

ANNUAL REPORT 1974~75

**MUNICIPAL TECHNICAL
ADVISORY SERVICE**

THE UNIVERSITY OF TENNESSEE

Edward J. Boling, President

Charles E. Smith, Vice President for Public Service

A.B. Biscoe, Jr., Associate Vice President for Public Service

INSTITUTE FOR PUBLIC SERVICE

Robert S. Hutchison, Executive Director

Leonard R. Rogers, Assistant Director

MUNICIPAL TECHNICAL ADVISORY SERVICE

Victor C. Hobday, Executive Director

TENNESSEE MUNICIPAL LEAGUE

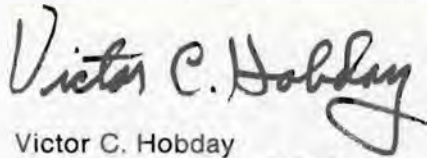
Herbert J. Bingham, Executive Director

MTAS, a unit of The University of Tennessee's Institute for Public Service, is operated in cooperation with the Tennessee Municipal League.

Photographs by UT Photographic Service. Park scale model courtesy of Community Design Center.

ALWAYS AT YOUR SERVICE

In the year ending June 30, 1975, the staff of the Municipal Technical Advisory Service completed work on 622 projects, made 2,107 field visits to cities, responded to 711 reference questions, provided 239 ordinances and 1,548 other materials, and answered an uncounted number of inquiries and questions from municipal officials. Total expenditures for regular programs (excluding the HUD-TML-MTAS community development program) approximated \$765,000. The sources of funds were: cities' share of state sales tax distribution \$339,000; State General Fund appropriation \$288,000; federal grants \$84,000; and reserve \$54,000. In this report on MTAS' 26th year of operations we have included descriptions of typical projects which hopefully will give the reader a picture of the kind of work done by our staff. We continue to say, as we have said over the years to municipal officials: "We are always at your service."

A handwritten signature in dark ink, reading "Victor C. Hobday". The signature is fluid and cursive, with the first name "Victor" being the most prominent.

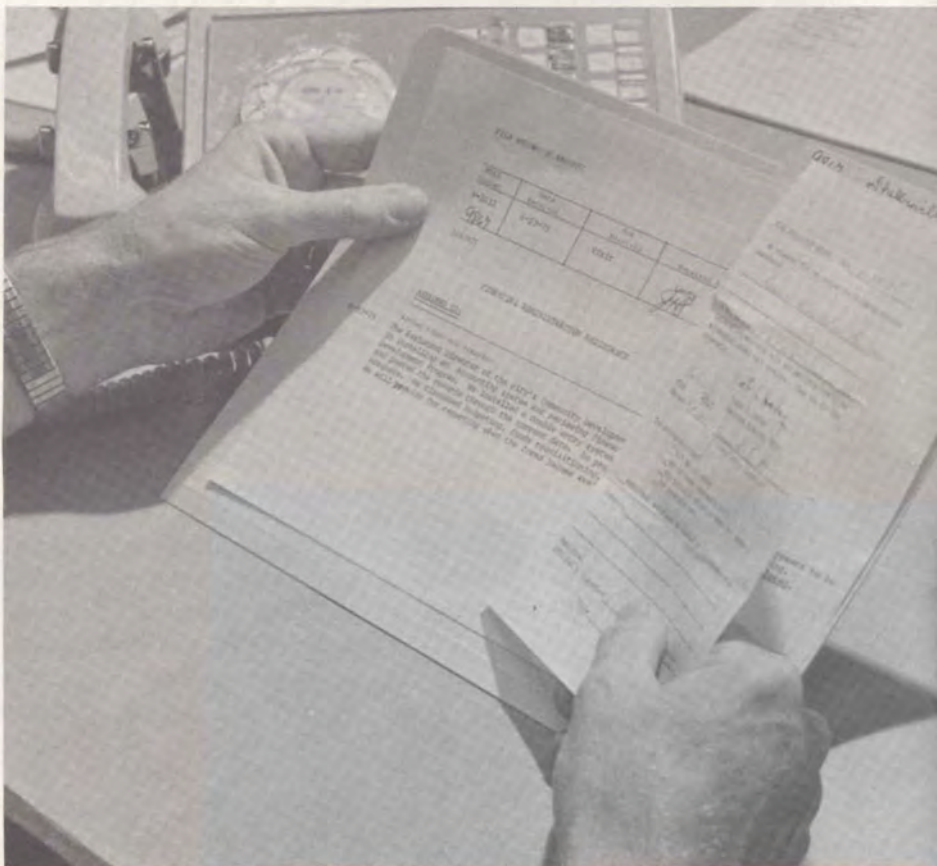
Victor C. Hobday
Executive Director, MTAS

"The technical nature of the subject matter required assistance from people that are qualified and have a knowledge of the problem (amendments to OSHA program). We appreciate the help."

City Recorder, Middle Tennessee

"MTAS always responds quickly and always fully meets our needs."

City Clerk, City under 1,000



HOW WE'RE ORGANIZED

For administrative purposes MTAS is a part of the University of Tennessee's Institute for Public Service. Its program is under the management of Executive Director Victor C. Hobday and Assistant Director Jerome P. Hartman. An advisory council, composed of representatives of related UT agencies and the Tennessee Municipal League, is constituted for consultation on policy matters.

As directed in the statutes creating MTAS, the program is conducted in cooperation with the Tennessee Municipal League, and service to the League, as the organization of the state's cities, is an important part of MTAS' program—38 requests from TML were handled in 1974-75. The Consultant on Intergovernmental Affairs, Robert A. Lovelace, is responsible for liaison and handles many of TML's requests.

VICTOR C. HOBDAY

B.S., M.S. in P.A., Ph.D.

Executive Director since 1952

City manager of two cities, 4 years

Admin. Asst., Ky. Dept. of Revenue, 2 years

JEROME P. HARTMAN

B.S., M.P.A.

Assistant Director since 1974

MTAS District Consultant, 6 years

City manager, three cities, 7 years

Other municipal executive posts, two cities, 2 years

ROBERT A. LOVELACE

B.A., M.P.A.

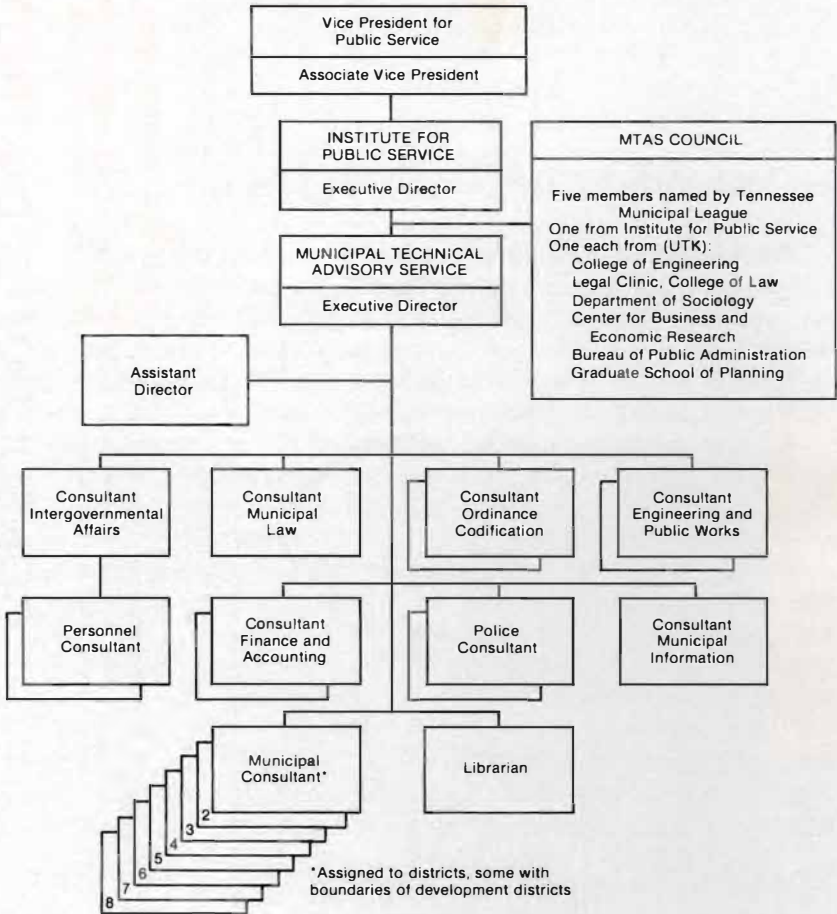
MTAS Management Consultant, 1955-60 and Intergovernmental Affairs Consultant since 1961

Assistant City Manager, two cities, 2 years

City manager, two cities, 5 years

Exec. Sec., Maryland County Commissioners Assn., 1 year

**THE UNIVERSITY OF TENNESSEE
INSTITUTE FOR PUBLIC SERVICE
MUNICIPAL TECHNICAL ADVISORY SERVICE**



"Your municipal consultant's assistance has been superb. It is a distinct pleasure to work with him. He is johnny-on-the-spot when we need assistance. Thanks!"

Mayor, East Tennessee



THE DISTRICT CONSULTANTS

MTAS maintains a staff of "generalist" consultants to handle a wide range of assignments and to function as field representatives in contact with municipal officials. Near the end of the past year this staff was reduced from nine (one for each development district) to eight, by not filling one position following the resignation of one consultant—an action necessitated by a cut in MTAS' appropriation by the 1975 General Assembly. These eight district consultants are

Jack B. Arnold, William R. Bailey, Jack R. Brown, John P. Deppen, Lewis A. Gorham, Jr., John P. Griffin, E.W. Meisenhelder, and Thomas M. Sprowl. The 261 requests closed by these consultants in the 1974-75 fiscal year included:

- Drafting of two ordinances and an examination to assist Union City in administering its electrical, gas and plumbing codes.
- Assisting Milan in preparing an application for federal surplus land.
- Assistance to Millington in drafting an abbreviated fire prevention code and trash burning regulation.
- Preparation of employees' work schedules for Collierville to meet requirements of the Federal Fair Labor Standards Act.
- Analysis of the budget impact of wage and hour legislation on Dickson's fire department.
- Preparing a report of findings and recommendations on Goodlettsville's insurance program.
- Outlining alternative schedules for firemen in Johnson City.
- Working with Bluff City's recorder in developing a budget for 1975-76.
- Consolidating Decatur's insurance coverage into two policies and preparing specifications for bidding, resulting in a bid of \$3,682—an increase of \$144 in premium cost but including comprehensive general liability coverage (premium cost \$982) which had not previously been carried.
- Using model contract documents, assisted Friendsville in taking bids for replacement of a bridge washed out by a flood in 1974 and in securing a grant of \$62,500 from the Federal Disaster Assistance Administration.
- Development of specifications for consolidating Paris' insurance coverages for all city and utility operations which produced a low bid that will reduce the city's costs over three years by \$54,000 and provide better coverage.
- Provided several office layout plans for the recorder's office in Lafayette and assistance in modernizing the city's files and filing system.
- Drafted a charter amendment that was adopted to change the term of mayor in Shelbyville from two to four years.
- Prepared two resolutions and outlined steps required to be taken by Crab Orchard which resulted in construction by TVA to alleviate severe flooding conditions.



"I might repeat what I have stated earlier. Without the assistance of MTAS we would not be able to follow the letter of the law."

Mayor, Newly Incorporated Municipality

"Priority given on request is genuinely appreciated. Your comments will probably enable us to chart a navigable course."

Law Director, Large City

MUNICIPAL LAW

Two attorneys, Eugene Puett and Don W. Ownby, provided a wide range of legal services, including opinions involving interpretations of general laws and private acts and analysis of court opinions, and the drafting of legislative bills and municipal ordinances and resolutions. Written responses (letters, opinions, bill drafts, ordinance drafts, etc.) were provided on 69 requests, and many more questions were answered by telephone and in personal conversations.

Research in rules of the Federal Communications Commission was the basis of an opinion that Athens could continue for a limited period the fee payable under a CATV franchise—the holder had argued that FCC rules required an immediate lowering of the fee.

An opinion was furnished to Tullahoma outlining the legal basis for property tax exemption of an office building financed by bonds of an industrial development corporation.

EUGENE PUETT

B.S., M.S., J.D.

Municipal Law Consultant since 1955

Instructor in Economics, U.T., 5 years

Income Tax Examiner, Tenn. Dept. of Finance and Taxation, 2 years

DON W. OWNBY

J.D.

Ordinance Codification Consultant since 1957

Practicing attorney, 2 years

ORDINANCE CODIFICATION

Two attorneys, Will D. Swanner and Don W. Ownby, codified the ordinances of 15 cities and provided annual updating revisions of 25 codes of ordinances previously prepared.

An example of the former activity was the codification of Red Bank's ordinances to incorporate 174 ordinances adopted since the preceding codification in 1963; the cost to the city for 50 copies was \$541.85.

One of the updating revisions was for Covington, to incorporate relevant provisions of 34 ordinances adopted during the year, at a cost of \$20.79 (for 25 copies of the code).

WILL D. SWANNER

J.D.

Ordinance Codification Consultant since 1971

Knoxville Police Department (patrolman to inspector), 25 years

Knox County Probate Court Clerk and Master, 5 years

Special Agent, FBI, 2 years

Practicing attorney, 6 years

Part-time lecturer in business law, Univ. of Tenn., 13 years

"Real good job (code of ordinances). Will greatly simplify things."

City Recorder, Upper East Tennessee





"Work (on biennial progress report) was accomplished with highly professional skill and with a minimum amount of our time involved in the product."

Administrative Assistant, West Tennessee

PUBLIC RELATIONS

Jacqueline (Jackie) Kersh, Consultant on Municipal Information, completed work on 32 projects which included editing and layout of TENNESSEE TOWN & CITY (monthly magazine of the Tennessee Municipal League), providing information for use in local sales tax elections, and assisting officials in communicating with citizens concerning affairs of their respective cities.

Assistance to Savannah in issuing its first progress report included designing and writing the report, obtaining printers' estimates, art work, and checking the printer's proof.

Another project was preparation of a newsletter for the recently incorporated city of Mt. Juliet; as expressed by the vice-mayor, "People just aren't aware of what we're doing and we want them to know."

JACQUELINE KERSH

B.S. in Journalism

Municipal Information Consultant since 1968

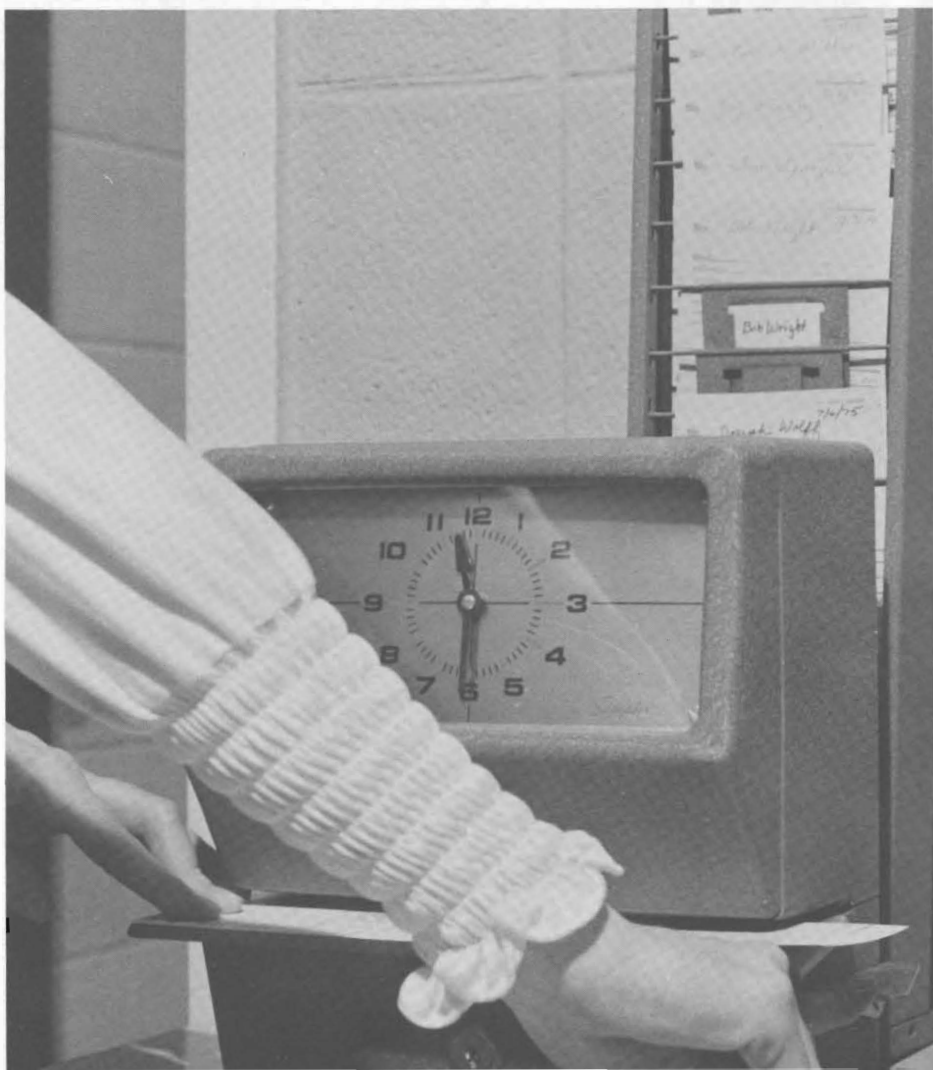
Major school system public relations director, 5 years

Editor, Florida Department of Education, 1 year

Other public relations positions, 3 years

Newspaper writing and editing positions, 7 years

"The assistance provided (in preparing employee handbook)
was outstanding in every respect."
Chairman, City Personnel Board, East Tennessee



PERSONNEL ADMINISTRATION

Two Personnel Consultants, John M. Crabtree, Jr., and Jeffrey W. Crawford, are available to assist in the design and implementation of modern personnel systems, including employee performance evaluation, installation of personnel records management systems, administration of affirmative action and manpower planning programs, conducting employee attitude surveys, and compilation of salary and fringe benefits data. This program is partially financed by a grant under the Federal Intergovernmental Personnel Act of 1970. Work completed on 42 projects in the 1974-75 fiscal year included:

- Preparation of an employee handbook for Springfield to fully inform all employees of the modern personnel system installed by that city.
- Preparation of an ordinance adopted by Shelbyville to establish a modern personnel system.
- Design of an employee evaluation system for Chattanooga and orientation of key personnel on its operation.
- An employee attitude survey for Bristol.

JOHN M. CRABTREE, JR.
B.S.

Personnel Consultant since 1972

Corporate personnel and sales experience, 6½ years

Director of State Public Services Division, 1 year

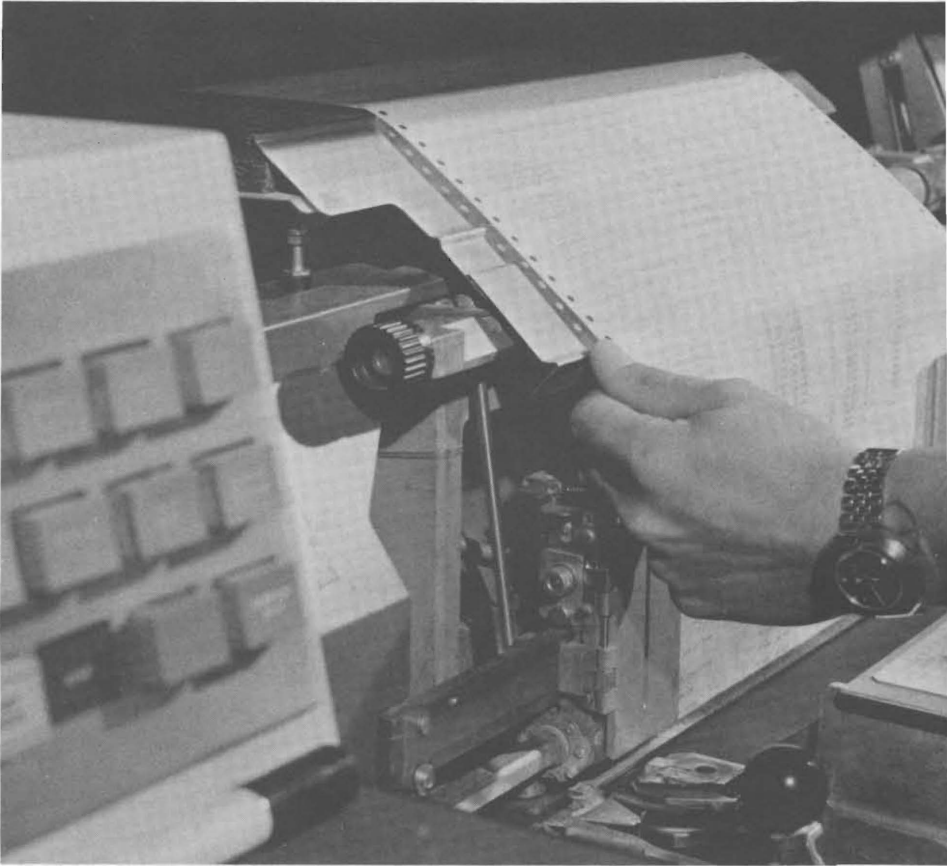
JEFFREY W. CRAWFORD
B.A.

Personnel Consultant since 1972

Personnel technician, one city, 3½ years

Personnel director, one city, 2½ years

Corporate sales and public relations experience, 2 years



"Service was great. Couldn't do without your finance consultant."

Secretary, City Under 800

FINANCE AND ACCOUNTING

Two consultants, W.K. (Ken) Joines and James H. Leuty, work in the area of accounting and finance. Typical services include improvements in accounting systems and procedures, installing budget systems, appraisal of sources of municipal revenue, recommending financial and debt management practices, and modernization of purchasing procedures; 67 projects were completed in 1974-75. Three of these projects were:

A new double-entry accounting system was installed in Whiteville that consolidated various funds and bank accounts, instituted daily cash reconciliation reports, and established monthly reconciliations of water and sewer billing and collections.

Bristol was assisted in reorganizing its financial management to provide for a finance department with a full-time head, computerization of the water and sewer customer accounting system, conversion to a bi-weekly computerized payroll, changes in the daily cash reporting procedure, revision of the chart of accounts, and drafting a form for monthly financial reporting.

A special project, undertaken for Mt. Juliet and Benton with assistance from TVA and utilizing computer resources of Columbia State Community College, can be of potential benefit to many small cities: a computer general ledger and budgetary accounting package that enables a municipal employee untrained in accounting to send simplified reports to the computer center, which then provides to the city computer printouts that contain the financial information normally generated by a modern accounting system.

W. K. (KEN) JOINES

B.S.

Finance & Accounting Consultant since 1970

Field Supervisor, State Dept. of Education, 4 years

County Auditor, State Comptroller's Office, 8 years

JAMES H. LEUTY

B.S.

Finance & Accounting Consultant since 1973

Director of Fiscal Management, State Dept. of Education, 4 years

Revenue agent, Federal IRS, 2½ years

Auditor and Audit Supervisor, State Comptroller's Office, 5 years

POLICE ADMINISTRATION

Assistance in the area of police administration and operations, by Consultants Joe A. Fitzgerald and Garland Musick, financed by a grant from the Tennessee Law Enforcement Planning Agency (TLEPA), includes such projects as installation of modern records systems, preparation of policy and procedures manuals, analysis of manpower and equipment needs, and studies of problems and approaches in the general area of police-community relations. These consultants completed work on 64 projects in 1974-75.

Assistance to Gatlinburg in establishing a police cadet program included design of selection procedures and training in traffic control measures.

A survey was made of Greeneville's police records system and recommendations were made to meet the city's long-term needs, including estimates of cost and possible funding sources.

A policy and procedures manual was drafted for Martin, based on extensive discussions to incorporate provisions desired by the city's officials; a grant was obtained from TLEPA to print the manual.

Installation of a modern records system in Hendersonville included an analysis of equipment needs and assistance in getting a TLEPA grant, design of necessary forms, outlining record-keeping procedures and filing system, and instructing local personnel in operation of the system.

JOE A. FITZGERALD

B.A.

Police Consultant since 1972

Memphis Police Department, 6 years

Corporate sales experience, 3 years

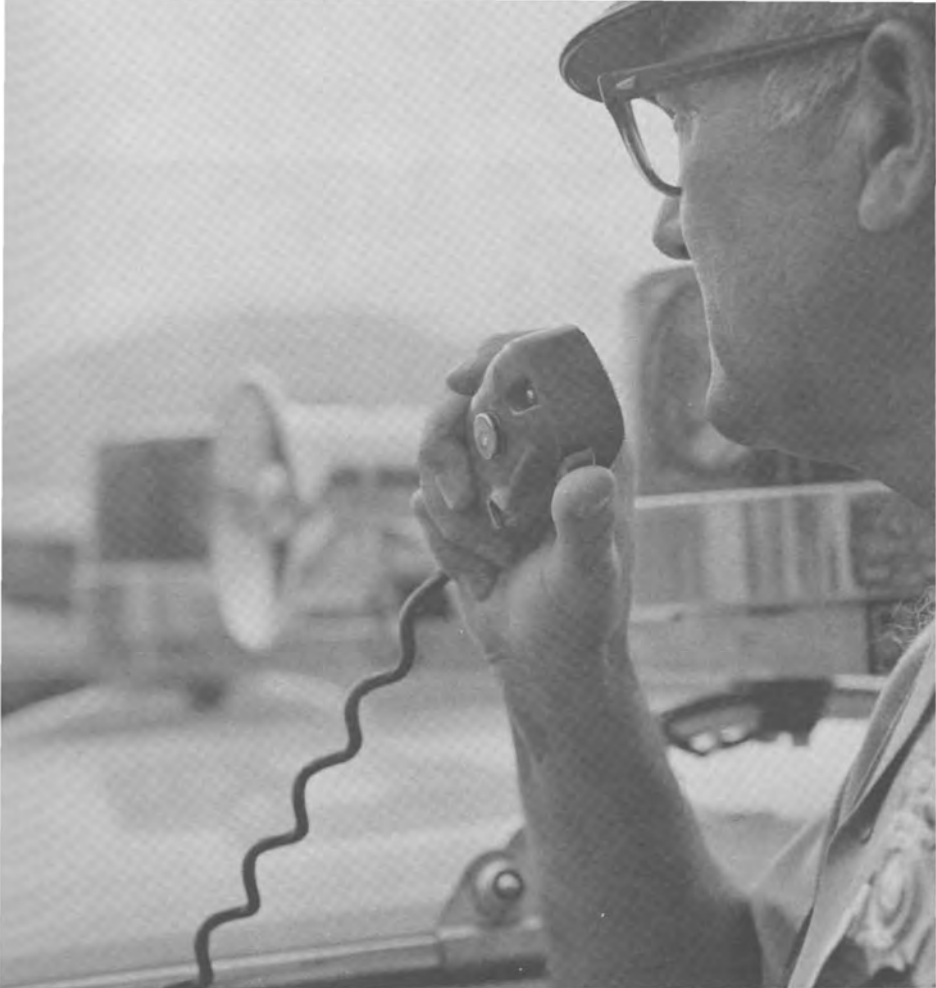
GARLAND MUSICK

Police Consultant since 1971

Johnson City Police Department (to Asst. Chief), 13 years

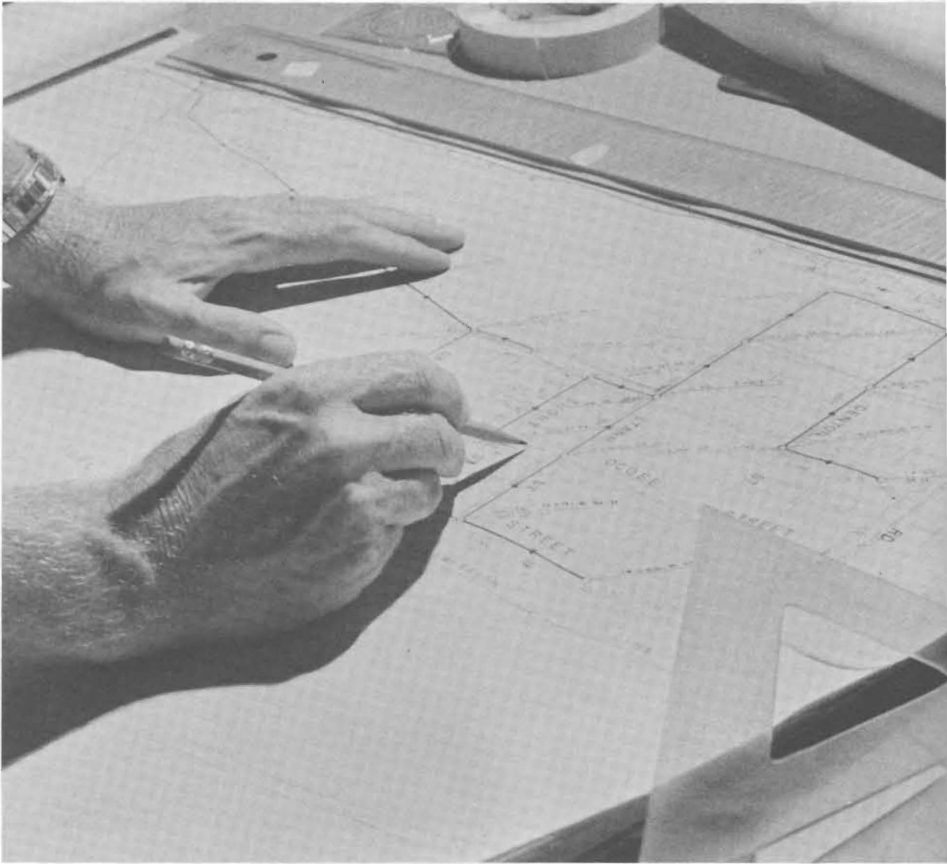
Dispatcher, sheriff's office, 2 years

Industrial supervisor, 5 years



"Your assistance in evaluating the available systems (for testing drunk drivers) helped us immeasurably in selecting equipment which has proven to be adequate and completely satisfactory for our purposes. You saved us many man-hours of research and supplied reliable information."

Chief of Police, East Tennessee



"Job well done (specs. for highway type mower). Many thanks."
Street Commissioner, West Tennessee

ENGINEERING/PUBLIC WORKS

Based on a field study of Gallatin's refuse collection system, Public Works Consultant A. C. Lock, Jr., submitted recommendations that have been implemented as to crew sizes, route designations, equipment, and areas for further study. He also prepared three alternate plans for layout of a parking lot for Somerville, and prepared construction specifications using model documents drafted by a committee representing six technical organizations in Tennessee (two MTAS consultants are on this committee).

Frank E. Kirk, MTAS' other Public Works Consultant, assisted Fayetteville's water and sewer superintendent in a rather thorough review and revision of the financial records and physical plant inventory. A plan was prepared for remodeling of an old building in Lake City for administrative offices and a council meeting room; the city decided to implement the plan using local craftsmen.

These are a few of the 47 projects completed by the public works consultants in the past year, which also included advice on street construction and repair methods, traffic problems, codes enforcement, solid waste disposal, drainage problems, and utility operations.

FRANK E. KIRK

B.S. in C.E.

Public Works Consultant since 1969

Design engineer, two companies, 2 years

U.S. Corps of Engineers, 2 years

Private consulting engineer, 6 years

City engineer, two cities, 8 years

A.C. LOCK, JR.

B.S. in C.E.

Public Works Consultant since 1973

MTAS District Consultant, 8 years

U.S. Corps of Engineers, 4 years

City engineer, three cities, 9 years

COMMUNITY DEVELOPMENT

The Federal Housing and Community Development Act of 1974 consolidated several categorical grant programs and made block grants available to 42 "hold-harmless" cities in Tennessee that had been recipients of the discontinued categorical grants. These cities are eligible to receive \$76.6 million over a 5-year period, and relatively small amounts of discretionary grants may be made to other cities (funds were below authorized levels for such grants in 1974-75).

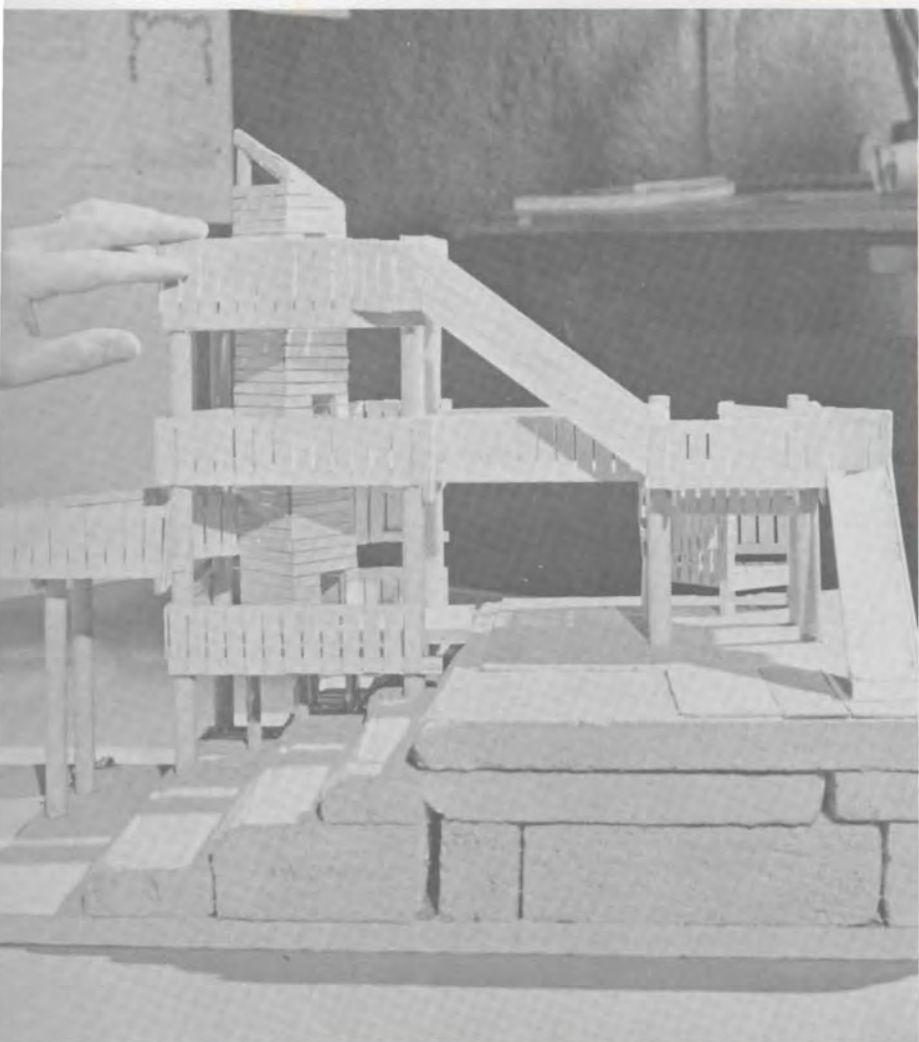
In July 1974, the Department of Housing and Urban Development (HUD) awarded a \$250,000 contract to the Tennessee Municipal League (TML)—one of eight national contracts—for demonstration work under this act. TML subcontracted to MTAS the "capacity building" component of this contract, to run from September 1974 through December 1975. MTAS has employed three extra consultants for this period and has committed its district consultants for a portion of their time, as well as the assistance of other consultants as needed, to carry out its contractual obligations, and Assistant Director Jerome P. Hartman is primarily responsible for directing their activities in this area.

A major objective of the HUD-TML-MTAS contract is to assist 38 of these cities in establishing a system of problem identification and analysis and priority setting for short and long-term community development objectives. Included in the project will be an attempt to determine the transferability of capacity building activities to other cities. The program envisions tapping all of the technical assistance resources available to Tennessee cities and establishing for each of the 38 cities a technical assistance team composed of the city's own staff and personnel of various technical assistance agencies.

Until the application deadline of April 15 most of the consultants' efforts were devoted to assisting the 38 cities in developing their community development programs and preparing applications. During the remainder of the contract period the efforts of the MTAS consultants and the technical assistance teams will be directed to capacity building activities. A survey of the 38 cities resulted in identification of 149 specific capacity building projects which hopefully will produce more sophisticated policy development and management and planning systems in these cities.

"I can say unequivocally that if other cities utilized your services they should have few, if any problems with the HUD review process (of Community Development plan)."

Mayor, East Tennessee



MTAS LIBRARY

MTAS' library, under the direction of Mrs. Elizabeth Sodemann, probably houses the most complete collection of materials on municipal government in the state. Current holdings include more than 20,000 books, pamphlets, reports, etc.—mostly “fugitive materials” that quickly become unobtainable because only limited quantities are published. In 1974-75, 714 books and other such materials were added. Clippings from newspapers across the state nearly fill a dozen file cabinets—last year 10,588 were added and 5,664 were discarded. Ordinances collected nationwide total 2,261; 239 ordinances and 1,548 miscellaneous other materials were provided to cities last year. Currently, subscriptions are entered for 260 magazines and other periodicals. During the year the library answered 711 reference questions.

ELIZABETH M. SODEMANN

B.S., B.L.S.

MTAS Librarian since 1965

Elementary teacher, 2 years

On staff of two libraries, 10 years



MTAS PUBLICATIONS

MTAS published in the past fiscal year IDEAS FOR A BETTER CITY (issued annually); two semi-annual issues of BID DATA ON CURRENT MUNICIPAL PUBLIC WORKS; a 1974-75 DIRECTORY OF TENNESSEE MUNICIPAL OFFICIALS; a third edition of ANNEXATION HANDBOOK FOR TENNESSEE CITIES AND TOWNS; a 1975 SALARY AND FRINGE BENEFITS SURVEY OF TENNESSEE MUNICIPALITIES; two MUNICIPAL TECHNICAL REPORTS, on alternative firefighter duty schedules and city beautification and tourism; and nine TECHNICAL BULLETINS on timely topics such as exemption from federal and state gasoline taxes, disposal of abandoned motor vehicles, federal regulation of duty hours of municipal employees, special unemployment assistance for municipal employees, and 1975-76 estimates of state funds distributed to municipalities.

Other selected MTAS publications still in print include:

EASEMENT ACQUISITION BY TENNESSEE CITIES (1968) by M.U. Snoderly

MAYOR-COUNCIL CHARTER DRAFT (1962)

MUNICIPAL COURT GUIDE (1974) by Will D. Swanner

REGISTRATION OF MOTOR VEHICLES BY TENNESSEE CITIES (1962) by Edwin D. Martin

SAMPLE CODE OF ORDINANCES FOR SMALL CITIES AND TOWNS IN TENNESSEE (1973)

SAMPLE POLICE OFFICERS DUTY MANUAL (1970) by C.J. Flammang and Harold V. Guerin

SUMMARY OF PUBLIC ACTS OF INTEREST TO MUNICIPAL OFFICIALS, issued after each session of Tennessee General Assembly since 1951

TENNESSEE MAYOR-ALDERMEN CHARTER and TENNESSEE UNIFORM COMMISSION-MANAGER CHARTER (reproduction of general law from Tennessee Code Annotated)

MTAS MUNICIPAL TECHNICAL REPORTS:

No. 1, "CATV: Municipal Challenge and Opportunity," (August 1973) by E.W. Meisenhelder

No. 2, "State Street Aid Fund, Proper and Improper Uses," (August 1973) by W.K. Joines

No. 3, "Municipal Employee Retirement Plan: Some Things to Consider," (September 1973) by John Crabtree and Jeffrey Crawford

No. 4, "A Public Information Program for Small and Medium-Sized Tennessee Municipalities," (November 1973) by Jacqueline Kersh

No. 5, "Timing of a Special Census," (February 1974) by E.W. Meisenhelder

No. 6, "Initiating Police Service," (March 1974) by Joe Fitzgerald and Garland Musick

No. 7, "General Fixed Asset Accounting," (May 1974) by W.K. Joines

No. 8, "Items to Consider After Incorporation," (May 1974) by William Bailey

No. 9, "Tennessee Annexation Law as Amended in 1974," (May 1974)

MTAS
The University of Tennessee
Knoxville, TN 37916

Non-profit Org.
U.S. POSTAGE
PAID
Permit No. 295
Knoxville, TN