



Bluestein Named to New Associate Dean Position

School of Government Dean Michael R. Smith has announced the appointment of Frayda S. Bluestein as the School's associate dean for programs. The newly created position strengthens administrative capacity at the School now that Smith has assumed part-time duties as UNC at Chapel Hill's vice-chancellor for engagement.

"Frayda is the perfect person to fill the role of associate dean for programs," Smith said. "She is smart, thoughtful, and creative. She understands what we do, and she is committed to our doing it even better."

In her new role, Bluestein will be responsible for orienting faculty and working with faculty advisory committees. She also will be responsible for managing and supporting the School's appointment, promotion, and tenure process, and she will have lead responsibility for implementing and managing changes in the faculty's strategic planning process.

"I love my work as a faculty member," Bluestein said, "but I am excited about the opportunity to support the work of



other faculty and staff and to strengthen our services to the people we serve."

Before joining the Institute of Government faculty in 1991, Bluestein worked for four years in a private law practice, focusing primarily on municipal and land-use law. She also worked for one year in the Legislative Drafting Division of the North Carolina General Assembly. Her teaching, research, and writing focus on the legal requirements for bidding local government contracts, conflicts of interest in contracting, and general local government law. She is the author of *A Legal Guide to Purchasing and Contracting for North Carolina Local Governments*. In 2004 she was awarded the School's two-year professorship for teaching excellence.

Bluestein holds a B.A. from the University of California at Berkeley and a J.D. from the University of California at Davis.

Other members of the School's leadership team are Thomas H. Thornburg, senior associate dean; Ann Cary Simpson, associate dean for development and communications; and Bradley G. Volk, associate dean for administration.

Joyce, Ammons, Owens Awarded Endowed Professorships

Three School of Government faculty members have, through the School, received endowed professorships on the basis of their high level of service to North Carolinians as teachers, advisers, researchers, and writers.

Robert P. Joyce has been named Charles Edwin Hinsdale Professor of Public Law and Government. Joyce joined the Institute of Government in 1980. He specializes in school law (especially schools as employers), higher education law, elections law, legislative representation, government employer-employee relations, and employment discrimination law. He has served as editor of the School's Legislative

Frayda S. Bluestein, left; Robert P. Joyce, top right; David N. Ammons, center right; David W. Owens, bottom right



Reporting Service, of the *School Law Bulletin*, and of *Popular Government*. His publications include *The Law of Employment in North Carolina's Public Schools*, *The Precinct Manual*, and chapters in *Education Law in North Carolina*. Joyce holds a J.D. from Harvard Law School.

The chair was endowed in 1993 by Hinsdale, who served as a faculty member at the Institute for twenty years.

David N. Ammons has become Albert Coates Professor of Public Administration and Government. Ammons joined the Institute in 1996. His areas of expertise include public administration, productivity improvement in local government, performance measurement, and benchmarking. Among his six books on local government management are *Municipal Benchmarks: Assessing Local Performance and Establishing Community Standards*; *Accountability for Performance: Measurement and Monitoring in Local Government*; and *Tools for Decision Making: A Practical Guide for Local Government*. Ammons received his Ph.D. from the University of Oklahoma.

The chair honors Albert Coates, who founded the Institute (now part of the School) in 1931 and served as its director until 1962.

David W. Owens is now Gladys Hall Coates Professor of Public Law and Government. An Institute faculty member since 1989, Owens specializes in zoning, subdivision regulation, and other land-use controls; city and county planning; and environmental protection. He has published numerous books and articles on zoning law, including the basic legal reference, *Land Use Law in North Carolina*, and the widely used guide for citizen boards, *Introduction to Zoning*. Owens earned both a graduate planning degree and a J.D. from UNC at Chapel Hill.

The chair is named for Gladys Hall Coates, the wife of Albert Coates, a partner in the Institute's development, and an authority on student government in North Carolina.

The Albert and Gladys Hall Coates professorships were made possible by a 1979 gift from Paul and Margaret Johnston. Paul Johnston was a faculty member at the Institute.

Rivenbark Earns Achievement Award

Associate Professor William C. Rivenbark has received the Albert and Gladys Hall Coates Faculty Achievement Award. He will hold this two-year professorship through June 30, 2008.

According to Michael R. Smith, dean of the School of Government, Rivenbark was selected for this award

because he has excelled in so many different areas. He managed and improved the performance measurement program, now called the North Carolina Benchmarking Project, for seven years. He teaches and consults with public officials in the budgeting area, is a productive writer, and voluntarily has assumed significant teaching and advising responsibilities in the MPA Program. Bill carries out all of these responsibilities with the highest level of quality and a great sense of humor.

Rivenbark joined the Institute of Government in 1999. He specializes in public administration, local government administration, budget preparation and enactment, and performance measurement and benchmarking. His research involving performance measurement and financial management in local gov-



ernment has appeared in *Government Finance Review*, the *Journal of Government Financial Management*, the *Journal of Public Affairs Education*, the *Journal of Public Budgeting, Accounting & Financial Management*, *Popular Government*, the *Public Administration Quarterly*, *Public Finance Review*, *Public Performance & Management Review*, and *State and Local Government Review*. He also is coauthor of *Performance Budgeting for State and Local Government* (M. E. Sharpe, 2003).

Rivenbark earned a B.S. from Auburn University, an M.P.A. from Auburn University at Montgomery, and a Ph.D. from Mississippi State University. Before joining the Institute, he worked for the City of Greenville, South Carolina, in various management positions.

The achievement award is named for Albert Coates, the founder of the Institute and its first director, and his wife, Gladys, Albert's partner in development of the Institute.

Special Gifts Honor Brannon and Vogt

Professors Joan G. Brannon and A. John "Jack" Vogt, both of whom entered the university's phased retirement program in 2006, have been honored with special-recognition gifts by friends and colleagues.

Brannon's faculty colleagues, the North Carolina Association of District Court Judges, and the North Carolina Association of Clerks of Superior Court celebrated her retirement from thirty-five years of teaching, advising, and writing with a generous, combined gift of \$10,000 to the Drennan Fund for Judicial Education.

Brenda Tucker, president of the clerks association, aptly summed up the broad respect and admiration that Brannon earned over her career: "Joan has been a tireless, devoted resource to our entire membership, past and present. We wish her the very best in all future endeavors and are certain she has set a precedent through the quality education that local and state government offices have received during her tenure at the School."

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The Drennan Fund for Judicial Education is a permanent endowment supporting the Institute of Government's education programs for judges, magistrates, clerks of court, and other officials associated with North Carolina's court system.

Vogt's thirty-three-year tenure at the Institute was celebrated at a retirement reception held at the School in September 2006. During his remarks, Dean Michael R. Smith surprised Vogt by announcing the naming of a classroom at the School in his honor. The naming was made possible by contributions from friends, local government units, and colleagues, and by special gifts from the North Carolina Government Finance Officers Association, the North Carolina Local Government Budget Association, the North Carolina County Finance Association, the North Carolina Local Government Investment Association, the North Carolina City and County Management Association, and the Alumni Association of the Municipal and County Administration Courses.

Randy Harrington, president of the budget association, echoed the sentiments of others in describing Vogt as "a true friend and valued teacher." Harrington also complimented Vogt on his "countless" contributions to the organization, saying, "We would not have the high level of budget professionalism in North Carolina without Jack." The fifty-seat Vogt Classroom will bear permanent signage and will hold special memorabilia and award plaques related to Vogt's career.

Dellinger Retires

Anne M. Dellinger recently retired from the School of Government, where, beginning in 1974, she served as assistant, associate, and then full professor of public law and government. Initially Dellinger specialized in



law affecting North Carolina's public schools. After a leave in 1980–81 to serve as a special assistant to William Webster, then director of the Federal Bureau of Investigation, she returned to work in public health law.

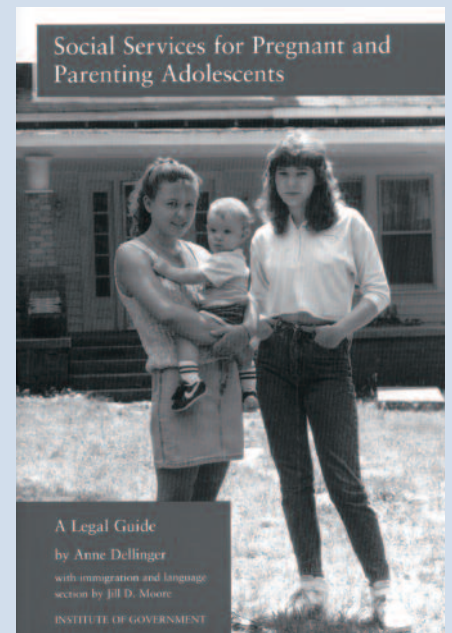
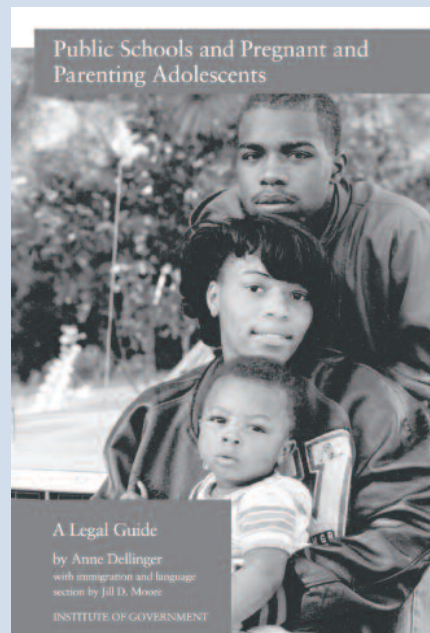
Although well versed in all aspects of public health law, Dellinger developed particular expertise in the issues surrounding medical records and confidentiality, and minors' health care. From 2000 on, she focused on completing a series of guidebooks on legal issues related to adolescent pregnancy. This widely praised series consists of four books for health providers, school officials, social services officials, pregnant and parenting

adolescents, and their parents. More than 43,000 copies of the last publication, printed in English and Spanish versions, were distributed in North Carolina in 2006. Each of the publications also is available in a PDF version on the School's Adolescent Pregnancy Project website, at www.teenpregnancy.unc.edu/.

Private funding from the Z. Smith Reynolds Foundation, the Karl and Anna Ginter Foundation, and the Mary Norris Preyer Fund, as well as support from the School of Government, made it possible to offer the guidebooks free of charge.

Dellinger's research and writing covered a wide range of topics, from *North Carolina School Law: The Principal's Role*, which provided comprehensive information and instruction for public school principals on liability, student welfare, privacy issues, and school finance, to "How We Die in North Carolina," a 1999 *Popular Government* article in which she explored the delicate subject of North Carolinians' choices about how they die.

In addition to writing numerous publications for government officials, Dellinger wrote for the *Encyclopedia of Bioethics*, *Ethics in Hospice Care*, the *Journal of Health Politics, Policy and Law*, and the *Journal of Health and Hospital Law*, and she edited and wrote three chapters of a nationally distributed treatise, *Healthcare Facilities Law*. From 1995 to 1998, she served as editor of *Popular Government*.



“Anne’s contributions as a faculty member have made a significant difference in the quality and breadth of health law education available in North Carolina,” said Michael R. Smith, dean of the School. “She was a wonderful colleague, and we wish her all the best in her retirement.”

Knapp’s Influence Felt in Adopted Home

The gifts of Joseph Palmer Knapp keep on giving. The father of the New York-born philanthropist founded Metropolitan Life Insurance Co., but Knapp made his own fortune in publishing before discovering North Carolina. He adopted the state, after first seeing it in 1916, spending much of his last 30 years at the hunting lodge he built on Mackey’s Island in Currituck County.

After Knapp’s death in 1951 at age 87, his wife donated the paneling from their River House, N.Y., living room, which frequenters of the Ackland Art Museum



Institute faculty member Jonathan Morgan teaches a group of Master of Public Administration students in the Knapp Room.

Michael Zirkle

may remember seeing displayed there from the time the museum opened in 1958.

Now the warm pine walls, fireplace mantel and surround, including Waterford crystal sconces, create an inviting classroom for graduate students in the public administration program at UNC’s School of Government.

“It’s just beautiful,” said Margaret

Henderson, who teaches nonprofit management in the Knapp Room. “It creates an intimate atmosphere in the room. That’s a room that encourages conversation and discussion” . . .

Knapp showed that he fully understood the work of the Institute of Government by the half-million dollar gift made by his foundation following his



The Gladys Coates Memorial Garden was landscaped and planted in fall 2006. Gifts to finish and maintain the garden may be made online at www.sog.unc.edu (click on Supporting the School).

death. The money helped construct the red brick building completed in 1956 on the eastern section of campus, which bore his name and housed the institute. Following a dramatic alteration and addition several years ago [also supported by the Knapp Foundation], two exterior walls of the original structure—one with his name still on it—provide reminders of history within the new building.

Details of having the Knapp living room installed fell to Jim Kirkpatrick of Kirkpatrick Woodworks, who performed the job with the help of Scott McSwain.

“It was a big puzzle, trying to take these panels and make them go into this room and create a similar feeling to what it had,” Kirkpatrick said. The original room didn’t have heating and air-conditioning vents, the same electrical outlets and same-sized windows. But they made it work.

The room, like the Knapp building, provides testimony, not only to Knapp’s generosity, but to the process of improvement as taught at the institute.

“Like in our communities and in our state, they didn’t raze this building and start over. They used what was in place; added to and adjusted and grew from there,” said Henderson. “Which is how change really happens.”

—Valarie Schwartz, from the Chapel Hill News, December 10, 2006, page A3. Reprinted with permission from Valarie Schwartz.

Spivey Honored for Many Years of Service

On June 20, 2006, Kay Spivey was honored by friends and colleagues for nearly thirty years of service to the School.

Spivey joined the Institute of Government in 1977 as administrative assistant to the director. After nineteen years in that role, she was named director of human resources.

Her career spanned three directors and one dean, and she was vital in keeping the Institute and the School operating smoothly and efficiently. Her expertise in human resources and

Behind the Scenes at the School of Government

Facility Services

Fred Crews (left), resource and materials coordinator, and Larry Anderson (right), messenger/mail clerk, are the Facilities Services team. They ensure that the mail is delivered, state vehicles are roadworthy, and office materials are in good supply. They also provide help with innumerable behind-the-scenes tasks that are vital to the daily operations of the School.



Human Resources

Maggie Ford (right), human resources director, joined the School in 2006, bringing with her more than twenty-five years of experience at the University. Veronica Bellamy (left), human resources assistant, often is the first contact that many new job applicants have with the School.



Business Operations

Karen Bullard (far left) joined the School’s staff in 1982 and has expertly directed the Business Operations Division since 1990. The highly efficient and personable staff of the division includes (second left to right) Diane Riley, invoicing and inventory clerk; Kelly Medlin, assistant director of business operations and foundation accountant; Traci Forchette, contract and grants manager; Virginia Sellars, accounts receivable and cash management clerk; and Alicia Matthews, accounts manager.



Virginia Sellers

Michael Smith and Kay Spivey

personnel budget management made her a leader among the University's professional staff. In 2001 she was recognized with the UNC-Chapel Hill Human Resources Facilitator of the Year Award.

At the reception in June, Dean Michael R. Smith said, "Many people have contributed to the success of this organization over many years, but no one has contributed more than Kay Spivey. She cares deeply about the work we do here, and she cares deeply about the people who do it."

Smith followed his remarks by presenting Spivey with a certificate of appreciation. It read, in part,

Kay earned our respect over the course of a career through her unparalleled professional talents as well as her unwavering dependability and devotion to the institution and its people. She earned our admiration every day, day by day, through her demeanor of calm capability that both reflected her superb skills and inspired in us the faith that the work would be done well and on time. Kay provided a sympathetic ear and helping hand to colleagues with problems, quick and reliable answers to colleagues with questions, and a kind smile and a warm word for everyone.

The School of Government and the North Carolina General Assembly

For more than seven decades, the faculty of the Institute of Government (now the School of Government) has worked with the North Carolina General Assembly in three special ways: legislative reporting, research and writing, and orientation and teaching.

Legislative Reporting

Three years after the Institute began, an article by Henry Brandis appeared



in the Institute's monthly journal, *Popular Government*, summarizing statewide legislative actions taken by the 1933 General Assembly.

Brandis, the first Institute staff member, also analyzed laws affecting local government and distributed summaries of the new legislation by mail to each city and county in the state.

In 1935, Brandis and Buck Grice began systematically to analyze and digest all bills as they were introduced in the General Assembly and to distribute the resulting information to



On Legislative Reporting Service duty in the 1950s: left to right, Philip Green, John Sanders, Durward Jones, Clyde Ball, and Joseph Hennessee

legislators, the governor, the cabinet, state department heads, and all affected government units. With this action the Institute's Legislative Reporting Service (LRS) was born. Over the years, virtually all the lawyers on the faculty have served as digesters for the service, and many have served as the LRS editor.

In 2007, under the direction of Martha Harris, the LRS continues to cover each daily session of the General Assembly and report legislative action and analysis by e-mail to the same audiences as in 1935 and later. Also, at the end of each legislative session, the LRS prepares a publication entitled *North Carolina Legislation*, which summarizes

all government-related legislation adopted during the session. (For a full description of this valuable subscription service and its annual summary of legislation, visit the LRS website, at www.sog.unc.edu.)

Research and Writing

As the reputation of the Institute grew in the 1940s, the General Assembly called on Institute faculty with increasing frequency to research and draft legislation. Because faculty members worked closely with local government officials on a range of issues, from tax assessment to elections, they could help legis-

lators identify problems and then devise solutions that met the needs of those administering state laws at the local level.

Institute faculty did not initiate studies or legislation, or advocate or oppose legislation, but until the General Assembly began to hire its own staff in 1969, they routinely staffed legislative study commissions and committees. During this time and on into the 1980s, faculty members were involved in developing some of the most significant laws enacted in North Carolina. Today, continuing the strong legacy established by their predecessors, School faculty members still help legislative staff, legislators, commission members, and others research and draft legislation.



Secretary of State Thad Eure administers the oath of office to the members of the House of Representatives in 1951.

(For some highlights of this important staff work, see the accompanying photos and captions. In-depth information is available from the School's Joseph Palmer Knapp Library.)

Orientation and Teaching

In 1966, under the direction of Milton Heath, the Institute began assisting the General Assembly's Legislative Services Office in providing a legislative orientation conference every two years for the assembly's newly elected members. The conference was frequently attended by veteran members as well. Legislative Services Office staff assumed sole responsibility for

this training from 1971 until 1996, when the Institute's James Drennan began helping them expand the conference to include more topics. In January 2003 the conference was expanded further to offer additional training at the School, in Chapel Hill. The sessions offered at the School attracted 33 of the 36 new legislators in 2005, and 19 of the 23 in 2007.

Each conference is divided into a two-day session in Raleigh, a two-day session at the School, and a follow-up session at the School in the fall. The Raleigh session has focused on administrative matters. The School's sessions have covered North Carolina history and demographics, economic develop-

ment and environmental regulation, the state constitution, intergovernmental relationships, decision making, ethics for public life, and the legislator's role, among others.

The links between state and local governments in North Carolina necessarily form a complex relationship, involving strong bonds, points of contention, and an enormous need for reliable, comprehensive information on which to base far-reaching decisions. The School, like the Institute before it, takes pride in its educative and facilitative role as a neutral, informed, and informing partner in the effective administration of North Carolina's government.

A Brief Selection of Faculty Work with the General Assembly, 1949–2007

Donald Hayman's analysis of a modern personnel system for North Carolina's state government was used in drafting the 1949 State Personnel bill. Later Senator Joe Eagles used it in securing numerous amendments to the bill. The resulting compromise law served the state until 1965.



Donald Hayman

Below and on the following pages are a few highlights of the many ways in which faculty have helped the N.C. General Assembly by conducting research and drafting legislation.



Jill Moore



Aimee Wall

Between 1955 and 1957, Roddy Ligon took part in a complete revision of the state's public health laws. The work continues to this day, as Jill Moore and Aimee Wall respond to frequent requests to draft amendments to the public health statutes, on such issues as bioterrorism, confidentiality of medical records, and smoking in public places.

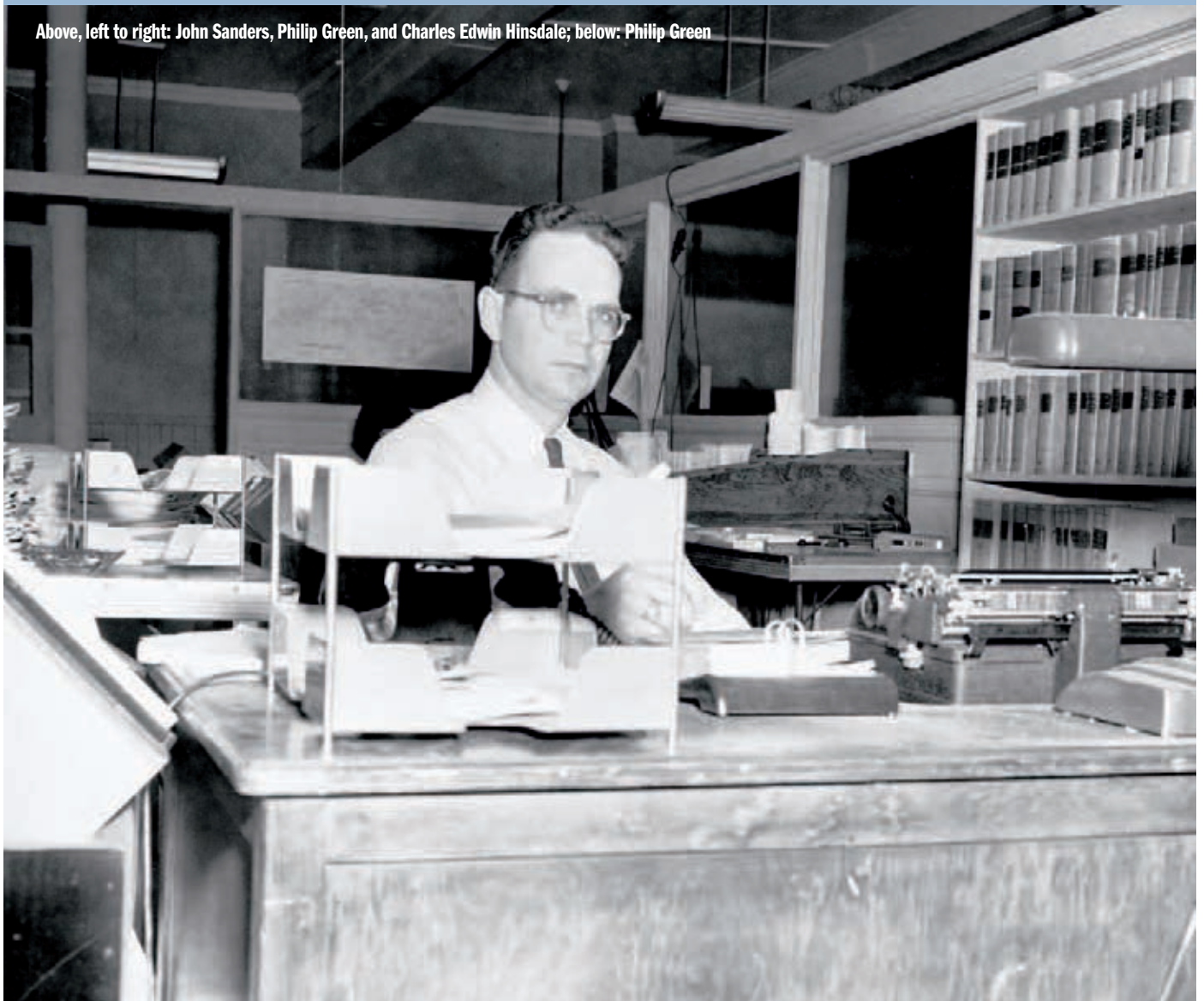


John Sanders assisted the North Carolina Constitution Commission formed by the General Assembly in 1957. It drafted a complete revision of the state constitution. In 1968 the North Carolina State Constitution Study Commission was formed, with Sanders as staff director. A revised North Carolina Constitution resulted. It was approved by voters and became effective in 1971.

...

George Esser and **Philip Green** provided research and drafting services for the Municipal Government Study Commission of 1957–59. The commission's work resulted in the current annexation law, the first extended territorial jurisdiction for cities, and the current division of responsibility for urban roads between cities and the state Department of Transportation.

Above, left to right: John Sanders, Philip Green, and Charles Edwin Hinsdale; below: Philip Green



Clyde Ball



Clyde Ball directed the Legislative Reporting Service from 1959 to 1963. During the same four-year period, he coordinated much of the Institute's early work on court reform. He later became the head of the General Assembly's staff.

...

Henry Lewis and William Campbell drafted the 1969 revision of the Machinery Act.

...

Clyde Ball, Charles Edwin Hinsdale, and others staffed the North Carolina Bar Association's Court Study Committee of 1957-61. Although it was not an official agency of the state, this committee prepared the Court Amendment of 1961-62, which extensively reformed the state courts. From 1963 to 1974, Hinsdale was chief of research for the North Carolina Courts Commission and also was responsible for drafting the legislation that implemented the commission's recommendations. Laws passed during that time included the Judicial Department Act of 1965; the Court of Appeals Act of 1967; legislation resulting in revision of the jury selection and exemption laws and reorganization of the solicitorial system in 1967; and creation of the public defender system and the Judicial Standards Commission.

Left to right: George Esser, William Poe, Henry Lewis, and J. Shepard Bryan

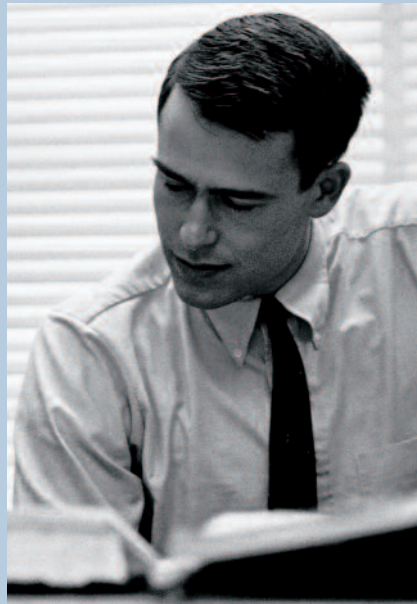


James Drennan, Thomas Thornburg, Joan Brannon (until her recent retirement), Robert Farb, and others continue to work closely with a number of courts and justice-related commissions.

...

L. Poindexter Watts worked with the North Carolina Wildlife Resources Commission on a comprehensive revision and consolidation of the state's game and fish laws between 1964 and 1977. He and others, including Douglas Gill, Michael Crowell, and Robert Farb, provided research and drafting services for the Criminal

Code Commission during the 1970s. The commission's work resulted in a completely new criminal procedure code in Chapter 15A of the North Carolina General Statutes, and in a revision of the laws regulating contempt of court. Farb has continued to help draft numerous criminal law and procedure statutes over the years.



L. Poindexter Watts, above left; Douglas Gill, above; Robert Farb, left



Ben Loeb



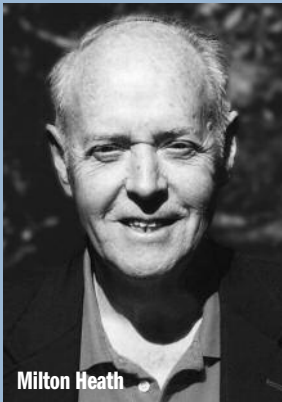
Governor Terry Sanford addresses the General Assembly in 1961.

Ben Loeb served for more than twenty years as the legal staff for legislative study committees and commissions that rewrote the state's alcoholic beverage control and motor vehicle laws. Loeb also drafted North Carolina's first seat-belt bill.

Mason Thomas provided substantial counsel, advice, and drafting assistance in the area of juvenile law to legislative committees, including the Juvenile Code Revision Committee that revised the code in 1979. When a major review and rewrite of that law was undertaken in 1997, **Janet Mason** served as a resource to the staff of the Governor's Commission on Juvenile Crime and Justice and as a facilitator of one of the four advisory committees that helped develop the commission's recommendations.



Philip Green drafted more than one hundred bills enacted by the General Assembly, including the State Stream Sanitation Act and the state's planning and development control-enabling legislation, which was adopted for municipalities in 1971 and counties in 1973. This legislation authorized local governments to zone, enforce the State Building Code, adopt subdivision regulations, and engage in a wide range of planning and regulatory activities. Green and **Milton Heath** researched and drafted legislation that resulted in passage of the Surface Mining Act of 1971 and the Coastal Area Management Act of 1974, among others.



Heath served as legal counsel to the House and Senate standing committees that generated most of North Carolina's environmental legislation from 1967 to 1983. At Governor Daniel K. Moore's request, he initiated the Institute's two-day legislative orientation conference in 1966, which was repeated under his direction in 1968 and in 1970. **Aimee Wall** currently directs the orientation conference.

George Hyndman Esser Jr.— North Carolina's Father of Community Development

It has been said that every man is trying either to live up to his father's expectations or to make up for his father's mistakes. Characteristically distinctive, George Hyndman Esser Jr. gave credit to his stepmother for his particular life "malady"—an unrelenting itch to improve the plight of others. That trait defined Esser's life choices and resulted in a remarkable legacy of physical, economic, and social development.

I first met Esser in 1995. I had recently joined the faculty of the Institute of Government and had begun to explore the fanciful notion of making community development one of my fields of work. Almost every person with whom I shared this idea encouraged me to talk to Esser. The reasons were varied, but the course of action suggested was consistent.

Notwithstanding the strength of the chorus, I can take no credit for coming to know Esser. I had neither the good judgment nor the nerve to call him.

Fortunately, Esser heard of my aspirations, and he called me. From that moment he became a quiet but consistent force of support for me. With each encounter, whether in person, by phone, or by way of an overly generous note for some minimal accomplishment, Esser offered kindness and wisdom. Of greater significance, with each encounter I had one more opportunity to know him: the man, the work, the legacy.

The Man

Esser's early years had a profound effect on the direction his life would take. Born in western Virginia on August 6, 1921, he was raised with an unusual perspective on the South: his family fought on both sides of the Civil

Joseph Ferrell, David Lawrence, and others provided work for local government study commissions in 1969, 1971, and 1973 that led to statute revisions and consolidations of city and county laws and local finance laws. The study commissions revised basic laws for cities, counties, and local government finance (today G.S. Chapters 153A, 159, and 160A). Ferrell, Lawrence, and others also were involved in revisions of Article V of the state constitution in cooperation with the Constitutional Commission.



David Lawrence

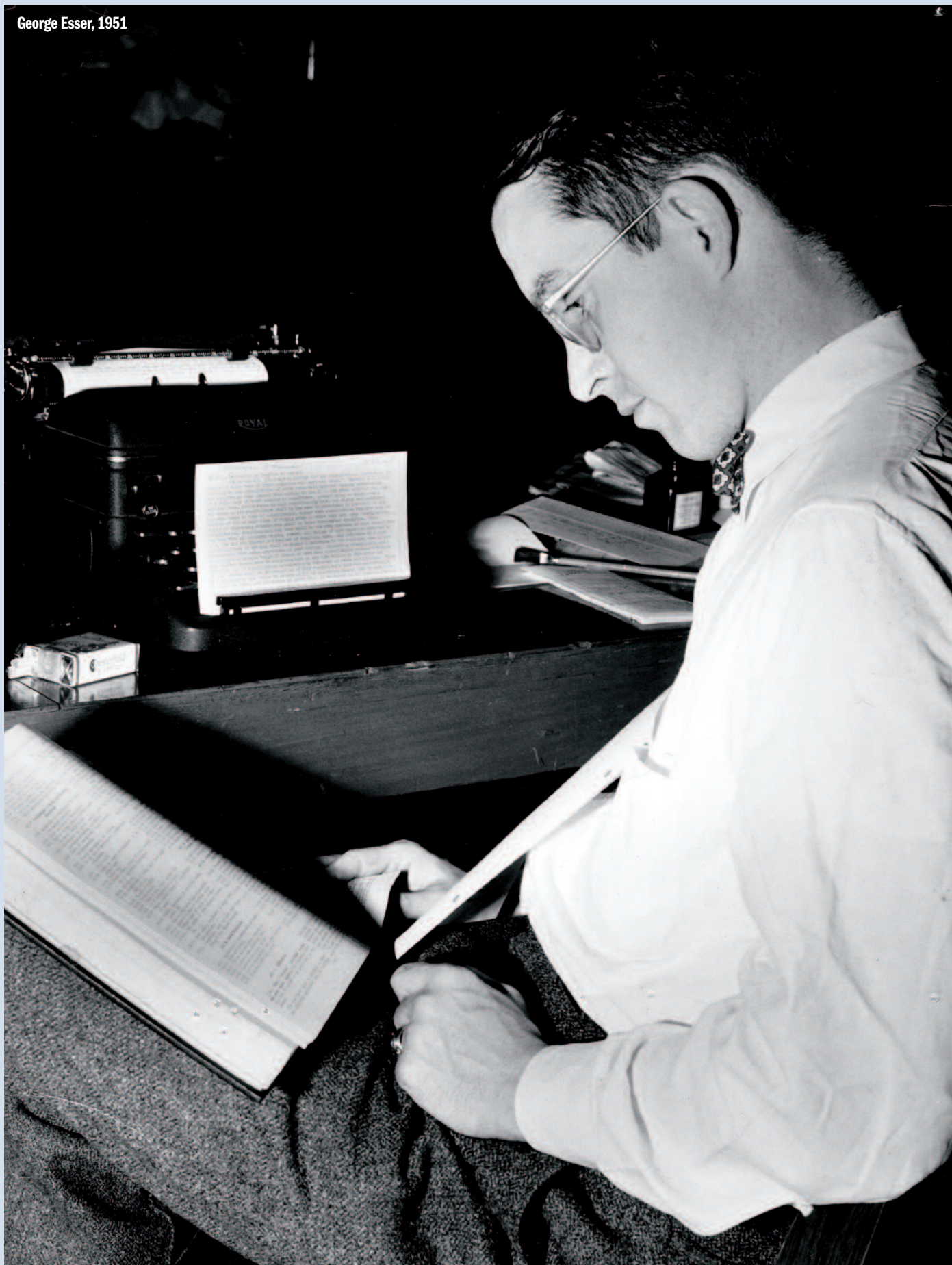
In 1978 and 1979, consulting by **David Lawrence** for the Open Meetings Study Commission resulted in new legislation.

John Rubin was involved in the 1999 Legislative Study Commission, which resulted in passage of the Indigent Defense Services Act and creation of the Office of Indigent Defense Services (IDS) in 2000. He and **Alyson Grine** design and implement indigent defense education programs for the state of North Carolina.



John Rubin

George Esser, 1951



War. This dual viewpoint later allowed him confidently to laud the potential of the region while comfortably and simultaneously lamenting its problems.

The son of George Hyndman Esser and Mary Cary Taylor Esser (who died when he was two years old), young George also experienced both sides of poverty. When his father and grandfather's coal mine went bankrupt in the 1920s, the Essers' relatively comfortable lifestyle became a hand-to-mouth existence for about five years. From this experience, and through the thoughtful guidance of his stepmother (Martha Taylor Esser), Esser came to appreciate the precariousness of life and the benefits of communal values.

Esser was valedictorian of his Norton, Virginia, high school class in 1938. On graduation, he attended Virginia Military Institute and majored in chemistry. He graduated with honors in 1942 and joined the army as a second lieutenant. After his release as a major in March 1946, Esser entered law school at Harvard University.

The Work

Sometimes hawkish in his rhetoric but almost always seeming to prefer the softer side of persuasion, Esser's most famous work is undoubtedly his service as executive director of the North Carolina Fund. However, his lasting contributions to the civic fabric of North Carolina began before and extended far beyond the Fund's five-year existence.

The founder and then the first director of the Institute, Albert Coates, recruited Esser to the Tar Heel State in 1948. According to Esser, it was an easy sell. The prospect of working in academia to improve governments' capacity to reach their potential was irresistible.

Esser's career at the Institute began with a focus on city governments, most of which he described as then being in their infancy. Esser relished the years he spent addressing the organizational development of cities. As he readily admitted to me, however, his interests were broad, and his fields of work expanded accordingly. By the end of his tenure at the Institute, Esser had developed signif-

icant expertise in municipal law, inter-governmental relations, and government organization and structure. He also had become known for his work in what was then called "urban growth and development." Today the field is referred to as "community development."

Esser's tremendous efforts at the Institute did not go unnoticed. He is given credit for establishing the Institute's hallmark Municipal Administration course. He also is given credit for supporting the development of the state's still-model annexation law, which was produced when Esser served as senior Institute staff member to a General Assembly Study Commission on Municipal Government in 1958–59. In the 1950s, Esser also undertook a major study of urban growth in the Greensboro region. This study and others became the basis for a series of articles collectively titled "Urban Growth and Municipal Services." First published in *Popular Government*, the articles won the inaugural Furin-Colnon Award from the National Municipal League. The award cited Esser's contribution, true to form, "to the solution of problems of urban and metropolitan areas."

At the request of Governor Terry Sanford, Esser left the Institute in 1963 to direct the North Carolina Fund. The Fund's ambitious goals, as stated in its articles of incorporation, were

- (1) *to study the problems involved in improving the education, economic opportunities, living environment and general welfare of North Carolinians;*
- (2) *to make and recommend grants for research, pilot, experimental and other projects toward the solution of such problems; to make available professional staff services to private and public agencies seeking solutions to such problems;*
- (3) *to encourage cooperative state and community action in devising such solutions; and*
- (4) *to encourage wise use of public and philanthropic funds devoted to any of these purposes.*

The Fund also aimed to improve race relations in North Carolina, though this goal was not mentioned in the articles of incorporation.

The Fund lasted for five years. Esser went on to work with several regional and national organizations. Through his affiliation with the Local Initiatives Support Corporation, he developed a process to train staff of community action agencies in eastern North Carolina to engage in housing development projects. This program marked the birth of North Carolina's community development corporations.

The Legacy

I recall watching Esser, ever spirited, wistfully give an account of his life's hopes, successes, and frustrations. It was an exceedingly powerful moment. He spoke fondly and proudly of the Fund's legacies, and he had reason to be proud. The Fund had ties to the leaders of several prominent community development organizations. Esser continued to work with some of these organizations well into the 1990s. Perhaps more important, the Fund undoubtedly created an environment in North Carolina that continues to foster a high number of successful nonprofits.

It is incredible, therefore, that Esser's confidence in North Carolina's current community development infrastructure was not isolated to the nonprofit sector. To the contrary, Esser spoke with great certainty about the function and the capacity of local governments in North Carolina to direct community development efforts. He believed that cities and counties were particularly poised to partner with nonprofits to transform economically distressed communities. Esser relished his role in laying the groundwork for this circumstance while at the Institute.

Esser died on November 5, 2006. For almost forty years, he embodied and inspired a community development agenda for North Carolina. We are indebted to him.

—Anita R. Brown-Graham