In the meantime he is having difficulty in securing firearms to equip additional men recently added to the force for essential purposes.

A school building burned down in Surry County during January. They will probably be allowed to replace it with a building of equivalent size but the building destroyed was already far too small for current needs. Mr. John W. Comer, County Superintendent of Instruction, needs to know if he will be permitted to expand the size.

Mr. A. T. Crutchfield, Purchasing Agent for the City of Durham, is concerned about the proper use of public cars using rationed tires. Mr. C. H. Ingram of Greensboro needs a fence to properly protect their water supply. The Town of Candor is concerned about securing aid for fire fighting equipment. The City of Charlotte must replace its outworn and outgrown incinerator. Mr. C. L. Greene of Robeson County needs the material and equipment to properly complete and use several new agriculture and shop buildings and Mr.

J. L. Benson of Wilmington and W. R. Grant of Troy want to know how they can secure exemption from Federal excise taxes on tires and tubes for public cars.

District Meetings and Discussions

These and dozens of similar problems were discussed at a series of five district meetings arranged by the Institute of Government for the benefit of City and County Governing Boards, Purchasing Agents, and Civilian Defense Chairmen, held throughout the State during the week of February 9th to 14th, and attended by several hundred officials.

The meetings were intended to throw light not only on the specific problems raised but also to acquaint those men responsible for the overall operation and direction of their respective units with the wartime background of the problems which will be considered in forthcoming meetings for specific groups, in law enforcement, tax collecting, accounting, budget making, purchasing and priorities and other fields.

Varied Program Covers Wide Field

The succeeding pages of this magazine show a summary of the highlights of the varied program presented at these meetings. Problems in Civilian Defense were discussed by Theodore S. Johnson, Director, and Ben Douglas and George Jeffrey, Assistant Directors, of the State Defense Council; Robert A. Martino representing the War Production Board outlined the situation as it appears from Washington; Wilmer Z. Betts, Director of the State Division of Purchase and Contract gave a picture of wartime developments affecting business; Roy C. Haberkern, Purchasing Agent for the R. J. Reynolds Tobacco Company, furnished

the viewpoint and advice of the private businessman; N. H. G. Balfour, President of the State Association of County Commissioners, urged planning now for next year and Dean R. B. House, Head of the University of North Carolina at Chapel Hill, urged that spiritual and human resources be given equal attention and emphasis along with material needs.

Need for Constant Vigilance Stressed

There is no panacea, no cure-all for Mr. Richbourg's problems and those of his fellow officials. These men and all those in positions of public trust face the gravest crisis in this nation's history. No one can chart a course for them with exactness, no one can forecast the developments of the next few months and certainly not of the next few years.

But their voluntary acceptance of this responsibility, their desire for information which will help them do



*John Skinner,
Secretary-Treasurer,
State Association
of County
Commissioners*

their jobs and their coming together in spite of busy schedules to discuss these problems is evidence that the job will be done.

John Skinner, Secretary-Treasurer of the State Association of County Commissioners, speaking at the meeting in Greenville on February 14th, summed it up this way. "You men are the mudsills of American democracy. It is you people and others like you who will win this war."

Chairman of Local Government Commission Calls for Reduction in Local Expenses



*Charles M. Johnson,
State Treasurer
and Director of
Local Government*

To Chairmen of Boards of County Commissioners and Mayors of Cities and Towns:

To win this war and to hasten ultimate victory will require all out effort on the part of every American. The armament program is essential to our national security. It stands between us and the ruthless dictators

and necessarily calls for an enormous expenditure of money so that our men at the front may have the fighting equipment needed to successfully wage this war. It means that a tremendous tax bill will be imposed upon all of us by the Federal Government but this bill will be paid ungrudgingly by the taxpayers.

Local governments are not excepted from contribution to this effort and the responsibility of such

(Continued on page 20)

The How and Why of Priorities

By ROBERT A. MARTINO

Chief, Materials and Requirements
Section, Governmental Requirements
Bureau, War Production Board

America is now all the way in a total war, and we are beginning to find out what that means. We mobilized this nation for war in 1917-18, and we did a good enough job to win at that time. This time we've got to do a lot more than we did twenty-five years ago.

In the first World War, Germany and Austria-Hungary had to depend upon their own resources and a comparatively small supply of materials from the Scandinavian countries and the Balkans. Now, Germany has the resources of practically the whole continent of Europe to draw upon.

In the first World War, Japan was technically on our side, although the Japanese did very little fighting, and we only had to fight in one ocean. Now we are engaged in active sea war in the Atlantic, the Pacific, and the Mediterranean.

In the first World War, the primary weapons were guns and ships. In this war we have got to have more guns and more ships, and also airplanes and tanks in quantities never dreamed of before.

Every day's delay in the production of guns, planes, tanks, and ships is going to be paid for in the lives of American soldiers and sailors. We are going to win this war when we have an overwhelming superiority in every kind of weapons on every front—in Europe, in Africa, and in the Pacific.

If we can meet and exceed the war production program announced by President Roosevelt, we can get the job done in a hurry. If we fail to meet it, we will be utterly unworthy of the men who are giving their lives on the firing line. That is what we have got to remember, every minute, every day.

Why Priorities?

The central fact in the whole situation is that there are not enough materials to go around. Make no mistake about that. Do not let anyone tell you that the shortages are unreal or artificial. Any man who tries to minimize the importance of shortages, and discourages cooperation with the government, is giving aid and comfort to the enemy, whether he intends to or not.

I will give you one example: in 1940, the United States consumed 1,200,000 tons of copper. This year the available supply of copper will be raised to at least 1,750,000 tons. And every single bit of it will be required for war and essential civilian uses. There will be no copper at all for non-essential uses like costume jewelry and decorative hardware and brass gadgets. If we could get more copper, we could use more for shells and ships and other vital war needs. When it comes to non-essential civilian use of copper—there just is not going to be any.

It is not a pleasant thing to see state, county, and municipal governments getting into difficulties because they cannot obtain materials. But

"As you know, there are located in every State in the Union local War Production Board Offices to assist industries with their problems in both defense and non-defense work. However, I know of no State in the country that can boast of an organization that stands ready to administer to the needs of county and local governments as does the Institute of Government. As industry makes use of the facilities of the State War Production Board Offices, so should you governmental officials utilize the excellent services being offered by the Institute of Government. This organization is keeping in close touch with the work of the Governmental Requirements Bureau and other defense agencies in Washington, and, no doubt, can be of real service to you. I recommend strongly that you discuss with the Institute officials some of your more important problems for solution or for proper guidance as to where the answers may be found."



there is another way to look at it. Every shortage of materials for ordinary civilian use means that more materials are being used to make munitions. And that means we will win the war just that much quicker. So, when you feel like complaining, remember that the materials you cannot get are being used to save the lives of the men who are out there fighting for us.

When shortages first began to develop, there was no predetermined method for dealing with them. But it was apparent that such a method had to be worked out quickly.

Soon a pattern began to develop in the priorities system. That pattern can be set forth specifically. I must warn you that the pattern will continue to change—I will speak about that later—but I think it would be interesting to catch the system in flight, so to speak, and explain the pattern as it exists today.

Actually the system is much simpler than it sounds. It is something like a garage mechanic fixing your car when you are baffled—mysterious until the process is explained.

How They Work

Manufacturers, distributors, and governmental agencies which operate under the priorities system have a number of different problems. Some-

(Continued on page 12)

University Head Says Courage and Imagination Will Win War

The head of the University of North Carolina at Chapel Hill is a busy man, but never too busy to be interested or take part in the problems of any person or group of people in North Carolina.

The son of a longtime sheriff of Halifax County and a veteran of the first World War who served overseas, he has a keen and realistic appreciation of the difficulties facing the public officials of the State in these perilous times.

He has long been interested in the Institute of Government and the local government officials who built it from an idea to a vital agency which has now been recognized as an official division of the University.

During the month of February, he spent a full week throughout the State attending district meetings of city and county governing boards and helping to bring them something of a guidepost for the months and years ahead.

After listening to discussions of priorities and public purchasing, of taxation and decreased public income, of shortages and substitutes for critical materials, he advised these men to conserve and use spiritual and human resources as well as the material. The following quotations will illustrate his theme:

"Relate yourself to the place where you are; use the things you find around you. As one old darky said, 'You can't start from where you ain't, you've got to start from where you is'."

"Don't take yourself too seriously. Learn to laugh not only with others but at yourself. The taut bow will break if it is not relaxed once in a while. Find something that interests you, something you can study, work and enjoy by achieving some excellence with it."

"I agree with Mr. Haberkern, these are interesting times, time for high hopes and bright courage if we are to win through. It was a sad thing to say to a boy ten years ago, 'We have no place for you. You are one too many.' Now everyone is needed. Everyone can feel he is a vital part of our destiny."

In relation to substitution for materials: "Use your imagination, work with what you have at hand. I think that this war will probably be won by something no one has yet thought of. The electric light was once a dream in the brain of Thomas A. Edison. James Watt constructed the first steam engine from a pile of junk."

On Monday morning quarterbacks, amateur news commentators, volunteer generals and war strategists: "Don't try to do the other fellow's job for him. He knows more about it than you do. When this war first broke out, I sat by the radio and discussed military and political strategy for hours. You would have thought I was an expert news commentator or member of the army general staff."

"I soon found I was doing no one else any good and scaring myself to death. I decided the best thing for



ROBERT BURTON HOUSE

me to do was to get on with my work, something I did know something about."

Dean House's message is best summed up in the story of one old Chapel Hill negro, Uncle Allison Norwood, whom he met on the street one morning.

"Hello Uncle Allison, how are you feeling?"

"I don't feel good, I'm low in my mind, I've got a misery in my side and it kept me awake all night."

I rushed in to give advice "You had better watch that, better take it easy, go to see a doctor."

I would have scared him to death if he hadn't had more sense than I had. He simply smiled.

"No suh, I'm jist agoin' to git on with my work. When I get to workin', I git to singin' and pretty soon I find myself a-prayin', and by the time I git to prayin', the Spirit has moved my burden."

"Now," said Uncle Allison, "Everyone of us has got a burden and the Spirit is the only thing that can move the burden away."

A Message to County Commissioners from Their Association President, N. H. G. Balfour

There are many things that county commissioners can do to assist in the war effort.

We should incur no capital-outlay expense except in cases of extreme emergency. This is no time for starting PWA or WPA or any similar kind of project. Thanks to the scarcity of many materials, our ambitious activities along these lines will be

curbed to a great extent for the duration of the war.

Current expenses should be held at least to present levels. This is no time for taking on new functions or increasing expenses for existing agencies. We should pay closer attention to our budgets this year than ever before, and guard against pleas for increased appropriations on grounds

of increased work and higher living costs.

Some people think that this will be a short war. They may well be disillusioned. But even should the war end tomorrow, the debt already incurred, and the necessary expense of increasing our military strength to the point of securing our freedom for

(Continued on page 20)

A Business Executive Looks at Wartime Problems of Counties, Cities and Towns

Purchasing Agent for Reynolds Tobacco Co. Addresses Public Officials

By G. MAURICE HILL
Associate Director
Institute of Government

Thirty-four years ago the R. J. Reynolds Tobacco Company was a tiny fraction in size of the giant concern it has become in later years. At that time Roy C. Haberkern began his first work with the infant firm and has grown with it through the years until his horizons now touch every ocean and the shores of every continent on the globe.

As Purchasing Agent for his company he has seen his monthly purchases grow from thousands to millions of dollars; his orders from less than car loads to train loads of individual commodities and his field of operations from North Carolina to the entire world.

The nature of his work and a mind which insists on intimate and exact knowledge of the background of every problem, have made him familiar with countries in every continent, their resources and their industries.

Listen to him as he roves in retrospect over the seven seas in search of the materials needed to manufacture, package and bring to your drugstore counter a package of Camel Cigarettes—to the lead mines of Australia and Mexico, the chalk cliffs of Dover, the spruce forests of Canada, the Gold Coast of Africa, the iron mines of Minnesota, the steaming jungles of Indo-China and Malaya, — and your imagination will kindle to the touch of the artist, for here is a man who has made an art of business and his profession.

His philosophy, as expressed to a man who had complained of his lot, is one that sees the whole world working for him and for you; that sees the work of thousands of men and the resources of both hemispheres in an article which can be purchased at any crossroads store for fifteen cents.

What Policy Now?

Roy Haberkern helped guide his company through the ordeal of the first World War. What is he think-



Roy C. Haberkern, Purchasing Agent for the R. J. Reynolds Tobacco Company and Vice-President of the National Association of Purchasing Agents.

"These are the most interesting times, the most challenging problems which any man has ever had the privilege to face. Everyone is needed, everyone is vital at some point.

"We can contribute most by the practice of that invisible patriotism which is not expressed in oratory, nor in the waving of flags, nor in petty politics, but rather in the quiet surrender of personal advantage to the nation's good."

ing twenty-three years later as he faces a second test beside which the first pales into insignificance?

Here is what he said in addressing district meetings of city and county officials at Statesville and Chapel Hill:

"In our company we stand ready from day to day to adjust our plans and our operations to the constantly succeeding developments which meet us; to substitute for critical materials needed by the armed forces, to de-

Advocates Centralized Purchasing to Increase Mileage of Tax Dollar

velop new methods and find new materials to carry on.

"We are ready to turn over to the Government large stocks of strategic materials built up before and in anticipation of the emergency; we must replace them with something else less critical in nature. Our policy is to be ready for anything and to use our ingenuity and imagination to meet each issue as it arises."

What About Emergency Control?

What does a business executive, raised under the flag of individual initiative and free enterprise, think of the men who control his operations from Washington?

"I have yet to experience or know of a single instance where a request made to Washington did not receive prompt consideration and fair action, provided the material was available and the request reasonable; and if your request is not reasonable you don't deserve it anyway."

"You cannot conceive of the situation in Washington if you have not been there. I cannot help but admire these men who face overwhelming difficulties and still do a good job through sheer courage and intestinal fortitude."

To Public Officials

"I am not acquainted with your problems. I am not a public official but it seems to me that the same principles that apply to business should also work for you. Plan as best you can but be ready for any emergency and use your resourcefulness and imagination to meet it.

"Enlist the help of your associates. They will cover your confidence with their cooperation as a dollar covers a dime."

Advocates Centralized Purchasing

Mr. Haberkern recommends specifically that cities, counties and towns adopt centralized purchasing methods as one direct means of increasing the mileage of the tax dollar.

The principal points submitted to

justify this recommendation are summarized as follows:

1. *Lower Unit Costs of Commodities.*

It is generally true that a gross of a given article can be purchased at a lower price per unit than if purchased in half-dozen lots. If centralized purchasing leads to bulk orders through the consolidation of the requirements of many using branches—as it should—then lower unit prices ought to follow. To bring about this result, however, the purchasing department must eliminate small orders by combining the requirements of the using agencies into large contracts.

When each department buys on its own initiative and responsibility, one may be competing against another in the same market for the same article. Although the payments ultimately come from the same source—the taxpayers' pockets—different branches of the government are paying different prices to the same dealers. The Toronto Bureau of Municipal Research in 1921 showed that different departments of that city were paying prices which varied from 50 to 100 per cent for the same article at the same time.

Indirect savings are often realized through *increasing* the price paid for commodities. An efficient purchasing system will concentrate on *quality* rather than on price alone, and will make sure that the quality purchased is the quality best adapted to the government's requirements. Wherever the labor cost of application or installation equals or exceeds the cost of the commodities, true economy results from securing that quality of article which has the longest life. Even though it costs considerably more, it will be cheaper in the long run.

2. *Reduction in the Overhead Cost of Buying through Reduction in Personnel.*

Under the decentralized system of buying, each department or branch of the government purchases its own supplies, materials and equipment. If its material needs are extensive, it may have a purchasing agent or even a completely organized purchasing office. If the using department has limited needs, one employee may be assigned to the task of buying on a part-time basis in connection with

his other regular work. Although there have been some conspicuous examples to the contrary, as a usual thing purchasing as a part-time job is looked upon by the employee as a distraction from his real work. Under such conditions, one could scarcely expect the procurement function to be conducted on a scientific basis.

3. *Reduction in the Volume of "Paper Work."*

The various steps in purchasing, from the preparation of a requisition to the payment of the invoice resultant from the order, involve a great deal of "paper work." The cost of the paper work, plus the cost of the advertising, postage and stationery, sometimes equal the face value of a small order.

If the centralized purchasing system is properly organized and administered, the volume of paper work should be greatly reduced.

4. *Standardization of Specifications.*

Standardization means the reduction of the kinds of commodities used by a government to the smallest number consistent with the needs of the using agencies. Without standardization, centralized purchasing falls short of its real function. If each branch of the government is allowed to demand its own particular choice of brand or quality, it is impossible to consolidate requirements into bulk orders. In that case, the advantages of price reduction through bulk buying will be lost.

Admittedly, all articles used by a government cannot be standardized. Nor can all using agencies be expected to use the same quality of a commodity. One or more departments may require a higher quality of a different style of article than will serve the needs of other departments. But every government buys scores of articles which are used in common by the various departments and institutions; among these may be mentioned coal, paper, stationery, furniture, motor equipment, automotive accessories, gasoline, motor oil, incandescent lamps and textiles.

A survey conducted by the Department of Central Purchase of the city of Newark revealed that there were thirty types of carbon paper in use in the city's 107 using agencies, and it was found that seven types would meet all departmental needs. This

single effort at standardization resulted in a reduction of 50 per cent in costs and a saving of approximately \$5,000.

5. *Centralized Supervision over Materiel Following Delivery.*

(a) *Inspection of Deliveries.* When purchasing is decentralized, it is customary for each using agency to inspect the deliveries. The deliveries to the average using department are generally too small to justify the employment of skilled inspectors who are specialists in certain commodity lines. Consequently, deliveries are usually inspected by rule-of-thumb methods, thus opening the door to substitution of quality by the vendor, short-weighing, or any other of the several familiar devices to escape supplying what was ordered.

(b) *Storage and Distribution of stock.* Centralized purchasing should not always result in the creation of a central storage system. The question of to store or not to store should be decided on a number of economic factors.

(c) *Interdepartmental Transfer, Trade-in and Sale of Surplus and Obsolete Commodities.* As another phase of the control of stock, the purchasing official should have authority to transfer materiel from a department or institution no longer needing it to another which does need it, to trade in obsolete equipment in part payment for new equipment, or to dispose of it by public or private sale when the materiel is no longer of use to any branch of the government.

When commodities are no longer usable, they should be sold before they become valueless through obsolescence or deterioration.

6. *Closer Accounting Control over Expenditures.*

Centralized purchasing is the left hand of budget control. Close teamwork between the purchasing and budget offices is necessary to achieve a close control over expenditures for supplies, materials and equipment.

One of the most important functions of a purchasing officer is to save money by *not purchasing* articles which are requisitioned but are not actually needed by the using agencies.

7. *Saving in Discounts through Prompt Payment of Invoices.*

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War Developments Affecting Business

By **WILMER Z. BETTS**
Director, State Division of Purchase
and Contract



"The requirements of military and naval equipment are limited by only one thing: the total capacity of every mine, factory and mill to produce such equipment. . . . Defense must come first. If anything stands in the way it must make way."

This statement of Donald M. Nelson's, made over a year ago and before he had the authority to carry out his hardboiled views about war production, is indicative of what the war now means to business and to civilian consumers as well.

The chairman of the new War Production Board, who now has final authority in general over matters of war procurement and production, has long had a down-to-earth, practical knowledge of the capacity of American industry. It was not with his advice that the America of 1941 kept making automobiles and gadgets until the sources of vital metal supplies began to dry up. It is under his guiding hand now, however, that first things are coming first in the production program. To the civilian consumer who must give way to the needs of the armed forces, Donald M. Nelson has himself become a war development vitally affecting business, as he applies his philosophies of production for war.

Some Recent Developments Affecting Business

Conservation measures aimed at limiting the civilian consumption of scarce materials have been applied to a limited extent already. Widespread efforts to simplify styles, redesign products and cut down the number of types of products are likely soon, however, as the raw materials situation tightens further.

Conservation is being directed by the Industrial Conservation Division of the War Direction Board, headed by Lessing Rosenwald. The division has achieved economies already by arranging for a reduction in the amount of tin in the plate used in can manufacture, by working with numerous civilian industries toward reducing models and styles, and in the manufacture of galvanized sheets.

So far, individual manufacturers have taken the initiative in conserva-

tion moves. As the war progresses, however, the Industrial Division may draw up a code of regulations as was done in the last war, to serve as a guide for entire industries in conserving essential materials.

Tire Retreading

With the civilian virtually shut off from the purchase of new tires and tubes under the Office of Price Administration's order of Dec. 31, 1941, the country's re-tread and re-cap shops were swamped with business during the period until Feb. 19, when the revised tire rationing regulations brought rationing controls to reworked tires as well as to new ones. As Donald Nelson and Commerce Secretary Jesse Jones declared that the rubber we can expect will just about care for our two-year armament plans and the barest civilian essentials, the War Production Board issued specifications reducing the amount of new rubber in everything from tire treads to raincoats.

Fire Fighting Equipment Stripped of Its Glamor

All the fancy and glittering metal parts of fire engines were added last week to the list of products which will be produced no more until the war is

won. The order, however, still permits use of sirens, horns and exhaust whistles as fire engine sound devices. Under the order, use of fire bells and a number of critical materials in production of motorized fire apparatus is completely eliminated.

Manufacturers are also forbidden to begin or complete any self-propelled fire apparatus except to fill defense orders. Other less essential types of apparatus are barred where ordinary automobiles or trucks can be easily substituted.

"Pumpers"—ordinary fire engines—are limited to apparatus having pumps of one of three standard sizes. Water tanks are restricted in capacity, and hose is limited in size under the order.

The War Production Board explained that this procedure will eliminate custom built apparatus requiring special machine tools and long periods of construction.

Freight Space Priorities

Pressure from a number of areas where war production is now gaining considerable momentum is likely to speed the imposition of priorities on railroad freight space.

Heavy demands for cars are now being made in certain Southern sections, where expansion of electrometallurgical production has outrun earlier expectations. The recent heavy movement of armed forces and military equipment has also added to the railroads' transportation task.

It is now felt by competent observers that priorities on some types of freight space may have to be imposed even before the crop movements begin this summer.

Typewriter Production Cut

The typewriter industry built more than a million machines last year. On Feb. 3 the War Production Board ordered the industry to cut production substantially in 1942, and to convert its available facilities to ordnance production.

Definite limitation orders have not been drafted, but officials are considering a quota which would reduce typewriter production by 20 to 25 per cent during the next three months, compared with the output

during the corresponding period last year. An ultimate reduction of about 40 per cent in production of standard machines and about 80 per cent in portables is being seriously considered.

The Coal Situation

A survey of producers and consumers has revealed that the increase in weighted average cost of producing and selling coal, acknowledged this month by the Department of the Interior, probably will not advance the present market price of bituminous coal.

Further expanding of industrial output growing out of the war program will no doubt increase the need for coal this year. There may, however, be some periods of readjustment when plants are converted from civilian to war production. During the past few months governmental agencies have been urging both producers and consumers to protect their supplies by utilizing the surplus mine and transportation capacity now available to build up their storage piles. While no one knows how long this surplus capacity will be available, the indications are that the time may be short.

At the daily rate of consumption and retail dealer deliveries prevailing in December, there was enough coal on hand January 1, 1942, to last 40 days. This compares with 43 days supply on Dec. 1, 1941.

There is enough coal, and hoarding of it by building up supplies is actually urged and recommended by the government. Buy it now, have it on hand.

Price Fixing in Petroleum Industry

On February 3 the government fixed prices on petroleum and petroleum products, including gasoline, for all transactions except retail sales. Prices were frozen at levels posted for crude petroleum and the lowest quoted for petroleum products on October 1, 1941. These levels already prevailed generally as a result of OPA requests and voluntary agreements with the industry.

Exempted from the schedule were asphalt, industrial lubricating oils, industrial naphthas and solvents, greases and specialty products such as household oils and spot removers.

Fuel Oil Rationing

A program of oil rationing affect-

ing industrial and light fuel oils may become necessary, probably within 60 days, because of the "tight" situation developing in these categories from tanker diversions and sinkings.

The supply of fuel oil for homes will be just enough to go around, although there is a possibility of some squeezes along toward spring. At present there aren't enough tankers to supply both homes and factories.

Salvage for Victory

North Carolina's salvage for victory program may put a new slant on those old words of the wiseacres that a dozen Chinese could live off the material wasted by an average American family.

For these materials are being collected to help fight the Axis, and they actually might mean life for hundreds of Chinese—and Americans.

Officials estimate that there are almost 6,000,000 tons of valuable paper, rags, metal and rubber which are gathering dust in the State's dumpyards, backyards, attics, cellars, stores and farms.

Uncle Sam now needs these supplies desperately, and he is counting on everyone to dig deep into the piles of waste.

The salvage program is the one phase of the war effort that ought to touch every American home. It is a part about which most Americans have heard a lot of talk but still don't know what to do.

The time to begin already is at hand. Just scout around your home for the materials needed. Then either sell them to a junk dealer, and help yourself as well as the war effort, or contribute them to some charitable institution, school or other organization which can sell them.

The important thing is to start the materials flowing.

Don't ask the Government or the War Production Board to do your job for you. Ask for a priority rating only after you have exhausted your own resources. If your local dealer cannot supply what you need, try other firms in this and other states.

Here in the Division of Purchase and Contract we have been able during recent weeks to buy considerable quantities of critical materials without priority ratings, simply by canvassing all possible sources and locating materials already on hand and available for shipment.

I have an idea that this emergency war program is going to work into a permanent conservation measure.

That's something the American people have needed for a long time.

Here are the waste products that are needed most and can be salvaged easiest:

Waste paper—old newspapers, wrapping paper, cardboard cartons and boxes, paper rags, old magazines—to make paperboard containers for munitions, clothing and food.

Old rags—all cast-off clothing, draperies, mattresses, pillows, sheets, towels, flour and sugar bags—to make materials for emergency building, wiping rags, and reworked textiles.

Scrap metal—everything made of metal (except tin cans which cannot be reclaimed as yet in most communities)—to be made into guns, planes, tanks and ships.

Old rubber—discarded automobile tires and tubes, overshoes, old bath or sink mats and other rubber—to make new rubber for planes, tanks, trucks and battleships.

Individuals are urged to either sell their scrap to junk dealers or give it to charities, schools or other organizations collecting waste materials.

Collection of Scrap on North Carolina Farms

More than 60,000,000 pounds of scrap metal will be collected on North Carolina farms.

A scrap-collection campaign is being conducted by agricultural workers' councils, and 23 county agents. 7,483,580 pounds of scrap has been collected through January 31, and 21 agents have predicted that an additional 6,352,000 pounds would be collected in the next 60 days.

Haywood County reported the collection of 1,000,000 pounds of scrap metal the first day of the drive. Thus far, Hoke has collected 900,000 pounds, Wayne 614,000 pounds and Stokes 500,000 pounds. Within the next 60 days, Hoke is expected to collect 900,000 pounds and Stokes 1,400,000 pounds.

North Carolina is the leader in the South in this scrap-metal collection campaign, and a large portion of the money paid farmers for this scrap iron and steel is being donated to the Red Cross and other charitable organizations.

Water Supply First Target of Saboteurs; Symposium Presents Methods of Guarding Plants

Herman G. Baity Arranges Meeting in Chapel Hill; State Board of Health Cooperates

Eighteen mayors, 10 city managers, 125 water works and utility officials, 73 health officers, 35 engineers, and other public and industrial officials to the number of more than 450 from 131 cities and towns and three quarters of the counties of North Carolina, met at Chapel Hill on Wednesday, January 28 for a symposium on the protection of public water supplies in wartime.

The sponsors of the conference, the School of Public Health of the University of North Carolina and the State Board of Health, had counted on an attendance of two hundred, but in spite of gloomy weather and tire rationing it was evident from the beginning of registration at the Institute of Government that waterworks officials and administrative officers of the state were wide awake to the significance of the meeting. They swamped the registrars and filled the building. Before the morning session could open at Graham Me-

By
**SAMRAY
SMITH**

Staff Member

Institute of
Government



morial Student Union, every chair had to be requisitioned, and the main lounge was completely filled.

The Engineer in a War-Geared Society

Harry E. Jordan, Secretary of the American Water Works Association, struck the keynote of the day's proceedings when he pointed out that an important part of World War II is being waged in such meetings as this one, where trained men gather and work out the job that they must do. Engineers at home are making their plans just as generals in the field plan for armed conflict. The engineering mind at work is one of our

450 Mayors, City Managers, Public Health Officers, Engineers, Waterworks And Utilities Officials Consider Vital Problems

most powerful intangible resources. Mutual aid, civilian protection, and planning for catastrophe will win the war on the home front. Further, they will help preserve the peace, for cooperation is now a permanent part of the picture and will remain when other effects of the war have passed.

Bomb Damage in England

Mr. Jordan was a member of the Secretary of War's National Technological Civil Protection Committee, a group of experts who undertook on the basis of an extended tour of investigation to find out what lessons the British war experience could teach us. His report of specific damage to waterworks was that luckily no pumping stations have been hit in England; that little damage has been done to filters, which are mostly of the large, sand-filled type. As for water mains, when the air defense was good, only one main in a hundred miles was put out of commission each



Part of the capacity crowd of 450 officials who overflowed the main lounge of Graham Memorial Student Union at the University in Chapel Hill to hear an outstanding panel of speakers on protection of water supply under wartime hazards.

day during the blitz; when air defense was weak, the damage was a hundred times as great. The link between civilian and military defense is so strong that one is futile without the other.

Danger of Overplanning

Mr. Jordan's most emphatic point was a warning against the danger of planning too much for fear of planning too little. There are, for instance, at least five critical points at which any water works plant could be sabotaged; there are 1300 water works plants in the U. S.; assuming that four men would be required to guard each of these critical points, a force of quarter of a million men would be required for this work. Such a plan has been advanced by authorities. But obviously an army of this size could not be spared from other duties at any time. In England, the labor battalion is made up of one man in four hundred; of this total forty per cent are detailed to restoration of utility services.

At the conclusion of his address Mr. Jordan read a statement on the protection of water supply works against sabotage, prepared by the Board of the American Water Works Association and available from the Association at 22 East 40th Street, New York City. Another general publication he recommended is a reprint from the Proceedings of the American Society of Civil Engineers for January, 1942, "Protective and Remedial Measures for Sanitary and Public Health Engineering Services," available from the Society at 33 West 39th Street, New York City, for ten cents.

From Mr. Jordan's general address the matter of the symposium branches out in two directions:

(1) **Protection of water works against bombs, sabotage, and chemical and bacteriological warfare;**

(2) **Mutual aid and cooperation with other agencies as a means by which water works officials may fulfill their wartime duties.**

Baity on Bombs

Dr. Herman Baity of the School of Public Health of the University of North Carolina, who with Dr. Warren H. Booker, Director of the Division of Sanitary Engineering, State Board of Health, bore the brunt of arranging the symposium, began the

morning's proceedings with an address on "Some Physical Effects of Bombing." An ordnance man in the first World War, Dr. Baity had considerable experience in blowing up ammunition dumps left over when the armistice was signed.

Probability of Bomb Hits

The probability of damage to vital structures or public services from random bombing of the average city, he said, is rather less than might be expected. Forty per cent of New York City, which is closely built up, is occupied by buildings of all kinds, streets take thirty per cent, and the rest is parks and open space. The average city, particularly in North Carolina, would have a much lower percentage of building and street area and would be damaged proportionately less. The destruction of some types of buildings, such as garages and sheds, would result only in personal inconvenience, and of the rest only a few house vital public services. Bombs falling in streets will also damage buildings and the service lines which run underground, water mains, sewers, gas lines, and electrical and telephone cables. The radius of destruction of three sizes of demolition bombs is as follows:

| <i>Weight Bomb</i> | <i>Radius of Destruction Earth Shock Air Blast</i> | |
|------------------------|--|---------|
| 100 lb. | 25 ft. | 70 ft. |
| 500 lb. | 45 ft. | 200 ft. |
| 2,000 lb. | 70 ft. | 400 ft. |

In Britain water mains and sewers have been broken from sixty to 120 feet laterally from the outside of the actual crater, and partially destroyed at greater distances. Practically any pipe line found in a North Carolina town would be broken by a hit directly above, since experience has shown that air raid shelters must go from sixty to eighty feet underground and be covered with a cast iron roof to be considered safe from a direct hit.

The most vulnerable buildings are naturally the wall-bearing types. Reinforced concrete is considerably more resistant, and will be destroyed only if a nearby blast loosens the reinforcing bonds and fragments tear the concrete away from the steel. A building of structural steel is more resistant still. Its steel frame will support it even when wall sections and windows are blown out.

The outline of his discussion which

Dr. Baity distributed at the meeting contains a great deal of valuable technical and statistical information on the anatomy and trajectory of the different types of bombs and the four channels of destruction of the high explosive type—impact, explosion shock, fragmentation, and the vacuum which follows the blast. On request the Institute of Government will be glad to send copies of this outline to interested public officials who were not able to attend the meeting.

Scheidt on Sabotage

"Sabotage of Municipal Facilities" was discussed by Edward Scheidt, Special Agent in charge of the district of the Federal Bureau of Investigation covering the two Carolinas.

The dictionary definition of sabotage, the malicious destruction of property by employees, must be limited in one direction and expanded in another. In times like the present, sabotage is practiced almost exclusively by agents of a foreign power; and aside from outright destruction, it often consists in slowing down production in defense industries by reduced lighting, stink bombs, fake bombs, fire scares, and lowering morale by spreading rumors.

Types of Sabotage

Apart from this insidious slowing-up process, the common types of sabotage to be guarded against by utilities officials are (1) Arson; (2) Bombs and explosives; and (3) Mechanical sabotage. Some examples of the third type which Mr. Scheidt called to the attention of the meeting were water in lubricating and fuel oil; acids in lubricants and on stay and guy wires; acids and alkalis in boilers; syrup in lubricants or fuel supply, which would overheat motors and burn out their bearings; emory dust in machinery; and the slow destruction of rubber by any kind of oil.

Prevention the Best Cure

Sabotage is best combated by a systematic program of prevention, and the responsibility for executing this program rests with the water works men themselves. As one step in a prevention program Mr. Scheidt suggested a minute examination of all utilities property, and told of one FBI plant survey which had revealed ninety-seven water barrels filled to

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Civilian Defense Begins at Home

By E. R. TRAPNELL

Of the Division of Planning
Civilian Mobilization Branch
Office of Civilian Defense

The strength of a democracy in war is more than the ability to produce the machines of war and the ability to man those machines with trained, physically able, individually responsible men. It is also the strength of every individual and the organizational strength of every group and every level of government that can be directed to the war effort.

Because the impacts of war require broader study than any unit of government or any other single group is able to give, because the resources and programs of governmental units and other organizations must be coordinated to meet the war impacts, and because an unprecedented amount of volunteer effort is needed to apply those resources, civilian Defense Councils have been, or are being set up for every municipality, county, and state.

To assist these State and local Defense Councils, to coordinate the plans for mobilizing all of the nation's resources involving the use of volunteers, and to help clear the way for direct application of Federal programs to these problems, the Office of Civilian Defense has been established in Washington. For administrative purposes, nine regions, co-terminus with War Department Corps Areas, have been created, each with a regional director and a staff organized to deal with specific problems of civilian defense.

Throughout the nation there must be a recognition that Victory to a large measure depends upon civilian participation in the war effort. The enlistment, classifying and assignment of volunteer workers must be on an individual basis through local organization. But while registration of volunteers is done individually and locally, the organizational strength of all national groups must be used.

The most immediate, and most quickly recognized, demands of civilian defense lie in the need for civilian protection. The Office of Civilian Defense in Washington has been organized in two branches, one, the Civilian Protection Branch to handle all matters relative to the protection of the civilian population from

from attack, the other the Civilian Mobilization Branch to handle the enrollment of volunteer workers for all activities and all phases of volunteer participation not involved in protective work.

The Civilian Protection Branch directs preparations for all phases of protection against air raids. The entire protective program is closely tied in with the air raid precautions system, extending from the Army's vast network to the last air raid warden



Jonathan Daniels, Tar Heel Editor, now head of the Division of Planning, Civilian Mobilization Branch, Office of Civilian Defense.

post. Except for the Warden's Division, the protective services are based on existing local or municipal services. In general, these are represented by the fire and police departments, public works, utilities, and the medical facilities.

The Warden's Division has unique duties and responsibilities and therefore stands as a new type of service, entirely voluntary and specially trained for emergency. The Warden's Division also includes fire watchers and emergency feeding and housing workers. In short, the Warden's Division is organized to handle problems directly involved in air raid protection which are not covered by existing services. The other protec-

tive services consist of auxiliary volunteer workers attached to existing services such as auxiliary firemen (who may have special assignments), auxiliary police, nurses, repairmen, etc. All of these workers will be trained for their jobs.

But Civilian Defense involves more than just protection against air raids, more than merely combatting by fire fighters, repair crews, etc., the effects of a bomb raid, and more than policing in emergencies. It involves problems resulting from the impact of war on the lives and morale of Americans in every community and in every state. Organization to deal with these problems is essential to unity in our common war effort and is of primary importance from the standpoint of protection, production, and morale.

Communities throughout the United States face new problems resulting from the impact of war and old problems that have become acute under new stresses.

Conversion of industry to meet war demands requires: that men and women change their employment; that they learn new skills; that they move into areas where industries are expanding; that they do with fewer goods; that women who have not worked before enter factories; that they adjust themselves to transportation restrictions; that they be ready under war conditions to work efficiently.

The local Defense Councils are the medium through which the civilian war program is to be built out of the existing community services and the extra services requiring volunteers.

It is the job of the Defense Council to find its war problems, to analyze all possible impacts of war and what impacts that community will feel.

Total war means more than total danger. It means mobilization of total resources; it means total effort. It means using every iota of national strength. We have three principal forces to be employed in war: the military, naval and air forces to meet the enemy, the production force to supply them with materials, and the civilian force to insure the maximum strength of the other two.

Martino

(Continued from page 3)

times what they need is a specific priority rating to enable them to get a definite quantity of material to fill a single order or group of orders. In some war and essential civilian industries they need a rating which can be used continuously to fill their requirements for materials as they use up stocks on hand. Some of them can operate best by a priority rating or ratings which will help them to get materials over a definite period of time—usually three months. All of them need maintenance, repair and operating supplies. And all of them need to know exactly what general limitations have been placed on the use of certain materials and the manufacture of certain products. The Bureau of Priorities has developed a special kind of tool to be used in meeting each of these problems.

The simplest and most widely-used tool—the all-purpose tool, if you want to call it that—is the individual preference rating certificate. Most of you are probably familiar with it, at least in a general way, and many of you have probably used the PD-1 application blank which is used to apply for an individual preference rating. But this tool has recently been refined and perfected, so I want to tell you about it in some detail.

Beginning March 1, individual applications may be made on a new form, PD-1A. The old PD-1 forms will disappear entirely.

So far as filling it out is concerned, there is not a great deal of difference between the old form and the new one. But preference ratings granted on PD-1A forms will be much more useful than the old ones, because they can be extended by a simple endorsement on purchase orders to suppliers and sub-suppliers.

Suppose you are a city purchasing agent and are expanding your street cleaning operations and have decided to purchase an additional new street sweeper and you need a preference rating to obtain this sweeper. You can fill out a PD-1A application for a priority rating covering the street sweeper needed. When the rating is granted, your application is returned to you with a certification and serial number from the Bureau of Priorities. Then all you have to do is to write a purchase order for your



Maury Maverick, former Congressman from Texas and Mayor of San Antonio, Texas, now chief of the Governmental Requirements Bureau of the War Production Board.

From a recent letter by Maury Maverick to Albert Coates, Director of the Institute of Government:

"I think the University of North Carolina the greatest in the United States and Frank Graham the greatest President."

regular supplier of street sweepers, and to certify on the face of the purchase order that it is entitled to a certain priority rating in accordance with your certificate, serial number so-and-so.

The next most common method of assigning preference ratings is by limited blanket ratings, or P orders. These cover certain vital industries such as tool builders, the petroleum industry, the production of certain chemicals, the farm equipment industry, and a number of others. They assign a rating or ratings which can be used by producers in these fields for all of their materials requirements within the limits of the order.

Blanket Ratings for General Needs

A special P order—P-100—permits all producers, government agencies, and distributors—in fact, almost any business except retail merchants—to use an A-10 rating to obtain repair, maintenance, and operating supplies to keep their plants and equipment in working order. The rating cannot be used, however, for any form of plant expansion or the

purchase of new equipment not used as a replacement.

Another order, P-46, as many of you know, is the maintenance and repair order for public utilities. Both of these orders carry an automatic rating of A-10, and I simply want to say that if you are experiencing difficulty in obtaining the necessary materials under either or both of these orders, I would suggest that you make use of PD-1 application forms in which you will state the reason for your not being able to obtain the material on the automatic A-10 rating.

New Construction

When plants must be expanded, or new buildings constructed, priority assistance may be granted through Project Ratings, which assign the preference ratings necessary on orders for material going into the project. These are known as Forms PD-200 and PD-200A. Critical materials must be listed with the approximate cost and weight for each type of material and any priorities granted will be restricted to such critical materials and quantities as are set forth in the application.

Governmental Requirements Bureau

Insofar as your particular interests are concerned, that is, those of you who are officials of or represent governmental agencies, there has been established in the War Production Board the Governmental Requirements Bureau whose duties are to take care of the non-military needs of the Federal Government, States, counties, cities, school districts, and other public institutions of the Nation. With reference to its specific functions, this Bureau receives and processes applications for preference ratings requested by governmental agencies on PD-1 forms, and also those which come in on project application forms. The aim of the Bureau is to study and to find out what your requirements may be for the operation and maintenance of essential functions, and endeavor to obtain them insofar as is possible to do so.

Now in determining what are essential government needs, the War Production Board has set up a yardstick by which essential requirements are measured. A request for material by a private or governmental agency

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FBI Conducts War Traffic Schools Throughout State



Henry K. Evans, who was released by the Works Project Administration, where he had been serving as Traffic Survey Project Technician, to serve as special instructor with the FBI.

Law enforcement and public safety officers from North and South Carolina gathered in Chapel Hill during the week of March 2-7 to undergo a course of instruction in war traffic problems conducted by the Federal Bureau of Investigation as a part of its civilian defense program for peace officers.

Arrangements for the school in

Institute of Government Headquarters for Meeting in Chapel Hill.

Chapel Hill and others in this district were made by Edward Scheidt, special agent in charge of the Charlotte office of the FBI. The school is one of 120 being conducted throughout the nation and is the second of five scheduled for the Charlotte division. Others will be held at Asheville, Wilmington and Greenville, S. C.

Special instruction given by James Darrell, Traffic Engineer for the state of Minnesota and Henry K. Evans, Traffic Technician from Los Angeles, California, who were drafted for this service by the FBI, included the following subjects:

Accumulation and handling of



James Darrell, Traffic Engineer for the state of Minnesota, who was called from his home state to serve as instructor in the series of War Traffic Schools for police officers.



By
**T. W. M.
LONG, JR.**

Staff Member
Institute of
Government
In charge of local
arrangements

of priorities for the movement of military, police, fire, and Civilian Defense vehicles during air raids
Planning for the obtaining of equipment to be used in handling traffic during blackouts

Handling of heavy daylight traffic loads caused by the cars of civilians returning to their homes before blackouts

Traffic problems which might arise during chemical warfare.



Ed Scheidt, special agent in charge of the Charlotte District of the Federal Bureau of Investigation, is shown on the steps of the Institute of Government building extending a greeting to officers who attended the school at Chapel Hill.

crowds at points of damage following air raids

Pedestrian traffic control during air raids

Planning and maintenance of traffic control maps

Planning and marking of traffic routes

Provision for military convoy routes

Expediting movement of military units and re-routing of civilian vehicle traffic

Provision of routes for the safe transportation of explosives

Preparation of plans for bomb removal routes following air raids

Blacking out of traffic signals

Blacking out of police vehicles

Blacking out of police buildings

Planning of action for the provision



HE MISSED ONE!

Albert Coates, Director of the Institute of Government, who rarely misses a gathering of law enforcement officials, was deep in the heart of Texas as one of North Carolina's delegates to a special defense training school at Texas A. and M. College, and could not be present for the Chapel Hill meeting.

Martino

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is scrutinized and considered very carefully before a preference rating is granted. If it is found to be in the interest of winning the war or in the interest of health or safety of the people, a rating high enough to obtain the material is granted. On the other hand, if it is found that the intended use of the material does not come within the purview of National Defense, health or safety, the application is rejected. You may rest assured that this Bureau will do all in its power to obtain materials, equipment, and supplies needed for the normal operation and maintenance of essential governmental functions such as water systems, sewage disposal, fire and police protection, and transportation.

Don't Ask for Items Not Absolutely Essential

You, no doubt, have heard of the policy order issued by the Supply, Priorities and Allocations Board in October, 1941, with respect to new construction. This order, known as SPA-9, is still in effect and states that no public or private construction projects which use critical materials such as steel, copper, brass, bronze, aluminum, etc., may be started during the emergency unless these projects are either necessary for direct National Defense or are essential to the health and safety of the people. This applies to public projects—Federal, State, and local—such as the building of post offices, courthouses, and similar structures; to the construction of roads and highways; to flood control and power projects. It applies also to the construction of factories, lofts, warehouses, office buildings and all other commercial structures; and also to residential construction and to construction for public utilities.

Fire-Fighting Equipment

Motorized fire-fighting equipment is in heavy demand. The present production schedules of the major manufacturers are such that deliveries are being delayed as much as six to twelve months. This inability to make prompt deliveries is to some degree caused through inability to secure certain critical materials. It is primarily due, however, to the exceedingly heavy demand for equipment

which was sharply increased by the outbreak of hostilities.

It is essential that all applications give a clear picture of the community's requirements in terms of the equipment being purchased, and also, of all similar classes of equipment now in operation. The make, age, size, and mechanical condition of all units must be shown in order that the relative urgency of all applications may be considered in the issuance of preference ratings.

Provision has been made under the various orders regulating the manufacture of materials containing rubber for the expanded production of fire hose. The present rubber quota allows production up to and including 180 per cent of the production in terms of rubber used during the year April 1, 1940 to March 31, 1941. This will undoubtedly produce in excess of 180 per cent of the actual quantity of hose due to reduction in rubber content.

It is again necessary that applications for preference ratings on fire hose be made on Form PD-1. Information similar to that submitted on applications for equipment must accompany hose applications.

Now with respect to the use of substitute materials, you will be interested to learn that during the past eight months the Federal Specifications Committee in collaboration with the Division of Purchases and the Bureau of Industrial Conservation of the War Production Board and the National Bureau of Standards of the United States Department of Commerce, has revised upwards of 130 Federal specifications to aid in the conservation of critical materials. These revised specifications are known as emergency alternate Federal specifications and have been promulgated by the Federal Specifications Executive Committee to all departments and agencies of the Federal Government for their immediate use in the purchase of the materials and commodities concerned.

I should like to touch briefly on the good work of the National Bureau of Standards in facilitating the use of specifications among tax-supported agencies by the development of a certification plan. Under this plan, there have been compiled lists of sources of supply of commodities covered by selected Federal Specifications.

I would be happy to have you contact the Governmental Requirements Bureau or the National Bureau of Standards direct on any phase of the work in standards and specifications or sources of supply lists.

Now as to the matter of priorities, it would be my suggestion that there be appointed in every city and county an individual who would make it a point to learn as much as he could about the subject and be assigned the responsibility of preparing the necessary forms for submission to the War Production Board. Some cities and counties are making and sending in the same mistakes because the various departments of the city and county governments do not check with each other.

I recognize the grave responsibilities which you public officials have in these troublesome times. It is not easy to run a municipality, or a county, or a state, or even a small unit thereof unless you have the materials and the equipment to do it with. It is not our job to tell you that you can't have this thing or you can't have that thing. It is our job in the Governmental Requirements Bureau to see that you get your fair share of the materials and supplies which may be left over after the military establishments have taken what they need for defense purposes. But from what has been happening these days in the way of left overs, we simply must say that "There just ain't anything left." You cannot stop panzer or other armored divisions hurled against us by the enemy by the erection of libraries, swimming pools, gymnasiums, and the like, which consume enormous quantities of critical materials.

The priorities system is one of the less dramatic aspects of America's war effort, but it is also one of the most important. We have taken a justified pride in the gallant action of our soldiers and sailors and marines at Guam, Midway Island and the Philippines where they have met superior forces with conspicuous courage, but it will be a source of shame if we fail to take every possible step to provide our fighting forces with equipment equal and superior to that of the enemy. That is the job to which the whole of America is now dedicated. It is my job and yours. Let's do it together now!

Waterworks

(Continued from page 10)

the brim and marked "Fire," each of which contained two gallons of fuel oil added to prevent mosquitoes from breeding. Investigation of all personnel, including those recently discharged, and cooperation with law enforcement agencies in guarding plant facilities, were also recommended. More specific recommendations are to be found in the FBI booklet, "Suggestions on the Protection of Industrial Facilities," which may be obtained by officials from the Washington office of the Bureau, and in the Office of Civilian Defense publication, "Protection of Industrial Plants and Public Buildings."

Chemical and bacteriological warfare as they apply to public water supply were discussed by Dr. Haywood Taylor of the Duke University School of Medicine and J. W. Kellogg of the State Laboratory of Hygiene.

Poisoning of Public Water Supply

After reviewing the types of poisons that might be used in water supplies, the heavy metals and the organic compounds used in war gases, Dr. Taylor concluded that "while the chemical poisoning of water is a possibility, the probability of its happening is remote. . . . All we can do is to watch our water analyses carefully and critically, physically protect the water supply as far as possible, and have our physicians keep a careful lookout for the first signs of an outbreak of chemical poisoning."

The contamination of water supplies with large quantities of war gases would, however, present a serious problem. In general, filtration, chlorination, and allowing to stand until hydrolysis takes place will purify the water, but if chlorpicrin or any arsenic-containing gas were present the reservoirs would have to be emptied.

Dr. Taylor offered the facilities of his laboratory to health or water works officials who might need to have analyses made.

Bacteriological Warfare

Dr. Kellogg, in his paper on "Pathogenic Bacterial Cultures as Agents of Water Pollution," took a view similar to Dr. Taylor's, that the danger of war being waged in this manner has been overestimated. Except in defense areas, he saw "no reason for more than the usual fore-

sight against accidental or intentional contamination of the supply." In general, the medical profession holds the opinion that an epidemic is less likely to occur as a result of enemy action than as a result of a diversion of the attention of the health authorities from routine duties. No instances of poisoning by bacterial cultures occurred in the last war, and none have been reported in this one to the end of 1941. In view of the novel methods that the Germans have used so successfully in military action, however, it would be unwise to ignore this threat on another front.

Chloramination

The addition of chlorine alone will not carry a sufficient residual throughout the system to safeguard against typhoid, ordinary dysentery, and cholera. Chloramination, the addition of one part ammonia to three or four parts chlorine, is recommended. Ordinary concentrations of chlorine will be sufficient unless adjacent water lines and sewers are broken by bombs. By increasing the residual two to four times, the British have been able to avoid any increase in enteric fevers in spite of repeated breaks in water mains.

Cooperation and Mutual Aid

The second theme of the symposium, cooperation with other agencies and mutual aid of water works departments, was dealt with by four speakers. The first of these, R. E. Tarbett, Sanitary Engineer of the Office of Civilian Defense in Washington, outlined "The Program of the Office of Civilian Defense for the Protection of Vital Public Services," adding some penetrating observations on the probable future organization of this branch of civilian defense.

Present OCD Organization

The protection and repair of water works as now set up is a division of the OCD public works emergency service, and includes the repair and demolition of damaged pumping stations, reservoirs, and mains. It is clear from the fact that sanitation is a division of the emergency medical services, and from the fact that there is no connection between the decontamination squads, under the Emergency Public Works Chief, and medical service, that this organization leaves much to be desired. By the nature of their work, it is absolutely

necessary that decontamination squads work with health and sanitation experts. The bleaching powder used to get rid of mustard gas, for example, reacts with heat when poured over the gas, often throwing it in its liquid form for some distance.

Water and Civilian Defense

Mr. Tarbett is convinced that water supply should be made a separate division, cooperating closely with health and sanitation authorities. It must be remembered, he pointed out, that when water goes, everything else goes with it. The immediate surrender of Singapore when the reservoir area was captured has once again brought home this inescapable fact.

Mr. Tarbett's advice to water works operators was:

(1) That they work closely with the police department in guarding plants and equipment.

(2) That they draw up plans, in cooperation with the health department, for emergency water supply when the regular sources are cut off.

(3) That the number of water samples tested should be increased—especially of water to industrial plants and military posts.

(4) That water works operators be supplied with some positive means of identification so that they can get by Air Raid Wardens and police lines during a raid.

England and America

Both Mr. Tarbett and Mr. Jordan made the point that England's problem is different from ours in two important respects: first, our cities are less likely to be bombed over long periods of time; and second, we are so tied up in production that we will have to use what we already have instead of hoping to stock up on repair materials.

This second problem, the difficulty in obtaining repair parts, replacements, and new equipment, coupled with the growing danger of disastrous air raids on our cities, has given rise to mutual aid plans among the water works departments of a number of states. Anselmo F. Dappert, Principal Sanitary Engineer of the New York State Department of Health, attended the symposium to outline the achievements and objectives of the water works and health officials of his state. New York was one of the first states to work out

such a plan, and the general excellence of organization and administration there has made it a model for other states, North Carolina among them, to follow.

Mutual Aid: The New York Plan

In brief, New York State has been divided into twenty-three zones, corresponding to the state health district and the inventory and requests for aid are handled from these zones instead of being centralized. Coordinators have been appointed from among the practical water works officials in each zone, and the resident District Engineer of the State Board of Health has been made Assistant Zone Coordinator. General policies are cleared through the office of the State Water Supply Coordinator, a sanitation official in the Health Department, but complete records of the inventory are kept only in the zone offices. Because of its smaller population, North Carolina is setting up its mutual aid plan to operate direct from the State Board of Health in Raleigh.

The objectives which the New York plan is working toward in advance of an actual catastrophe, all of which have been carried out to a greater or lesser extent, are as follows:

1. Inter-connections between adjoining and neighboring municipal water supply systems, and between municipal and approved industrial or other water supplies.
2. Maps and records of distributing systems.
3. Plans of cooperation with local fire and power authorities.
4. Assurance of water service to National Defense industries.
5. Training of emergency repair crews and reserve operators.
6. Precautions against sabotage, in cooperation with law enforcement agencies.
7. Inventory of water works personnel, equipment, supplies and materials.

Although the Civilian Defense organization in New York State is considerably more complex than that in North Carolina, Mr. Dappert emphasized the point that whatever mutual aid plan is adopted must be completely integrated with Civilian Defense as a whole, and showed in some detail how that had been done in his state.

Mutual Aid: The North Carolina Plan

Frank Hill, Principal Assistant Engineer of the State Board of Health, replaced Dr. Booker on short notice as spokesman for "The North Carolina Inventory of Emergency Water Works Facilities." This inventory was the direct result of a meeting of some twenty water works officials with the Sanitary Engineering Division of the State Board of Health on January 2, when it was decided that in view of possible emergencies from air raids or other catastrophes a program of mutual aid should be adapted from the New York Plan discussed by Mr. Dappert to fit North Carolina's needs. The Committee which was appointed to work out details and inaugurate the plan saw that the first step toward mutual aid was an inventory of personnel, materials, supplies and equipment available throughout the state.

Cooperation, not Exploitation

Mr. Hill emphasized the fact that there was no possibility of one municipality, which had laid in a normal store of repair parts, being taken advantage of by another whose water works officials had been less foresighted. The information which is being collected through questionnaires is held in a confidential file at the State Health Board office, and is to be used only in emergencies. Calls for assistance are made to the Board of Health, where contact is made with the nearest Water Works Department that has the repair part, discarded equipment that may be put into operating condition, or whatever is needed. Anything that is borrowed is to be returned, paid for, or replaced.

Maintenance of a Vital Service

The mutual aid plan is aimed not only at catastrophes such as an air raid, but at smaller breakdowns which in the present situation may be just as disastrous. In the past, when a piece of machinery broke down or a part wore out, a wire to a dealer or a manufacturer would bring new equipment or a repair part without a serious interruption of service. Now priorities stand between the municipality and the dealer, and with a daily increasing part of our productive capacity going to war materials, months are often required to fill small orders, and it is probable

that we will have to make our present supplies do the job for a long time to come. The mutual aid plan is designed to cushion the shock of this or any other emergency for the public good and without unfairness to anyone.

Since a large part of the heavy construction equipment in the state is owned by contractors, it was decided to prepare a questionnaire to send to them. They have cooperated generously in supplying information, and Mr. Hill assured the meeting that in an emergency they would be equally generous in supplying machinery.

Highway Commission Ready to Serve

Another agency which has a wealth of construction equipment already located at strategic points throughout the state is the State Highway Commission. J. S. Burch, Engineer of Statistics and Planning, was present to offer the resources of this state department to municipal officials for emergency use.

Trucks with Tires

Mr. Burch pointed out that while the equipment of the commission was not designed for water works repair, much of it was adapted to jobs involving earth moving, back-filling ditches, and the transportation of materials and supplies. The following equipment is based at 45 shops and 90 camps and yards throughout the state, and is so thoroughly dispersed that not more than five or six per cent of it has ever been at one place at one time: 3300 trucks (with tires), 280 tractors, 45 gasoline shovels, 36 trailers, 101 rollers, 111 air compressors, 27 steam boilers, 78 tanks, 19 bituminous distributors, 149 rock crushers, and thousands of small tools.

Not only equipment, but the men to handle it, will be made available in an emergency. The 220 graduate Civil Engineers and Designers in service with the Commission have completed water and sewer courses, are practical, experienced engineers, many of them with ten to twenty-five years experience, and would be willing to take over almost any emergency problem. The 160 supervisors and 7,000 laborers are likewise experienced men, and the 8,900 prisoners who work on the roads would be

(Continued on page 20)

Bulletin Service

Recent opinions and rulings of the Attorney General of
special interest to local officials



Prepared by

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I. AD VALOREM TAXES.

A. Matters Relating to Tax Listing and Assessing.

23. Exemptions—Farm Products.

To Hon. Henry Strickland. (A.G.) This office has uniformly held that livestock is not "other farm products" within the meaning of S. 601 (12) of the Machinery Act. In the broad sense of the term, "other farm products" might include livestock, such as hogs; however, in the particular instance in which this term is used in the exempting section and the association of the other terms used therein in referring to other farm products, I do not think the legislature intended to include livestock among the farm products to be exempted.

This is borne out, I think, by the other exemption in this section, 601 (8), where livestock is included among other items of personal property which is exempt up to the value of \$300.

25. Revaluations.

To Hon. Eugene Irvin. Inquiry: Where the board of commissioners of a county have elected to defer the quadrennial assessment which was due in 1941, must they wait until 1945 to revalue the property in the county?

(A.G.) It is my opinion that the board of commissioners could order a revaluation during either the year 1942 or the year 1943. However, it would seem to me that as the tax listing date for 1942 has already passed, it will be necessary that the board defer revaluation until 1943, at which time a complete revaluation could be had.

90. Deductions from Tangible Property.

To W. P. Jorgensen. (A.G.) There is no provision in the Machinery Act whereby a merchant would be permitted to deduct indebtedness which he owes on a stock of merchandise from the valuation of the same for tax purposes.

II. POLL TAXES.

A. Levy.

9. Soldiers and Sailors.

To Hon. M. G. Williams. Inquiry: A man who was resident of a county on January 1st, 1941, listed his poll and personal property taxes for said year, and on August 15 of the same year was inducted into the United States Army. Would this man be responsible for the payment of personal property and poll taxes?

(A.G.) The test of liability under Article V, Section 1 of the Constitution of North Carolina for the payment of poll tax is whether a person is a male inhabitant of the state and is over 21 and under 50 years of age on the date taxes are to be listed. The date for listing taxes for the year 1941 was January 1st, and it is my opinion that induction into the U. S. Army on August 15, 1941 would have no effect on the liability of the person referred to for poll and personal property taxes.

The remedies provided for the collection of taxes on personal property are contained in s. 1713 of the Machinery Act of 1939, as amended. However, it is possible that this section, in the case referred to, might be modified by the Soldiers and Sailors Relief Act of 1940. I would advise that you take this matter up with the military authorities before undertaking to proceed under s. 1713.

It is my opinion that you would be prohibited from releasing these taxes by C. S. 7976.

IV. PUBLIC SCHOOLS.

C. Powers and Duties of City Administrative Units.

11. Expense of Elections.

To Hon. L. S. Weaver. Inquiry: Where an election is to be held in a city administrative school unit on the question of voting a supplement under s. 14 of the School Machinery Act, what unit would be responsible for the expense of holding such election?

(A.G.) This office has expressed its opinion, under the provisions of the 1937 School Machinery Act, that the expenses of an election on this question should be paid by the county. From an inspection of s. 14 of the act of 1939, as amended, and the pertinent statutes therein referred to, I am unable to see any reason for changing the opinion heretofore given.

D. Powers and Duties of School Districts and Agencies.

38. Use of School Buses.

To J. A. Forney. Inquiry: Can school buses be used for the purpose of evacuating school children and other people in the event of an emergency which might arise in case of invasion by enemy forces?

(A.G.) Prior to the enactment of the School Machinery Act of 1933, there was no limitation upon the use of school buses except that the same were to be operated under the supervision of the local authorities, and, under the law as it then existed, school buses owned by the various political subdivisions of the state were used for various purposes other than actually carrying children to and from schools.

In 1935 the legislature amended the section relating to the operation of school buses by rewriting the same and including the following language:

"The use of school buses shall be limited to the transportation to and from school for the regularly organized school day; Provided, that in the discretion of the county superintendent and the principal of the school, buses may be used to transport children entitled to attend commencement exercises." Ch. 455, P. L. 1935.

In 1939 the legislature rewrote the



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same section into the permanent School Machinery Act, Ch. 358, P. L. 1939, and eliminated the proviso appearing in the 1935 Act, which permitted such buses to be used at commencement in the discretion of the superintendent and principal of the school. This section was not amended by the 1941 Legislature.

I think buses could be used for the purpose of evacuating school children in case an emergency arose during school hours, to the same extent that they are now used to carry children to and from school on such days.

I know of no law which would permit the use of school buses for any purpose other than that outlined in the statute, but I have no doubt that in case of an emergency such school buses would be used by the local authorities without such authority, should the occasion arise in this regard.

VI. MISCELLANEOUS MATTERS AFFECTING COUNTIES.

G. Support of the Poor.

15. Welfare Workers.

To F. W. McGowen (1) Inquiry: Are the board of county commissioners of a county authorized under Ch. 124, P. L. 1937, C. S. 5126 (1), and following, to appropriate funds for the payment of a salary of a case worker, required by the Act?

(A.G.) In my opinion, in order for the commissioners to comply with the statutes mentioned by making the investigations required and by rendering proper orders based thereon, it is necessary that they employ some suitable person to obtain the information which would enable them to come to a decision in cases coming before them. I think an appropriation to pay the salary of such a person would be a proper charge against the funds of the county.

I also think that under C. S. 2156 (13), in selecting such personnel to carry out

this work, the commissioners would be required to select some person who meets the qualifications prescribed in this statute, and the rules and regulations promulgated by the state Commission for the Blind.

(2) Inquiry: Do the commissioners have authority to levy a special tax for forest fire protection?

(A.G.) I doubt if C. S. 6140 (a) and C. S. 6136 could be considered as a special approval of the General Assembly for the levy of a special tax for this purpose, as would be required in case it is desired to levy a tax in excess of the constitutional limitation of 15 cents, as provided in Article V, S. 6, of the constitution. Funds available, produced by a tax levy within the fifteen cents limitation, could, I believe, be appropriated under the statute for this purpose, but I do not think you could levy a special tax for this purpose unless the special approval was given more directly by the General Assembly. *Glenn vs. Commissioners*, 201 N. C. 233; *Sessions vs. Columbus County*, 214 N. C. 634.

VII. MISCELLANEOUS MATTERS AFFECTING CITIES AND TOWNS.

F. Contractual Powers.

7. Sale of City Property.

To J. W. Ellis. Inquiry: Where a city owns a large number of parcels of real estate which have been acquired by voluntary deeds of taxpayers in settlement of street assessments and by foreclosure proceedings, may the city execute warranty deeds for such of this property as it sells? may the city sell such property on the installment plan and accept mortgages or deeds of trust to secure payment of any balance which might be due on the purchase price?

(A.G.) The only general statutory authority for the sale of such property, unless the matter is definitely dealt with in your city charter, is to be found in C. S. 2688. This statute provides that municipally owned property may be sold only after public outcry after thirty days notice, and to the highest bidder.

As to whether a city has authority to give warranty deeds, I can only advise that I do not know of any statutory authority authorizing such action. This office has held that insofar as the state is concerned, the Governor and the Council of State are not authorized to give warranty deeds to property which they sell, but may convey only such interest which the state may have at the time of the sale.

You are familiar with S. 1719, Ch. 310, P. L. 1939, relating to instances where the taxpayer himself is permitted to buy his property which has been foreclosed under tax foreclosure proceedings, at private sale, from the taxing unit, and for an amount not less than such taxing unit's interest therein.

As to whether the installment plan for payment is permissible, the statutes are again apparently silent. However, in my opinion, the mayor and commissioners could, under their power to sell such property, impose such conditions for the payment of the purchase price as would in their judgment best serve the interest of the municipality.

In the case of *Cody Realty Co. vs. Winston-Salem*, 216 N. C. 726, the court held that as incidental to the power of a municipality to sell at auction parcels of land acquired by it in this way, such municipality has the authority, in the exercise of its discretion in determining the means of accomplishing this purpose, to employ a real estate agent upon commis-

sion to obtain a responsible bidder at the sale, to bid a sum sufficient to protect the municipality's interest.

L. Liability for State and Federal Taxes.

To Hon. R. T. Allen. Inquiry: Are municipalities required to pay the Federal Use Tax on motor vehicles enacted by the Revenue Act of 1941, with respect to motor vehicles operated by the municipality?

(A.G.) Subdivision (j) of Section 3540 of the Internal Revenue Code, which is the statute levying the use tax, contains the following provision:

"Exempt Uses.—The tax imposed by this section shall not apply to the use of a motor vehicle or boat by the United States, a state, territory, the District of Columbia, or a political subdivision of any of the foregoing."

Since a municipality is a political subdivision of the state, it is clear that it is exempt from paying the use tax on motor vehicles which it operates.

N. Police Powers.

9. Outside City Limits.

To Hon. William W. Taylor, Jr. Inquiry: May a municipality, under C. S. 2790, make a municipal blackout ordinance applicable to territory outside the corporate limits, but within one mile from the same?

(A.G.) This office has previously ruled that, under the general police power of a municipality, ordinances establishing reasonable regulations for the enforcement of blackouts may be adopted. In my opinion, it is within the power of the governing body to make such ordinances apply also to the territory within one mile outside the city limits.

C. S. 2790 provides that municipal ordinances enacted in the exercise of the police power for sanitary purposes or "for the protection of the property of the city" shall be applicable, unless it is otherwise provided, "to all territory outside of the city limits within one mile in all directions of the same." The statute also extends the operation of such ordinances to certain municipal property and rights-of-way which may be located outside the city limits "wheresoever the same may be located," but the provision relative to the territory within a one mile radius of the corporate limits is the part of the statute particularly pertinent to your inquiry.

Inasmuch as public buildings and works are often the primary objective of air raids, I do not think it can be questioned that a blackout ordinance, which by eliminating lighting during an emergency, helps to conceal such military objectives, is an "ordinance for the protection of the property of the city" within the meaning of the statute. The ordinance being one of the type contemplated by C. S. 2790, it is clearly within the power of the governing body to make it operative within the one mile radius outside the city. As a practical matter, I think it wise to give such a limited extra-territorial effect to blackout ordinances, as a ring of lights just outside the city limits would virtually destroy the effectiveness of the blackout.

VIII. MATTERS AFFECTING CHIEFLY PARTICULAR LOCAL OFFICIALS

B. Clerks of Superior Court.

17. Warrants.

To Hon. J. A. Little. (A.G.) I do not

think that a clerk of superior court, or the clerk of any court, has authority to permit the withdrawal of a warrant. This is a matter which is entirely up to the court itself, and, of course, if the prosecuting attorney of any court requests that a *nol pros* be taken, the court may grant it. I do not think there is any legal authority for the withdrawal of a warrant by the prosecuting attorney.

50. Costs and fines.

To Hon. Albion Dunn. Inquiry: (1) Is it the primary duty of the clerk of superior court or of the sheriff to collect fines and costs imposed in criminal actions? (2) If the clerk makes out a bill of costs and hands it to the sheriff, the defendant then being in court and ready and able to pay the bill of costs, is the sheriff charged with the duty of collecting 2½% commissions as provided in C. S. 3908, or is he chargeable with such commissions only when execution issues for the collection of such bill?

(A.G.) (1) It is the primary duty of the clerk, in my opinion, to receive and collect fines and costs imposed in criminal actions; and it only becomes the sheriff's duty to make such collection when process is directed to him either by the clerk or the presiding judge ordering him to make such collection.

(2) The sheriff is charged with the duty of collecting the 2½% commissions mentioned only when he actually collects the fine and costs under and by virtue of process issued to him and directing him to make such collection, in my opinion. I am unable to see how the sheriff could possibly be charged with collecting a 2½% commission where the defendant is in court, ready and able to pay his fine and bill of costs direct to the clerk, and where no process for the collection of said amount has been issued.

D. Registers of Deeds

9. Marriage Licenses and Certificates.

To Miss Doris Iger. Inquiry: Is there any legal waiting period in North Carolina before which two persons may marry?

(A.G.) After a license has been properly applied for and received from the Register of Deeds in the county where the ceremony is to be performed, there is no legal waiting period before persons receiving such license may marry.

The laws of this state require a physical examination, including blood tests, before any license may be issued to the parties who wish to marry.

14. Birth Certificates.

To Lee J. Greer. Inquiry: What is the cost of a certified copy of a birth certificate, \$1.00 or fifty cents?

(A.G.) The general law relating to the issuance of certified copies of any instrument which has been filed for registration is fixed by C. S. 3906 at \$1.00.

However, I advise that the State Vital Statistics Bureau will furnish a certified copy of a birth certificate, which is registered here under statute, for a fee of fifty cents. Such certificates may be obtained either from the register of deeds or the Bureau of Vital Statistics.

L. Law Enforcement Officials.

38. Automobile Drivers License Act.

To Hon. T. Boddie Ward. Inquiry: Does a conviction of the crime of arson of a motor vehicle constitute a ground upon which the Department of Motor Vehicles is required to revoke the operator's license of the person convicted?

(A.G.) The answer to this question involves a construction of S. 12, Ch. 52, P. L. 1935, which provides that the de-

partment shall revoke the operator's license when it receives a record of a conviction for:

"3. Any felony in the commission of which a motor vehicle is used."

I have been unable to find a statute dealing specifically with the arson of a motor vehicle. Therefore I assume you refer to a conviction under C. S. 4245 (a), dealing with the malicious and willful burning of personal property.

I am of the opinion that it was the legislative intent that arson of an automobile should be ground for mandatory revocation of license to drive. This offense is clearly one in which an automobile is "used." I understand that the administrative practice has followed this view. It is a well established rule of statutory construction that the settled interpretation given to a statute by the officer or agency charged with its administration is entitled to consideration.

39. Motor Vehicle Laws.

To Hon. E. E. Rives. Inquiry: A man was issued proper 1942 license plates for his truck, which broke down while being used for hauling. He removed the license plates from his truck and attached them to another truck not owned by him which did not have license plate registration, and drove the latter truck to his destination. There was no evidence at the trial to show habitual improper use of license plates. Do the provisions of C. S. 2621 (261) apply to this situation and require a revocation of the license plates?

(A.G.) The pertinent portion of the statute is as follows: "Where a license plate is found being improperly used, such plate or plates shall be revoked and cancelled and new license plates must be purchased before further operation of the motor vehicle."

I am of the opinion that this statute is mandatory in view of the provision that the plates "shall" be revoked and that new license plates "must" be purchased. The statute seems to allow no room for discretionary action and I am informed by the Department of Motor Vehicles that the uniform practice in cases of this kind has been to revoke or cancel the license plates.

To Hon. Granbery Tucker. Inquiry: Will you please let me have your construction of C. S. 2621 (288) outlining lawful speed limits and providing that any speed in excess of said limits shall be prima facie evidence that the speed is not reasonable or prudent and that it is unlawful. Is it your opinion that a speed of more than 35 miles per hour by a truck of more than $\frac{3}{4}$ ton is in itself unlawful, or is merely prima facie evidence that the speed is not reasonable or prudent and that it is unlawful?

(A.G.) The basic speeds set out in C. S. 2621 (288) are merely prima facie evidence that speeds in excess of these basic limits are unlawful. The only absolute speed which is unlawful under these circumstances is 60 miles per hour, which is also set out in this section.

90. Warrants—Statute of Limitations.

To S. E. Battley. Inquiry: What is the statute of limitations with regard to a warrant charging a misdemeanor but which has never been served?

(A.G.) There is no statute dealing specifically with this inquiry. However, a research discloses that mere statements of the law in this regard are to be found in a number of textbooks. In 22 Corpus Juris Secundum, page 470, will be found this statement:

"A warrant remains in force until it

is returned, but after it has been returned, it is functus officio and cannot be reissued."

This is true in this state. See *State vs. Queen*, 66 N. C. 615.

In *Alexander's*, "The Law of Arrest," page 63, we find the following:

"The law does not expressly prescribe or limit the time within which a warrant for the arrest of a person must be executed. It is in force and effect until executed, or recalled.

"But it must be executed within the time limited for the commencement of the criminal action or proceeding in which the warrant is issued, as it is only a step in the action."

From the above, it would seem that in this state a warrant which has been duly issued would remain in force until it was executed; that is to say, there is no statute of limitations which would run against a warrant which has not been served.

100. Witness Fees.

To C. E. Bilbro. Inquiry: Where a state highway patrolman is subpoenaed and appears as a witness on behalf of one of the parties to a civil action, where the patrolman proves his attendance as a witness, along with mileage charges, and where the officer made the trip to court in state-owned patrol cars on state time, is he entitled to receive witness fees and mileage for his own personal benefit?

(A.G.) It seems to me that under the general law, such officer should be permitted to prove his attendance and receive the mileage allowance, but upon collecting the same from the clerk of superior court, the amount should be turned in by the officer to the state department which has supervision over them. In the instant case, the highway patrol being a part of the Bureau of Motor Vehicles, the money should be remitted by the officer to that department.

101. Workmen's Compensation Act.

To Hon. Ira T. Johnston. Inquiry: A deputy sheriff of a county accompanied federal officers to a distillery, at the request of the Federal officers, and was injured while destroying the distillery by the use of dynamite, which was suggested and directed by the federal officers. Would the county be justified in compensating the deputy for the loss of his leg, which occurred under the above circumstances?

(A.G.) I assume that the deputy was appointed by the sheriff of the county and was not employed by the board of county commissioners. Our Supreme Court, in the case of *Steyers v. Forsyth County*, 212 N. C. 558, held that a deputy sheriff who was appointed by the sheriff and working on a fee basis was not an employee of the county within the meaning of the N. C. Workmen's Compensation Act. The General Assembly of 1939, by Ch. 277, P. L. 1939, amended the Workmen's Compensation Act so as to make sheriffs' deputies employees and to make boards of county commissioners their employers within the meaning of the Act. Certain counties were excepted from the provisions of the amendment and therefore, as to them, the law has not been changed in so far as liability under the provisions of the Workmen's Compensation Act is concerned.

There is no contract of hire, express or implied, between such excepted counties and a deputy sheriff appointed by the sheriff, and the duties of the deputy sheriff are not in the course of the trade or business of such county or its governing body. I am, therefore, unable to see how there would be any liability on the part of the

county to compensate the man, even though he had been injured in the performance of his duties as outlined and directed by the sheriff. The fact that he was acting under the orders and supervision of federal authorities and was injured either by his own negligence or the negligence of the federal officers would tend to further remove any liability on the part of the county for his injury.

Even if it should be assumed, for the sake of argument, that said person was an employee of the county, from the facts set out in your inquiry I am unable to see how any negligence could be attributed to the county or its governing body. I am, therefore, unable to see how the county commissioners of such a county would be justified in paying the deputy any compensation on account of his injuries.

M. Health and Welfare Officers.

36. Care of Feeble-minded.

To Charles C. McNeill. Inquiry: Where an unmarried feeble-minded minor female is pregnant, and where her next of kin are willing, is there any legal procedure whereby the pregnancy may be interrupted, and where sterilization may be ordered?

(A.G.) I do not know of any legal authority which would permit the interruption of the pregnancy of a female simply because the expectant mother is feeble-minded. This would be true even if the next of kin or others responsible for her would consent to such action.

IX. DOUBLE OFFICE-HOLDING.

27. Explosives Licensing Agent.

To George W. Fletcher. Inquiry: Is the office of explosive licensing agent considered a public office to the extent that it would come under the provisions of Article XIV, s. 7, N. C. Constitution, which prohibits double office-holding?

(A.G.) I have examined the Federal Explosives Act (Public 381-77th Congress), and find there that the Director of Mines, in the selection of licensing agents, shall in all possible cases appoint persons who are authorized by law to administer oaths, and who are, wherever possible, officers of the various state agencies or political subdivisions thereof.

In spite of these provisions, I would hesitate to advise unqualifiedly that this would not be considered an office within the meaning of the constitutional prohibition against double office-holding, because I know of no court decision which determines this particular question.

However, there is a possibility that if the court found the position of licensing agent to be an office, it would also find that it came within the exception to this section of the constitution. The closest analogy to such a situation that I have found is in cases from Georgia and Louisiana, where those courts held that membership on the various local selective service draft boards were perhaps officers within a similar constitutional section to ours, and they were considered as coming within the exception as commissioners for a special purpose.

From the uncertainty that is in my own mind as to what the courts would do about it, I am sorry that I cannot advise you definitely either way as to what action you should take in this connection.

Johnson

(Continued from page 2)

contribution lies with the officers charged with their administration. Because of the mounting Federal taxes it behooves these officials to do everything possible to lighten the local tax burden on the average citizen. This is not the time for local governments to plan immediate spending for anything except pressing necessities. Operating expenses should be limited to a minimum. The term "necessity" should be weighed now as it has never been weighed before. Now is the time for local governments to conserve and guard their credit more than ever. Outstanding debt should be reduced as much as possible and the issuance of new bonds should not be contemplated for any purpose except in cases of absolute necessity. Post war adjustment will create demands on local government spending power for which immediate planning should begin, but the first step is to reduce operating costs wherever possible.

CHAS. M. JOHNSON, *Chairman of the Local Government Commission and Director of Local Government.*

Balfour

(Continued from page 4)

the future, will demand the highest federal taxes in our history. The day may come when our rates will reach the staggering rates paid by British taxpayers now.

Expenses Must Come Down

Sooner or late, we must start pruning our expenses. It would be well for us now to make a start by cutting out small items of expense that would not materially disrupt governmental functions. It is up to us individually and collectively as local governing boards to be studying ways and means by which more substantial reductions can be made, when the pinch of war hits our revenues with full force, as is inevitable.

We should insist and demand better collection of taxes, and especially the taxes on personal property, polls and dogs. Here again, we need more practical legislation that will give our tax-collectors and sheriffs full authority to collect these taxes. We all

know what they are up against, with the loop-holes that are in the present law.

Serious thought should be given to asking the next legislature to give counties and towns the privilege of making purchases through the State Division of Purchase and Contract. This, if properly handled would mean a considerable saving, and at the same time reduce the difficulty we are certain to encounter in securing materials that are on the priority list.

If we give our Counties and Towns our best efforts for better government, by putting into practice the suggestions just outlined, we will at the same time be helping our national government, for our people will be better able to contribute to the federal government in its prosecution of the War. It is incumbent upon us as local government officials to set an example to our people by investing sinking funds that are not needed in the near future in government Bonds. It is up to every individual and to every governing body to give full moral and financial support to our federal government, in this the greatest crisis in our history.

We should appreciate now more than ever, the Local Government Commission, the Institute of Government, the League of Municipalities, and our own State Association of County Commissioners, as these can be of valuable assistance to us with the many difficult problems that confront us. We could ill afford to do without them in these times.

Haberkern

(Continued from page 6)

The potential cash discount saving on the invoices clearing through one department or branch of a government each year may total very little. Consequently, as long as each using agency approves invoices for goods delivered to it, and as long as no pressure is exerted to speed up such approval, the tendency is to delay until cash discounts are lost.

8. *Simplification of the Vendor's Problem.*

(a) Solicitation of Business from One Purchasing Office. Centralized purchasing reduces the sales cost to the vendor by reducing the number of calls to be made by sales representatives.

Summary

Centralized purchasing is not the panacea for all government ills. Some of the governments which have adopted it have not really practiced it. In others, the benefits have been entirely or partially nullified by incompetent personnel, political interference, or too many legal restrictions. Its success depends upon the following essential principles: authority for purchasing centralized on one office; competent personnel; adequate organization; reasonable authority for the purchasing office; and security of office for the purchasing agent.

With these essentials present, and with freedom from political domination, centralized purchasing will bring about an average saving of 10 to 15 per cent.

Waterworks

(Continued from page 16)

invaluable when pick-and-shovel work was required.

Machinery has already been set up by which this vast organization can be tapped in an emergency. Calls are to be made to the Chairman of the County Defense Council, who will clear requests for assistance to the resident Division Engineer of the Highway Commission, and then, Mr. Burch promised, "the wheels will start moving at once to the extent of our ability."

Mutual Aid Endorsed by Officials

A resolution was passed by the assembled officials endorsing the work of the committee and urging it to go forward with the mutual aid plan as presented in the symposium. "The Warning," a sound picture of an air raid on London and the work of voluntary protective services which have been formed out of the necessities of the war, was presented at the close of the program.

Theodore Johnson, State Civilian Defense Director, presided at the morning meeting, and J. S. Williams, Chairman of the North Carolina Section of the American Water Works Association, in the afternoon. Governor Broughton had expressed keen interest in the conference and requested to appear on the program, but the death of Justice Clarkson prevented his coming.

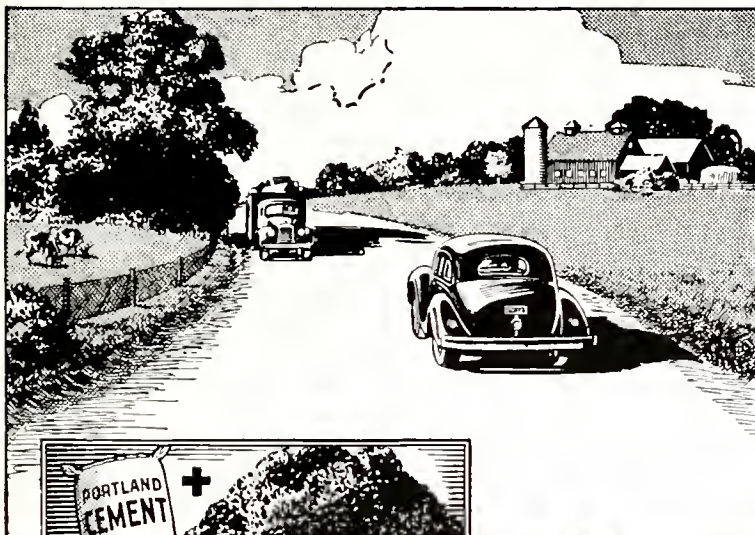
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WHAT! A girl training men to fly for Uncle Sam?

THE name is Lennox—Peggy Lennox. She's blonde. She's pretty. She may not look the part of a trainer of fighting men, but— She is one of the few women pilots qualified to give instruction in the CAA flight training program. And the records at Randolph and Pensacola of the men who learned to fly from Peggy show she's doing a man-sized job of it. She's turned out pilots for the Army . . . for the Navy. Peggy is loyal to both arms of the service. Her only favorite is the favorite in every branch of the service—Camel cigarettes. She says: "It's always Camels with me—they're milder."



Don't let those eyes and that smile fool you. When this young lady starts talking airplanes—and what it takes to fly 'em—brother, you'd listen, too . . . just like these students above.

FLYING INSTRUCTOR
 PEGGY LENNOX SAYS:

"THIS IS THE
 CIGARETTE FOR ME.
EXTRA MILD—
 AND THERE'S
 SOMETHING SO
 CHEERING ABOUT
 CAMEL'S
**GRAND
 FLAVOR"**



She may call you by your first name now and then, but when she calls you up for that final "check flight," you'd better know your loops inside and out. It's strictly regulation with her.



• "Extra mild," says Peggy Lennox. "Less nicotine in the smoke," adds the student, as they talk it over—over Camels in the pilot room above.

Yes, there *is* less nicotine in the smoke of slower-burning Camels . . . extra mildness...but that alone doesn't

tell you why, with smokers in the service . . . in private life, as well . . . Camels are preferred.

No, there's something else...something *more*. Call it flavor, call it pleasure, call it what you will, you'll find it only in Camels. You'll *like* it!

Yes, and with Instructor Peggy Lennox, it's strictly Camels, too. "Mildness is a rule with me," she explains. "That means slower-burning Camels. There's less nicotine in the smoke."

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