

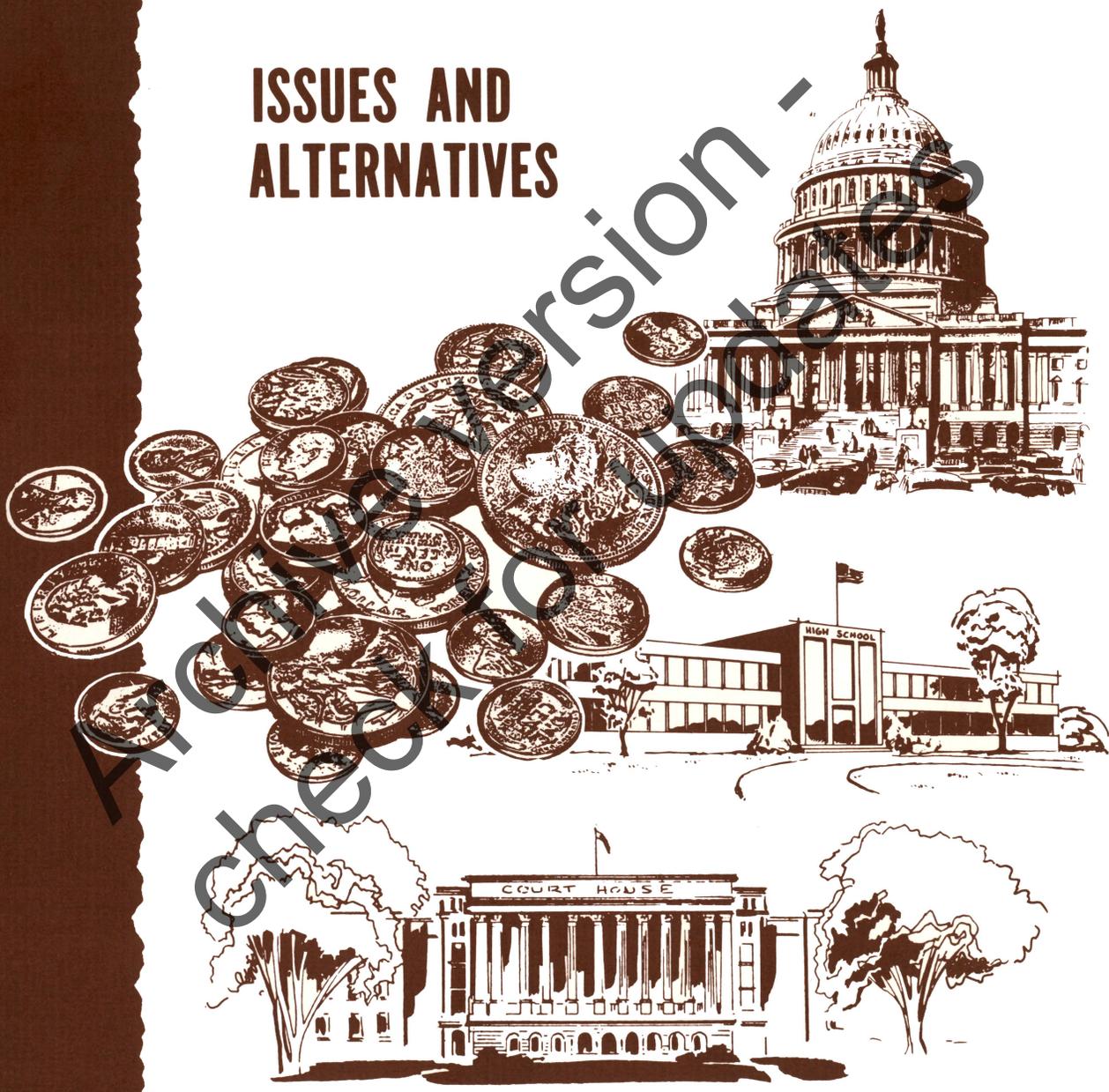
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PROVIDING PUBLIC SERVICES

...in Missouri

ISSUES AND ALTERNATIVES



Alternatives for County Government Organization

State and local governments throughout the nation face financial crisis. As President Nixon said in his 1971 State of the Union Message: "The financial squeeze on state and local government is acute and shows no sign of becoming less painful."

This situation is no less acute in Missouri. Our most pressing problem is finding more efficient and effective methods of providing needed public facilities and services. The problem will grow in magnitude with continued change in population, inflation, and demands for services unless alternative methods of dealing with it are understood and applied.

This can best be accomplished by public study and discussion of the issues and alternatives. The University of Missouri is committed to such public affairs education. As the State University, it must help the citizens of Missouri to better understand and deal with critical issues. The University can provide facts and present alternatives for consideration. *But only the people of Missouri can or should decide what to do about public issues.*

This education program is the result of two years of preparation by the University. It is designed to help you to better understand and deal with the critical problem of meeting the growing demands upon government.



C. Brice Ratchford, President
University of Missouri

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Alternatives for County Government Organization

*Eugene Reeves
Director of Law Extension*

Changing times require periodic reevaluation of the effectiveness of our forms of government and making change where change is appropriate.

Some basic information and limited suggestions are supplied in this publication on alternative methods of organizing county government in Missouri.

Number of Government Units

Missouri has been the subject of considerable criticism for having too many governmental units. The Federal Census Bureau reported 2,917 such units in Missouri in 1967. Among these are 444 road districts representing 57 percent of all road districts in the nation. Twenty-four counties maintain the township form of government in which 344 townships have 1700 full or part-time employees.

Special districts have proliferated largely because of ease of organization and the problem of tax limitations imposed on cities and counties by our constitution and statutes. For instance, there are road districts, library districts, levy districts, drainage districts, flood control

districts, housing authority districts, hospital districts, sewage districts and fire protection districts.

Efforts to Reduce the Number of Units

The number of school districts has been substantially reduced by consolidation, but attempts to abolish the township form of government have been unsuccessful.

Under the township organization, officers consist of: 1, A three-member board made up of two board members and a trustee (who also serves as township treasurer); 2, clerk-assessor; and 3, a collector.

It has been suggested that from \$15,000 to \$30,000 per county could be saved annually by converting to the straight county form from the township form of government.

Broad Changes Available to Counties

Consolidation of Counties

Missouri, with 114 counties, ranks fourth in the nation in the number of counties, and a majority of its rural counties are continually losing population.

Under Section 3, Article VI of the Missouri Constitution, two or more counties by vote of a majority of the electors in each county may now consolidate. None have utilized this enabling legislation allowing consolidation of area.

The County Charter

A constitution amendment allowing any county to adopt a county charter is now authorized by Article VI of

the Constitution of Missouri in counties having more than 85,000 inhabitants. It allows inhabitants to frame, adopt, and amend a charter for their own government.

Section 18 (b) of Article VI of the Missouri Constitution requires such a county charter to provide for its amendment, for the form of the county government, the number, kinds, manner of selection, terms of office, and salaries of the county officers, and for the exercise of all powers and duties of counties and county officers prescribed by the constitution and laws of the state.

Section 18 (c) states: The charter may provide for the vesting and exercise of legislative power pertaining to any and all services and functions of any municipality or political subdivision, except school districts, in the part of

the county outside incorporated cities; and it may provide or authorize its governing body to provide the terms upon which the county may contract with any municipality or political subdivision in the county and perform any of the services and functions of any such municipality or political subdivision.

The charter may provide for the vesting and exercise of legislative power pertaining to any and all services and functions of any municipality or political subdivision, except school districts, throughout the entire county within as well as outside incorporated municipalities; any such charter provision shall set forth the limits within which the municipalities may exercise the same power collaterally and coextensively. When such a proposition is submitted to the voters of the County the ballot shall contain a clear definition of the power, function or service to be performed and the method by which it will be financed.

Jackson and St. Louis Counties have adopted a County Charter. Bills have been introduced in the Missouri Legislature calling for a reduction of the minimum county population eligible for a constitutional charter.

County Planning, Zoning, and Recreation

In 1965, the General Assembly granted to all counties the opportunity for orderly long range planning and zoning. This legislation allows establishment of commissions, after a favorable vote of citizens, vested with the responsibility of developing Master Plans to conserve the natural resources of the county, to insure efficient expenditure of public funds, and to promote the health, safety, convenience, prosperity, and general welfare of the inhabitants.

Specifically, the Master Plan may include among other things studies and recommendations relative to the location, character, and extent of highways, railroads, bus, street car, and other transportation routes, bridges, public buildings, schools, parks, parkways, forests, wildlife refuges, dams, and projects affecting conservation of natural resources. County-wide zoning is authorized by vote of the people with the advantages flowing from space allocation for specific types of land use and other improvements. Roughly one-third of the counties have adopted and kept planning *or* planning and zoning commissions.

Lands may now be acquired by counties for recreational, cultural, and educational uses.

Past Efforts to Give Counties Consolidation Options

Section 9, Article XI, Constitution of Missouri, provides: "Alternative forms of county government for the counties of any particular class and the method of adoption thereof may be provided by law."

Although this section has given the legislature authority to provide all counties with alternative forms of government, Missouri's 107 rural counties have not been given statutory options by the legislature.

The 22 Class IV counties are continually troubled by increased costs—many required by the legislature through statutory salary increases for county officers. These rural counties have been experiencing declining populations and a static tax base which continually threatens their solvency. Even some of the 85 Class III counties have experienced financial problems grounded in these increasing costs associated with an inflexible governmental structure and little-changing tax base.

The offices of circuit clerk and recorder of deeds, as well as probate judge and magistrate judge are combined in most rural counties. Thus, the general structure of county offices to be supported is as follows: County court, consisting of three judges; county clerk; sheriff; assessor; treasurer; collector; superintendent of schools; prosecuting attorney; recorder of deeds-circuit clerk; probate judge-magistrate; coroner; surveyor; highway engineer; County Extension Council; juvenile officer; public administrator; and welfare or probation and parole officer. Some of the officers have deputies, clerks, or other assistants. Some of

the counties do not fill a few of these offices, while other counties have still others, such as public health nurse.

Three alternative forms of county government have been proposed in the past to give rural counties the option of centralizing performance of their governmental functions. Bills giving county electors an option to select one of these three alternatives have on two occasions been approved by the House of Representatives but not by the Senate.

The options provided by these proposals are:

Consolidated Offices Form

The duties of six county offices—clerk, assessor, treasurer, collector, circuit clerk and recorder—would be combined in the appointive office of county clerk. The county court, as now constituted, would appoint the county clerk and set his salary. The county clerk would engage the necessary clerical employees in such number and at such salaries as approved by the county court.

County Clerk Form

The duties of four offices—clerk, assessor, treasurer and collector—would be combined in the office of county clerk. The clerk would still be elected. He would employ necessary clerical help in his office, with the number of employees and their salary to be approved by the county court. The salary of the clerk would be set by the county court, and would be not less than the salary paid other clerks in

comparable counties as set by law, and no more than 50 percent higher than salaries of the other clerks. The salaries of his clerical help could not be more than three-fourths the salary of the clerk.

Commission Form

The duties of the clerk would be combined with those of the presiding judge, those of the assessor with those of one associate judge, and the duties of the collector and treasurer with those of the other associate judge. Clerical needs of county offices would be determined by the county court. The court would also set the salaries of clerical help and authorize their transfer among county offices as

deemed best for the most efficient performance of county business.

In all three of the foregoing alternative forms of county government, the office of public administrator would be abolished, and the probate judge would appoint qualified persons as needed to perform the functions of that office.

If enacted by the legislature, these three alternative forms of government would be available to the counties on a voluntary basis. Citizens could petition the county court to submit one of the forms at a general or special election, with a majority vote required for adoption. The form could be abandoned by the same process by which it was adopted.

Future Possibilities

In Connecticut the county as a unit of government has been largely abandoned. With such abandonment, such services now performed by county officeholders are delegated to a state agency. For instance, there could be an agency with statewide authority to administer the functions of the Recorder's office. Computers might keep records of such documents as deeds, marriage licenses, and mortgages. Another possibility would be a central agency of assessors

who would be subject to statewide assessment standards. Elimination of county autonomy seems to be beyond political possibility in Missouri's foreseeable future, but economic conditions may one day create conditions for such a change. However, Missouri is a much larger state than Connecticut and may continue to need some form of more localized structure.

Alternatives for County Office Organization

There are numerous proposals for alternatives to the organizational structure of specific county offices in Missouri.

With increased competition for tax dollars and resistance to increased taxes, changes that might reduce cost but retain efficiency or that may increase efficiency without materially altering current cost would seem to be worthy of consideration.

Any discussion of change encounters the natural resistance of local officeholders whose positions are threatened by proposals for change. The changes discussed here are not sweeping ones, but are limited enough to hold some possibility of enactment by the legislature.

The specific proposals relate to possible legislative changes in the manner of selection or organization of existing county offices. No effort is made to mention options under a charter form of county government.

County Court

The County Court consists of three persons, one being elected county-wide for four years and the other two being

elected from districts for two-year terms. The court's duties include auditing the recorder's accounts, determining the county tax rate, spending county funds, dividing townships into voting precincts, appointing election judges, maintaining county roads, maintaining other properties, paying for indigents sent to the state mental hospital, and, in some counties, operating health centers and leasing nursing homes.

Salaries of County Court judges vary from \$15,000 annually in First Class Counties to \$15.00 per day in counties with less than \$20,000,000 assessed valuation.

The term County Court is somewhat deceptive in that the court has only very limited judicial functions such as approval and disapproval of applications for incorporation or disincorporation of municipalities. The name is a holdover from early colonial structure when the county governing officers were justices of the peace and had judicial functions.

It is largely an administrative body as reflected in the specific duties outlined above.

Giving a county the option of adopting a *commission form* of government as previously discussed might be considered.

Perhaps change in name from *County Court* to *County Commissioners* might be considered in an effort to more accurately reflect the duties of the office.

Recorder of Deeds and Treasurer

The recorder of deeds is obligated to file and record legal instruments such as deeds, mortgages, deeds of trust, discharges from the armed services, plats, and marriage licenses.

He is elected to a four year term. The recorder's compensation is computed by adding the amounts contained in two statutory tables, one based on population and the other based on assessed valuation. The total amount varies from a minimum of \$4,900 in a county with a population less than 3,000 and assessed valuation of less than \$5,000,000 to a maximum of \$14,350 in a county with a population in excess of 450,001 and an assessed valuation in excess of \$275,000,000.

The treasurer as custodian of county funds is responsible for distribution of these funds on authorization by the County Court. His compensation varies by class of county and population and generally ranges from \$4,700 to \$12,000.

Because of the similar record keeping chores of the two offices, one officeholder might effectively perform the joint duties in counties of less than 30,000 population. Cost reduction might be expected to flow from this merger.

The Circuit Clerk

The Circuit Clerk maintains files and records of court proceedings and is involved in issuing subpoenas and summoning jury panels for trials.

The Circuit Clerk is elected to a four year term and is compensated in accordance with the same population and assessed valuation tables applicable to the Recorder, with the minimum being \$4,900 in those counties having the least population and assessed valuation to a salary of \$14,350 in counties with the largest population and highest assessed valuation.

Should the office of Circuit Clerk be appointive rather than elective? Several years ago, a Committee to Review the Missouri Judicial System considered the possibility of submitting such a proposition, as well as other proposals for change, to the voters in a constitutional amendment. However, too many controversial items were probably included in the package and with political opposition in the legislature and generally across the state, it did not reach the ballot for voter consideration.

An argument advanced for appointment of the Clerk by the Circuit Judge is that it would tend to improve the working relationship between the Circuit Judge and Circuit Clerk. The clerk's duties are largely ministerial and subject to the orders of the Circuit Judge. Supporters of appointment thus contend that the clerk should be subject to appointment and should serve at the pleasure of the

Circuit Judge. Magistrates and Probate Judges are currently empowered to select clerks.

Beyond the possible political opposition of elected Circuit Clerks lies an argument against appointment. It is rooted in the philosophy favoring selection of local officeholders by direct vote of local people. The apparent rebuttal to this position lies in the contention that this office is largely ministerial within the supervision of the Circuit Judge, who in rural Missouri is elected, and that the judge would be held accountable at the polls for any misdeeds of his clerk.

County Clerk

The County Clerk prepares the county budget in Class III and Class IV Counties, keeps the county books and voter registration lists, and makes up the tax books on information from the Assessor and delivers them to the Collector. He arranges for details of county elections and records salaries and fees of the county officers for delivery to the Secretary of State.

He is elected to a four year term and his compensation is computed from tables based on population and assessed valuation progressing from \$5,450 in a county with a population of less than 4,000 and a valuation of less than \$10,000,000 to a salary of \$11,750 in a county with a population of more than 50,000 and an assessed valuation of more than \$90,000,000. Missouri's 76th General Assembly (1971) increased this salary scale for County Clerks of second, third, and fourth class counties by \$1,500.

Should the County Clerk be appointed by the County Court and not elected? Again, we face the same sort of suggestions favoring appointment as were mentioned when this issue developed in the Circuit Court Clerk discussion; that is, we find the belief advanced that the County Clerk should be hired by and serve at the pleasure of the County Court because he is performing ministerial functions for the County Court. In opposition to this position will be found contentions that the County Clerk should be independent of the County Court, serving at the pleasure of the voters, thus counterbalancing possible misconduct by the County Court.

If he is appointed, discretion might be granted the County Court in fixing the salary of the County Clerk.

Collector

The Collector is elected to a four year term and is responsible for collecting the current and delinquent taxes as listed in the tax books given to him by the County Clerk.

Should the office of County Collector be a fee office or a salaried office? The office of County Collector in Class III counties is usually regarded as the most lucrative county office after that of Circuit Judge. He is compensated annually under the fee system by complicated formulas set forth by statute. Office expenses must be paid by these Collectors out of their fees. Their income is governed by the variety of taxes and assessed valuation. In many Class III counties, the Collector earns from \$20,000 to \$25,000 per annum or more. In Class I and II counties the collector receives a

salary instead of fees. His salary now ranges from \$17,500 under certain conditions in Class I to \$10,000 in Class II counties.

Unfavorable light has been cast on the fee concept because the system with its complexities in computing fees tends to generate conflict in interpreting fee statutes between the officeholder and his county. The opposing position is that the Collector is more zealous in collection of taxes if he gets a percentage of the collections.

Assessor

The County Assessor annually values real and tangible personal property to which value the County Clerk applies the tax rate and in turn delivers these tax books to the County Collector who receives the taxes.

The assessor is elected to a four year term and is compensated by a salary of \$12,500 in Class I counties and \$10,000 in Class II counties. In third and fourth class counties he is paid by fees based on the number of entries made.

As can readily be seen, the Assessor has direct discretionary impact on the pocketbook of each taxpayer in the county. Only the law enforcement officials have equal discretion. Even though values are highly subjective and procedures for equalization are available, most citizens rely on the initial assessment of their local Assessor.

Because the books maintained by the Assessor and Collector are of a similar nature, that is, valuing property and collecting the taxes thereon, the offices might well be combined in some smaller counties.

Prosecuting Attorney

The Prosecuting Attorney initiates charges against persons accused of crimes and gives legal advice to county officers on request.

His compensation varies from approximately \$2,100 to \$9,000 in Third and Fourth Class Counties. In Second Class Counties, his salary is about \$10,000 per year, but will become \$14,000 January 1, 1973. In First Class Counties, he is required to devote full time to his office and is prohibited from engaging in the practice of law which is permitted in Second, Third and Fourth Class Counties. In First Class Counties without the charter form of government, his salary is fixed at \$15,000.

In the City of St. Louis, the Circuit Attorney prosecutes felony cases and the Prosecuting Attorney misdemeanor cases. The Circuit Attorney receives \$22,500 annually and the Prosecuting Attorney \$20,000.

Should the office of county prosecuting attorney be abolished and the office of circuit or district prosecuting attorney be established in smaller counties?

Many states utilize the circuit or district prosecuting attorney system. In Missouri each county has its own prosecutor. Some practical advantages for rural counties would flow from conversion to a circuit system. A critical shortage of lawyers in the less populated rural counties causes a periodic problem when a vacancy occurs in the prosecutor's office. A higher salary would be justified for a district or circuit prosecutor. Also, more lawyers could be

found in a larger area. Where the need for local assistants exists, assistants or deputies could be appointed to handle cases on a part-time basis.

On the other hand, some feel that a circuit system would involve too much sacrifice of control by local voters. In response to this position it can be said that the prosecutor should not take local politics into consideration in performing the duties of his office. Here we find the usual arguments of greater efficiency when the officeholder has a broader base of support allied against the arguments favoring local control and answerability to the local electorate.

Great power is lodged in the prosecutor. Grand juries are rarely called by Circuit Judges in rural Missouri. In the absence of a grand jury, the power to prosecute or not to prosecute rests totally in the hands of the prosecutor.

Regarding efficiency, the value of having the man with the power on hand locally could be expected to be advanced as an argument against the district system. Disputing this might be those who say that one of the prime arguments for change is the shortage of local lawyers to fill the office.

Circuit Court Judge

The Circuit Court Judge is the circuit judicial officer with general jurisdiction over civil cases and exclusive jurisdiction over criminal felony cases.

There are 43 judicial circuits containing from one to five counties whose judges receive a salary of \$23,000. Some circuits in more populated areas have more than one judge.

The current issue in this office pits election against appointment (with semi-permanent tenure). In non-metropolitan areas Circuit Judges are elected for a six year term. The question is whether the "Nonpartisan Court Plan," now applicable to our appellate court system and the Circuit Judges of Kansas City, St. Louis, and St. Louis County, would be extended into the rural areas. Briefly, the "Nonpartisan Court Plan" consists of committee recommendations of several persons for eligibility to a vacant seat and gubernatorial selection of one who will then fill it subject to approval or rejection of the judge by voters at regular intervals.

Those favoring extension of the Nonpartisan Plan to rural Missouri contend that it removes the judiciary from politics and allows the judge freedom to exercise independent judgment without regard to political consequences. On the other hand, those favoring retention of the rural elective system believe that citizens of rural areas are more likely to be able to pass judgment on the qualifications of their Circuit Judge than the citizens of metropolitan areas, and that a single Circuit Judge having multi-county jurisdiction has more practical individual power than does a judge serving with a number of other judges in metropolitan area. In a multi-judge circuit, the judicial power is divided.

It really boils down to a question of how much local control is appropriate and proper. It would seem that any change here would not involve the question of cost, but of the best system for the people. It's possible that there is

enough disparity between the metropolitan and rural life styles to have an effect on the judicial selection process.

Magistrate Judge, Probate Judge, and Municipal Judge

The Special Study Committee on courts mentioned previously, which recommended that the Circuit Court Clerk be appointed instead of elected, recommended creation of the Office of District Judge. It was proposed that the District Judge assume the duties now performed by the Magistrate Judge, Probate Judge, and Municipal Court Judge and that the District Judge perform these duties within an assigned geographical area, the boundaries to be governed by the population contained therein. At present, the Magistrate Court's jurisdiction embraces criminal misdemeanor prosecutions and civil actions where the amount in controversy is less than \$2,000. The Probate Court's jurisdiction extends to supervision of administration of estates of dead persons, minors, and incompetents. Prosecutions for violation of municipal ordinances fall within the authority of Municipal Courts.

Magistrates receive a salary based on population and valuation ranging from \$10,600 for magistrates in counties with a population under 15,000 and an assessed valuation under \$11,000,000 to \$13,000 in counties with a population from 75,001 to 400,000 and an assessed valuation over \$26,000,000. In First Class Counties and in the City of St. Louis, the salary is fixed at \$13,800 per annum. In First Class Charter Counties and in first class counties having not less than 600,000 inhabitants, additional compensation of \$3,600 per annum is provided.

Probate Judges receive a salary of \$10,600 to \$24,000 depending on population, assessed valuation, and class of county.

Salaries of Municipal Court Judges are set locally by ordinance.

In view of the fact that the public's most frequent court encounter comes at the lower level, this committee felt that qualifications to sit should equal those now imposed on the higher courts. Small problems treated unjustly cause disrespect for the whole system. The recommendation for creating a District Court suggested that the District Judge receive a salary equal to that of Circuit Judge. This proposal was grounded on the theory that capable attorneys would be attracted to the job, thus improving the quality of justice.

A bill introduced in the 1971 General Assembly would allow municipalities to employ a municipal judge *who is not a local resident*. This means that small communities could employ an attorney who would act as a sort of circuit municipal judge. He would hold court in particular communities at preset times with his compensation to be commensurate with the time involved in discharging the duties of the office. This bill would give a small community an opportunity to employ a qualified municipal judge, which is proving difficult without such enabling legislation.

Sheriff

The principal county law enforcement officer is the Sheriff. His duties include service of all civil process and

maintenance of the county jail. He summonses jurors for trials, serves subpoenas and frequently conducts judicial sales under execution or other order of the Circuit Court.

Since October 13, 1969, all Sheriffs in Missouri have been compensated by salary rather than fees. His salary is \$15,000 in some Class III counties, \$12,500 in Class I and will range down to \$7,500 in fourth class counties with less than 7,500 population.

Most changes suggested for the Sheriff's office involve recommendations for improvement of the detention facilities. Inadequate jail facilities abound in the state. The \$1.10 per day per person limitation for feeding prisoners in First and Second Class Counties is considered an unrealistic limitation. One solution might involve regional or district detention centers for persons being held very long.

Coroner

The Coroner is responsible for conducting "inquests" into suspicious deaths. Missouri does not require the Coroner to be a physician and, in some rural counties, undertakers fill the office of coroner. The purpose of a Coroner's inquest is to determine whether the death was accidental or of criminal origin, but in rural counties they are infrequently held.

Coroners are compensated by salary which varies from \$10,500 in the city of St. Louis, to \$120.00 in Fourth Class Counties with less than 10,000 population.

Effectiveness might be improved by requiring an examination of the body by a qualified medical examiner with adequate facilities to investigate the cause of death. For instance, in our large cities pathologists frequently serve as coroner. Perhaps a state medical examiner with regional deputies might be considered. However, such a proposal was defeated by the General Assembly in 1965.

Public Administrator

The Public Administrator acts as guardian of persons and property where no other suitable person is available. He also acts as administrator of estates where suitable and properly qualified relatives are unable or unwilling to serve.

He is compensated by allowance to him of the usual fees allowable to other executors, administrators, and guardians. In the less populated counties, candidates are often difficult to find for the office of Public Administrator because there are so few estates calling for his services. This office could be converted to a regional or district office so that there would be enough need for his services to attract a person fully qualified to fulfill the strict obligations imposed upon an administrator or guardian of an estate.

Superintendent of Public Schools

This elective office has largely lost its utility because of rapid reorganization and consolidation of school districts. Reorganized and consolidated school districts normally have their own superintendents, and only schools without a superintendent of their own are supervised by the County Superintendent of Schools.

An economy measure was enacted by the General Assembly in 1965 which abolishes the office in counties where the office was vacant on January 16, 1965. It also provides for voter approval of its abolition in counties where the superintendent has few duties.

It is envisioned that these statutory provisions will eventually result in total elimination of the office of superintendent of public schools.

County Surveyor

On request, the County Surveyor is obligated to perform surveys on any tract of land or town lot lying in his county provided his fee is first tendered.

The office of County Surveyor is totally a fee office and does not require expenditures of county funds by the County Court. For this reason, virtually no controversy has grown up around the existence or functioning of the office.

County Auditor

Only Class I and Class II counties have County Auditors. County officeholders in Class III and Class IV counties are audited by the State Auditor.

In Class I counties, the County Auditor's salary is fixed by the County Court, and in Class II counties, his salary is fixed by the legislature at \$8,000 per annum.

In Class I counties, he is appointed by the County Court and in Class II counties he is elected by the people. In those counties having a county auditor, he supervises the accounting system, approves payments from county funds, and participates in preparing the county budget. It

has been suggested that a private auditing firm might perform some of these duties on a fee basis.

Highway Engineer

In Class I counties, the offices of Surveyor and Engineer are combined and filled by election. In counties of Class II, III and IV, the County Engineer is appointed by the County Court, if the County Court in its discretion concludes that the position should be filled.

In Class I counties, his salary is fixed at \$12,000 per annum. In counties of the Second Class, the County Highway Engineer may receive a salary of \$7,500 and his salary is fixed by the County Court not to exceed \$6,000 in Third Class Counties and \$4,800 in Fourth Class Counties.

County Counselor

The office of County Counselor exists only in Class I counties. He acts as civil counsel for the County Court and is in charge of civil litigation involving the county.

The salary of the County Counselor is fixed by statute at \$12,000 per annum.

Although statutes impose on the Prosecuting Attorney the duty to act as advisor to the County Court in Class II, III and IV counties, some counties in which the prosecutor has a burdensome criminal caseload obtain advice from the attorney employed by the special districts—such as drainage districts—under supervision of the County Court. Perhaps legislation to enable counties to employ part-time legal advice would be more appropriate.

This publication is one of six reference documents prepared for the educational program on *Providing Public Services in Missouri—Issues and Alternatives*. The educational program of which this publication is a part was developed by a UMC interdepartmental committee co-chaired by Professors Clarence Klingner and Bryan Phifer. The six publications in the series are:

1. *Stresses on Local Government*
2. *Political Culture of Missouri*
3. *Trends in State and Local Government Finance in Missouri 1960-68*
4. *Some Basic Principles of Public Financing*
5. *Alternatives for County Government Organization*
6. *Alternatives for Providing Public Facilities and Services*

These basic reference documents supplement the study-discussion leaflets prepared for the educational program. They are intended for use by group discussion leaders and for those who want more information than provided in the discussion leaflets.



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