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MUNICIPAL SERVICES TO FRINGE AREA RESIDENTS

a survey of....

TENNESSEE PRACTICES

Annexation

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TENNESSEE STATE PLANNING COMMISSION

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Annexation

Archives

- water
- sewer
- fire protection
- garbage collection

MUNICIPAL SERVICES TO FRINGE AREA RESIDENTS

The University of Tennessee

Division of University Extension

MUNICIPAL TECHNICAL ADVISORY SERVICE

Knoxville

TENNESSEE PRACTICES

F O R E W O R D

Around YOUR town, do houses line the roads and are subdivisions being opened up just outside the corporate limits?

When there is a fire just outside or across the street from the city limits, do folks phone to ask the fire department to come out and help? Are your insurance rates higher because you send the fire truck out on such calls?

Is there any area adjacent to your town where sanitary conditions are bad because of either lack of sewers or lack of orderly garbage pickup? Do you render these services to such outside areas?

If your answer to these and all similar questions is "NO" and always will be, you may wish to send this booklet to your second cousin in Oskaloosa. Otherwise look it over. It may be helpful.

INTRODUCTION

Mushrooming suburban growth, inelastic corporate limits and an exodus of municipal dwellers to the fringe area has accentuated a problem which is looming over the heads of practically every municipal official in this state -- where should municipal services end? Following the passage of legislation allowing municipalities to count annexed population for purposes of determining portions of state-shared taxes, some forty-eight cities sought and received authority to enlarge their corporate limits. To a certain extent, the fringe conditions in such cities are somewhat bettered, but in the remaining two hundred incorporated municipalities, and to a considerable degree in these forty-eight, officials are continually receiving demands to extend municipal facilities and services beyond the corporate limits.

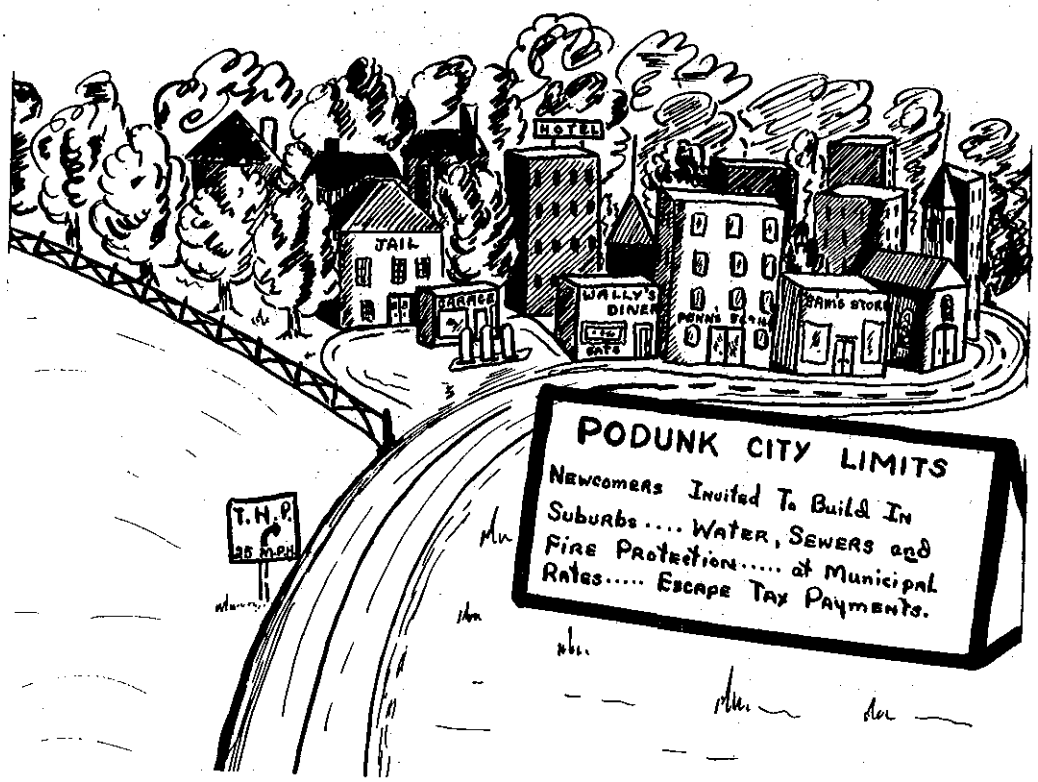
The seriousness of the task facing municipal officials was pointed up in the reporting of the 1950 Census. While the total population of the major metropolitan areas of this state amounts to 970, 949, some 144, 832 of these inhabitants reside outside the political boundaries of these four cities. Over half of this number, 84, 580, live on the periphery of the City of Nashville.

Moreover, the fringe problem is equally serious in the smaller communities. It is rarely possible, even in a small town, to actually see the city limits and thus to distinguish the municipal from the suburban. Though an indistinguishable, imaginary line cuts the urban area into artificial political units, the community is nevertheless a continuous urban area inhabited by people whose interests are affected by the problems of the entire area.

One of the major reasons for the existence of such conditions is the antiquity of Tennessee annexation laws. Corporate limits, once defined, are almost impossible to alter except through legislative action. Cities which experience appreciable fringe growth frequently discover that they are unable to take action toward consolidating the area. Inside the boundary,

the inhabitants provide themselves, through taxes and service charges, with municipal-type services such as fire and police protection, street lights, paved streets, curbs, gutters and sidewalks, as well as water, sewer and garbage collection service. Outside, the residents are usually without any formal organization to which they may turn for even the essential sanitary services. Consequently, to secure these basic services, demands are made on the adjacent municipality.

A second reason for the existence of such conditions lies in the past willingness of municipal officials to provide to outsiders, either free or at a nominal cost, the services which have been made possible through the levy of a tax on property inside the city. Practically every survey made in the past decade has disclosed that among the various municipal-type services suburban dwellers are primarily interested in securing a safe water supply, adequate sewage disposal facilities and fire protection. Once these facilities are available in the fringe area, the municipality has very little in the way of tangible advantages to offer as an inducement to annexation.



Because of the seriousness of this matter, and the frequency with which municipal officials are called upon to meet this ever-growing problem, this study has been undertaken to aid in the establishment of sound municipal policy in regard to this question. Accordingly, the first section of this report discusses the practices of Tennessee cities in extending four of the basic services -- water, sewer, fire protection and garbage collection -- to the fringe dwellers. Data are presented in the appendix describing the practice of each reporting municipality regarding extraterritorial services and charges made therefor. Other portions of the study describe the legal authority for rendering outside service and certain recommendations based on the findings.



CURRENT PRACTICES REGARDING WATER SERVICE

The way in which new inhabitants, industries and businesses move to the community which justly boasts a safe, adequate water supply leaves little doubt that the American people have come to regard water as one of the basic essentials to modern living. The availability of water has not only been chief among the underlying reasons for the establishment of communities, but for the growth of these communities into large metropolitan, industrial centers.

In converse, the way in which citizens and businesses move out of the city into uncontrolled, fringe areas has an adverse effect of not only paralyzing municipal growth but also overtaxing municipal facilities. In order to prevent fringe incorporations or the formation of special districts, the municipality is oftentimes forced to extend its water system to serve the suburban area.

OUTSIDE SERVICE

It is the custom of Tennessee cities to provide water service outside their corporate boundaries. In a number of the smaller communities this procedure was adopted as a financial necessity; in the case of the larger cities, such action oftentimes stemmed from a desire to suppress the creation of utility districts and small corporations. The spirit of neighborliness and a willingness to serve as an attempt to create good will are other reasons given. However, regardless of the underlying motives, a situation now exists whereby water systems, built to a large extent from tax revenues, are of equal benefit to municipal and suburban dwellers.

Cities Providing Outside Water Service

Total municipal water systems (approx.)	160
Number reporting	98
Number providing outside service	89

INSTALLING SYSTEM

Any program of providing utility services outside the corporate limits presents the question of who shall bear the expense of constructing the facilities. The policies relating to this problem show wide variations in different cities, ranging from no municipal participation to full participation.

One group of cities follow the practice of placing a master meter at the city limits, leaving to the suburban residents the responsibility for building adequate facilities and assuming all maintenance obligations. Johnson City, currently serving approximately 2,000 suburban customers, has successfully followed this practice since adoption of the present charter in 1939.

A similar but far more liberal policy is followed by those cities which assume ownership and maintenance obligations of facilities built by outside residents. Under this arrangement, new subdivisions or individuals can avail themselves of water service by simply building a line to the nearest main. Thereafter the municipality furnishes the water and keeps the line in good repair. By following this policy, Mt. Pleasant has escaped the necessity for constructing costly facilities outside the corporate boundaries.

Other municipalities place the construction and maintenance duties on the fringe dweller, but agree to purchase, at depreciated value, whenever the area is brought within the corporate limits. Under such an arrangement, Paris has made water available to both residents and industry while at the same time offering an incentive to annexation.

Finally, there are cities which bear all the costs of running water mains throughout the suburban areas. This practice is primarily prevalent in communities where the water system is under the direction of a utilities board and operated on a self-supporting basis.

RATES TO OUTSIDE CUSTOMERS

Perhaps municipal practices show wider variations, however, on the matter of making surcharges for outside serv-

ice. Being in the utility class service, all water users -- both municipal and suburban -- pay periodic charges. Surcharges to outside customers, range from a low of 25¢ per month to twice the municipal rate.

Rates for Outside Water Service

Double city rate	2
50% Higher	18
40% Higher	2
33% Higher	6
25% Higher	4
20% Higher	2
10% Higher	1
5% Higher	1
Minimum bill higher	4
Surcharge less than $1.00	13
$1.00 Surcharge	4
Rates not available	3
Same as municipal rate	29
Number providing outside service	89

EXTRA-TERRITORIAL FIRE SERVICE

Fire service in fringe areas adjacent to incorporated municipalities constitutes an integral part of fuctions of fire departments in practically every community of this state. There is overwhelming evidence that municipal officials in Tennessee regard the provisions of this service a necessity since there is usually no other agency either equipped or empowered to render needed protection. A questionnaire was sent to cities requesting data on this point and the replies have been tabulated according to size of the community. Only one-fourth of those reporting indicated that municipal policy did not permit the equipment to go outside.

Cities Providing Fire Service Outside City Limits

Population Class	Number Responding	Outside Service
Under 1,000	21	12
1,000 to 3,000	52	34
3,000 to 5,000	18	15
5,000 to 10,000	20	15
10,000 to 35,000	11	10
35,000 to 400,000	3	2
Totals	125	88

AREA PROTECTED

It is significant, too, that the number of pieces of equipment owned by the several municipalities and the decision whether to render outside service and/or the distances which the truck will travel to supply fire protection shows little correlation. Some of the towns with only one piece of equipment render service as far as fifteen miles from the corporate limits.

In those communities where restrictions are in force, allowable distances vary from one hundred yards to ten miles.

Limit on Calls Answered

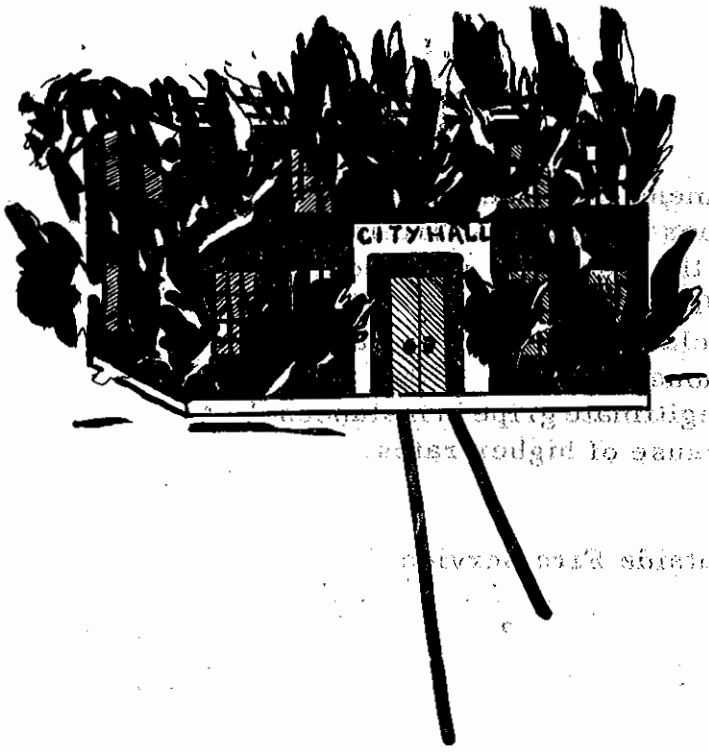
100 Yards	1
1/2 Mile	1
1 "	10
1-1/2 Miles	3
2 "	6
3 "	6
4 "	2
5 "	6
6 "	1
8 "	1
10 "	4
To outside water users only	1
No limit*	46

*Over ten miles tabulated as no limit

SUBURBAN SERVICE POLICIES

In discussing extraterritoral fire service, moreover, mention should be made of the varying policies concerning extension of service. Traditionally, fire service has been regarded as a governmental function and is supported by a tax levy rather than the imposition of a charge. Perhaps for this reason, municipalities more uniformly make a charge to nontaxpayers for fire protection than for any other municipal service.

Aside from the charge, some municipalities set up rather stringent conditions which must be met prior to extending service. Eighteen cities require assurance that certain charges will be paid in the event service calls are made. One of the most common techniques for formalizing such assurance is through an insurance policy. Persons desiring municipal protection buy fire insurance which treat fire service charges as a fire loss and thereby cover any charges imposed by the municipality.



Certain municipalities permit fringe dwellers to subscribe for fire service. The methods of payment under this arrangement vary. In Knoxville, subscribers pay an annual fee which entitles them to service in the event of conflagrations. In Pulaski, bond is posted guaranteeing payment of charges, while Clinton and Germantown require subscribers to deposit sums equal to the charges in advance as a condition precedent to service.

WHO PAYS

Municipalities of this state, however, were found to bear the entire cost of outside fire service in at least 24 per cent of the cases. Moreover, the various types of rates in effect would suggest that in only a few cases do the suburbanites pay all the costs involved.

It is suspected that there is another element of cost involved in outside fire service which is not usually taken into consideration when setting charges--that of insurance rates. Fire insurance rates are determined by a number of considerations, chief of which is the adequacy of fire-fighting facilities. If city equipment is only sufficient to serve the municipal population, such equipment must be available at all times in order to insure maximum protection.





In cities with only one piece of equipment, the municipality is left totally unguarded when outside runs are made. Fire underwriters have every right to increase the rate base when equipment is diffused in such a manner. Insurance rates on a $5,000 frame house in a city with an eighth-class fire rating amounts to $1.00 more per year than the same house in a city with a seventh-class rating. Citizens have a legitimate gripe in instances where outside fire protection is the cause of higher rates.

Financial Arrangements for Outside Fire Service

Annual Charge	2
Graduated Charge	
Based on time consumed and/or distance traveled	7
Salary of firemen and/or equipment costs	7
Flat Charge	
$10 to $24	2
25 to 49	17
50 to 74	12
75 to 99	2
100 to 199	11
200 to 299	2
300 to 350	2
Not Available	3
No Charge	21

SEWERAGE IN THE SUBURBAN AREA

Ever present among the municipal-type services desired by suburban residents is sewerage. Together with water and fire protection, adequate facilities for the removal of wastes probably completes the top three most wanted services.

OUTSIDE SERVICE

Tennessee cities have been far more reluctant to extend sewers than any of the other utilities. Soil conditions and topography throughout the state are usually such that construction costs, even for a minimum municipal system, are practically prohibitive. The growing need for disposal plants capable of treating all sewage which enters the system has also stood as a barrier against going beyond the corporate limits, incurring additional investment, and picking up additional load to treat.

This is not to infer, however, that there is uniformity of opinion among the cities pondering this question. The sewerage system and disposal plant completed for Mt. Pleasant in 1951, although designed to serve double the present population, is confined to the city boundaries. Suburban residents must petition for annexation in order to get this service. On the other hand, at least two systems now under construction are designed and will be installed to serve fringe as well as municipal dwellers.

Sewerage Service to Outside Areas

Number of municipalities reporting	82
Number providing outside service	18
Number charging for service	10

CHARGES

In most cases, charges are made for sewerage. Where municipal residents pay a monthly or quarterly service

charge, the rates to outside users are slightly higher. Columbia and Knoxville which do not make a charge inside the city, have a flat rate of $1 per month to outside users. In other communities rates are based on water consumption, ranging up to 50 per cent of the water bill.

GARBAGE COLLECTION

Only rarely do Tennessee cities venture beyond their corporate boundaries to provide garbage collection service. In the larger cities where the fringe is well defined as an urban area, this service is usually made available by private organizations on a contractual basis. In only two instances, however, were municipalities found to be in this business. In each case, the charge imposed was the same as that paid by municipal subscribers.

SOME LEGAL ASPECTS OF OUTSIDE SERVICE

Traditionally, municipal electric systems have been constructed to serve not only the city proper but also the surrounding areas. The provision of such service merely involves the construction of conduits which transmit energy and does not necessarily involve municipal activity. No one argues against the validity of this practice for electricity is one of the basic resources upon which the economy of our country depends.

In recent years other utilities, particularly water and sewerage, have been given similar legal status. The Tennessee General Assembly has granted to municipalities the authority to build sewers, water systems and other facilities in the peripheral areas. Authorization exists permitting cities to extend certain facilities across state boundaries. In addition to this permissive state legislation, contained in Chapter 183, Public Acts of 1945 and Chapter 23, Public Acts of 1949, a number of municipal charters also contain provisions regarding outside service.

For the most part, however, all authority for extension of service outside corporate limits pertains to services which can be supplied by means of a pipe or other conduits. On the other hand, there is considerable doubt as to the authority of a municipality to traverse corporate boundaries to engage in activities that involve purely governmental functions as opposed to proprietary functions of government. The courts of this state have not been placed in the position of having to rule on this matter. Since the question does not pertain directly to the operation of state government, nor involve any state departments, the Attorney General's office is not in a position to render an opinion.

What of outside fire service, for instance? It cannot be termed illegal since no existing statute has been violated. Rather, it must be termed, "extra-legal," implying that such activity is beoynd the scope of municipal authority. Would accidents incurred under such conditions place liability on the city?

On its officials? Do the employees continue to enjoy the immunity granted to agents engaged in a governmental capacity? Can a city fireman performing duties outside the corporate limits demolish a building to prevent the spread of fire?

Related questions raised by the National Board of Fire Underwriters, together with their recommendations regarding distance of effective extraterritorial service are set forth in their Bulletin #52 reproduced in the Appendix.

MEETING THE PROBLEM

Recent reportings of nation-wide data on provision of services beyond the corporate limits reveals that not only Tennessee municipalities, but those in other states are faced with demands for services from fringe area residents. Over the past two decades, this practice has become widespread over the nation.

Annexation offers one solution to this problem. Where annexation is impossible, a number of Tennessee cities choose to render service as an alternate solution. There are, however, at least two considerations which should be discussed by municipal officials before a definite policy is adopted. On the one hand, provision of such service free or at the municipal rate has the effect of not only aiding the development of a fringe area, but encouraging new residents to locate outside. Thereafter, annexation of such areas becomes practically impossible.

On the other hand, serious and unalterable developments can take place if a policy of providing no services in the peripheral area is adopted. Such a decision oftentimes makes necessary the creation of special districts and fringe corporations which have the effect of inhibiting municipal growth. This situation already exists in a number of our rapidly growing communities.

One possible remedy to such situations, where annexation fails, lies in the direction of providing services, but on a businesslike basis. There is little argument against rendering outside fire protection when a contract or other instrument guaranteeing payment of costs has been negotiated; provided, however, that such service does not increase urban fire insurance rates. In Jackson, for example, fire calls are answered within a five-mile limit providing the party has previously signed a contract with the city. The charge is based on time consumed and distance traveled, the minimum fee being $100 per call. In Humboldt, on the other hand, calls are limited to a one-mile radius, the $100 fee being guaranteed by an insurance policy which the suburban resident must carry to secure such service.

In the case of utilities, a surcharge in an amount sufficient to cover all costs should be imposed. The city would even be justified in making a profit on these services. In the case of water and sewerage, the Murfreesboro and Greeneville policy is recommended. Rates for outside water users are 50 per cent above the inside rates, the charge for sewerage being 50 per cent of the water bill. Savannah goes even further and charges outside users twice the municipal rate.

Each of the above practices indicates that the city has given thought to the long-range implications of outside service. As long as adequate services are made available, there is little pressure to form special districts and, at the same time, rates which are above the municipal charges place the city in a more favorable position when the question of annexation arises.

While the treatment of the fringe problem does involve questions not covered in this report, the adoption of sound municipal policy in regard to these matters will make annexation a more feasible process or insure that suburbanites benefiting from municipal services will bear their share of the costs, thus eliminating one of the heavy drains on municipal finances.

A P P E N D I X

I Individual Municipal Practices Concerning Outside Services

II National Board of Fire Underwriters' Bulletin on Outside Fire Service

SUMMARY

REGARDING EXTENSION OF

CORPORATE

CITY	POPULATION	FIRE SERVICE			
		Outside Service	Special Equip.	Charges	Advance Deposit or Bond
Alamo	1,501	Yes	Yes	None	
Alcoa	6,355	No			
Algood	729				
Ashland City	1,024				
Athens	8,618	Yes		$25 Per call	
Baxter	861				
Bolivar	2,429	Yes	No	$35 Per call	No
Bradford	599				
Bristol	16,771	Yes	No	$200 Per call	Insurance
Brownsville	4,711	Yes	No	$60 Per call	
Bruceton	1,204	Yes		Based on time consumed	
Camden	2,029	Yes	No	$50 Per call	
Carthage	1,604	Yes	No	None	
Centerville	1,532				
Chapel Hill	603	Yes	Yes	$25 Per call	No
Chattanooga	131,041	No			

OF DATA

MUNICIPAL SERVICES OUTSIDE

BOUNDARIES

WATER		SEWER		GARBAGE COLLECTION	
Outside Service	Charge	Outside Service	Charge	Outside Service	Charge
Yes	Same as city rate		No system		No system
Yes	40% Higher	Yes	By contract	No	
Yes	10% Above city rate		No system		
Yes	Same as city rate		No system		No system
No		No		No	
Yes	5% Above city rate		No system		
Yes	Same as city rate	No		No	
Yes	Double city rate		No system		No system
Yes	Approx. 33% higher	No		No	
Yes	50% Higher	No		No	
		No		No	
		No		No	
Yes	Same as city rate	Yes	Same as city rate	No	
Yes	50¢ Surcharge	No		No	
No			No system		No system
	Private ownership	Yes	50% Higher	No	

CITY	POPU-LATION	FIRE SERVICE			
		Outside Service	Special Equip.	Charges	Advance Deposit or Bond
Clarksville	16,246	Yes	No	None	
Cleveland	12,605	Yes	No	$50 Per call	No
Clinton	3,712	Yes	No	$25 Per call	Deposit
Collierville	1,153	Yes	Yes	1/2 Mile: $50 Over: $100	Insurance or Contract
Columbia	10,911	No			
Cookeville	6,924	No			
Copperhill	924	Yes		None	
Covington	4,379	No			
Cowan	1,835	No			
Crossville	2,270	Yes		None	
Dayton	3,191	No			
Dickson	3,348	Yes	No	None	
Dresden	1,505	Yes	Yes	$75 Per call	No
Dyer	1,864	Yes	Yes	Salary of firemen	No
Dyersburg	10,885	Yes	Yes	$25 Per call	No
Elizabethton	10,754	Yes	No	None	
Erin	858	No			
Etowah	3,261	Yes	No	$25 Per call	No
Friendship	452	Yes	No	$50 Per call	No
Gainesboro	992	No			

WATER		SEWER		GARBAGE COLLECTION	
Outside Service	Charge	Outside Service	Charge	Outside Service	Charge
		No		Yes	Same as city rate
Yes	Approx. 30% higher	No		No	
Yes	Not available	No		No	
Yes	75¢ Surcharge	No		No	
Yes	50% Higher	Yes	$1 Per month	No	
Yes	50% Higher	No		No	
No					
Yes	Same as city rate	No		No	
No		No		No	
Yes	Same as city rate	No		No	
Yes	25¢ Higher	No		No	
Yes	50% Higher	No		No	
Yes	Same as city rate	No		Yes	Same as city rate
				No	
Yes	Same as city rate	No		No	
Yes	50% Higher	No		No	
Yes	Same as city rate	Yes	Same as city rate	No	
No			No system		No system

CITY	POPU-LATION	FIRE SERVICE			
		Outside Service	Special Equip.	Charges	Advance Deposit or Bond
Gallatin	5,107	Yes		None	
Gatlinburg	1,301	Yes	No	$50 Per call	No
Germantown	408	Yes	Yes	$100 Per call; or Annual contract of $10, $20, $30	Contract: Payable in advance
Gleason	1,063	Yes	No	$25 Per call	No
Greeneville	8,721	Yes	No	$350 Per call	Insurance
Greenfield	1,706	Yes		None	
Halls	1,808	No			
Harriman	6,389	Yes	No	$50 Per call	Insurance
Hartsville	1,130	Yes	No	None	
Henderson	2,532	No			
Hohenwald	1,703	Yes	No	$2 Per fireman, Plus equip. costs	No
Humboldt	7,426	Yes	No	$100 Per call	Insurance
Huntingdon	2,043	Yes	No	Salary of firemen; Plus equip. costs	No
Jackson	30,207	Yes	No	$100 Per call	Bond or Deposit
Jamestown	2,115	Yes	Yes	$2 Per fireman, Plus $20 equip. fee	Contract
Jefferson City	3,633	Yes	No	None	
Jellico	1,556	Yes	No	$100 Per call	No

WATER		SEWER		GARBAGE COLLECTION	
Outside Service	Charge	Outside Service	Charge	Outside Service	Charge
Yes	25% Higher	No		No	
Yes	25% Higher	No		No	
Yes	$1 Surcharge		No system		No system
Yes	50% Higher	Yes	50% Water bill	No	
Yes	Same as city rate	No		No	
Yes	33% Higher			No	
Yes	Same as city rate	No			
Yes	50¢ Surcharge	No		No	
Yes	Minimum charge; Double city rate			No	
No		No		No	
Yes	Not available	No		No	
Yes	50% Higher	No		No	
		No		No	
Yes	50% Higher	No		No	

CITY	POPULATION	FIRE SERVICE			
		Outside Service	Special Equip.	Charges	Advance Deposit or Bond
Johnson City	27,864	Yes	No	$250 Per call	Insurance
Jonesboro	1,126	Yes	No	$50 Per call	No
Kenton	899	Yes		$100 Per call	No
Kingsport	19,571	Yes	No	$100 Per call	Insurance
Kingston	1,627	Yes	No	Charge not available	
Knoxville	124,769	Yes		$12 Per year	Contract
Lafayette	1,195	Yes	No	$25 Per call	No
La Follette	5,197	Yes	No	$25 Per call	Contract
Lake City	1,827	No			
Lawrenceburg	5,442	Yes	No	$25 Per call, plus $5 per mile, plus Salary of firemen	No
Lebanon	7,913	Yes	No	$50 Min. Charge; Based on distance and time	
Lenoir City	5,159	Yes		Salary of firemen	
Lewisburg	5,164	Yes	No	$50 Per call	
Lexington	3,566	Yes	No	None	
Linden	854	No			
Livingston	2,082	No			
Lookout Mtn.	1,675	No			
Lynville	356	No			

WATER		SEWER		GARBAGE COLLECTION	
Outside Service	Charge	Outside Service	Charge	Outside Service	Charge
Yes	50% Higher	No		No	
Yes	$1 Surcharge	Yes	Not available	No	
Yes	$1 Surcharge				
Yes	50% Higher	No		No	
Yes	Same as city rate	No		No	
Yes	50% Higher ✓	Yes ✓	$1 Per month ✓	No	
Yes	Same as city rate	No		No	
Yes	Approx. 33% higher	No		No	
		No		No	
Yes	33% Surcharge on minimum bill	No		No	
Yes	Same as city rate	No		No	
Yes	50% Higher	No		No	
		No		No	
No		No system		No system	
Yes	20% Higher	No		No	

CITY	POPULATION	FIRE SERVICE			
		Outside Service	Special Equip.	Charges	Advance Deposit or Bond
McKenzie	3,774	Yes	Yes	$100 Per call	No
McMinnville	7,577	Yes	No	$35 Per call	No
Madisonville	1,487	Yes	No	$15 Per call	No
Manchester	2,341	Yes		$50 Per call	No
Martin	4,082	Yes	No	$100 Per call	No
Maryville	7,742	No			
Medina	690	No			
Memphis	396,000				
Milan	4,938	Yes	No	Salary of firemen; Approximately $40 per call	
Millington	4,696	Yes	No	$25 Per call	No
Monterey	2,043	Yes	No	None	
Morristown	13,019	Yes	Yes	Charge not available	No
Mountain City	1,405	No			
Mt. Pleasant	2,931	Yes	Yes	$25 to $50 Per call	No
Murfreesboro	13,052	Yes	No	$100 Per call	No
Nashville	174,307	Yes	No	$300 Per call	No
Newbern	1,734	Yes	No	Charge not available	
Newport	3,892	Yes	No	Based on distance	No
Niota	956	No			

WATER		SEWER		GARBAGE COLLECTION	
Outside Service	Charge	Outside Service	Charge	Outside Service	Charge
Yes	Same as city rate	Yes	Same as city rate	No	
Yes	Same as city rate	No		No	
Yes	75¢ Surcharge	No		No	
Yes	50% Higher	No		No	
Yes	50¢ Surcharge				
Yes	90¢ Surcharge	Yes	Same as city rate	No	
Yes	50¢ Surcharge		No system		No system
Yes	50% Higher				
Yes	Same as city rate	Yes	Same as city rate	No	
No		No		No	
Yes	Same as city rate	No		No	
Yes	50% Higher	No		No	
		No		No	
Yes	40% Higher	No		No	
Yes	50% Higher	Yes	50% Water bill	No	
Yes	100% Higher	Yes	Double city rate	No	
Yes	Same as city rate	Yes	None	No	
Yes	25% Higher	No		No	
Yes	25¢ Surcharge		No system		

CITY	POPULATION	FIRE SERVICE			
		Outside Service	Special Equip.	Charges	Advance Deposit or Bond
Norris	1,134	No			
Oneida	1,304	No			
Orlinda	497	No			
Paris	8,826	Yes	Yes	$100 Per call	Contract
Parsons	1,640	Yes		$5 Per mile	No
Petersburg	497	Yes		None	
Pikeville	882	Yes	No	$25 Per call	No
Portland	1,660	No			
Pulaski	5,762	Yes	No	$50 Per call	Bond
Ridgely	1,504	No			
Rockwood	4,272	Yes	No	$35 First mile, $50 Second mile, $15 Each add. mile	No
Rogersville	2,545	No			
Rutherford	994	No			
Savannah	1,698	No			
Selmer	1,759	Yes	No	$25 Per call	No
Sevierville	1,620	Yes	Yes	$50 Per call	No
Sharon	880	Yes	No	$50 Per call	Insurance
Shelbyville	9,456	No			
Signal Mtn.	1,786	No			

WATER		SEWER		GARBAGE COLLECTION	
Outside Service	Charge	Outside Service	Charge	Outside Service	Charge
Yes	20% Higher	No		No	
Yes	Same as city rate	No		No	
No			No system		No system
Yes	25% Higher	No		No	
Yes	Same as city rate	Yes	None	No	
Yes	Not available		No system	No	
Yes	$1 Surcharge		No information	No	
		No		No	
		No		No	
Yes	50% Higher	No		No	
			No system		No system
		Yes	Double city rate	No	
Yes	Same as city rate	Yes	Same as city rate	No	
Yes	33% Higher	No		No	

CITY	POPULATION	FIRE SERVICE			
		Outside Service	Special Equip.	Charges	Advance Deposit or Bond
Smithville	1,558	No			
Smyrna	1,554	Yes		None	
Somerville	1,760	Yes		$25 or Cost	No
South Fulton	2,119	Yes	No	$75 Per call	Insurance
South Pittsburg	2,573	Yes	No	None	
Sparta	4,299	Yes	No	None	
Spring City	1,725	Yes	No	None	
Springfield	6,506	Yes	No	None	
Spring Hill	541	Yes	No	None	
Stanton	503	No			
Sweetwater	4,199	Yes	No	$25 Per call	No
Tellico Plains	833	Yes		None	
Tiptonville	1,953	No			
Trenton	3,868	Yes	Yes	$1 to $100; Based on time, mileage and firemen	Contract
Trimble	674	No			
Troy	593	Yes	No	$100 Per call	No
Tullahoma	7,562	Yes	No	$20 Per call	No
Union City	7,665	No			
Watertown	933	Yes	No	None	

WATER		SEWER		GARBAGE COLLECTION	
Outside Service	Charge	Outside Service	Charge	Outside Service	Charge
Yes	Same as city rate		No system	No	
Yes	Same as city rate	Yes	Same as city rate		
Yes	Same as city rate				
Yes	Same as city rate	No		No	
Yes	75¢ Surcharge	No		No	
Yes	75¢ Surcharge		No system		No system
Yes	75¢ Surcharge		No system		No system
			No system		No system
Yes	10% Surcharge on minimum bill				
Yes	50% Higher	No		No	
No			No system		No system
Yes	Same as city rate		No system		No system
Yes	33% Higher	No		No	
Yes	Same as city rate	No		No	
Yes	Same as city rate		No system		No system

CITY	POPU-LATION	FIRE SERVICE			
		Outside Service	Special Equip.	Charges	Advance Deposit or Bond
Waverly	1,892	Yes	No	$25 Per call	No
Waynesboro	1,147	No			
Woodbury	1,000	No			

WATER		SEWER		GARBAGE COLLECTION	
Outside Service	Charge	Outside Service	Charge	Outside Service	Charge
Yes	10% Surcharge on minimum bill	No		No	
Yes	50¢ Surcharge	Yes	50¢ Surcharge	No	

National Board of Fire Underwriters

(A National Organization of Capital Stock Fire Insurance Companies Established in 1866)

COMMITTEE ON FIRE PREVENTION AND ENGINEERING STANDARDS

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FIRE DEPARTMENT OPERATIONS—RESPONSE TO FIRES OUTSIDE THE CORPORATE LIMITS

For many areas outside the corporate limits of municipalities it is common to depend on the fire department of the adjoining municipality for assistance in fighting large fires.

There is a general thought that recompense should be made for this outside response. Several schemes have been adopted, the more common being:

(a) A direct contract between the governmental bodies, providing for a fixed sum per year or per response, or a cost per hour per apparatus responding.

(b) A contract between the municipality and individuals providing for payment per year or for each call.

(c) Purchase of apparatus by those outside, either collectively or through a governmental agency, and furnishing it to the municipality for use inside or outside the limits.

(d) A general understanding that a donation or payment will be made to the company responding.

There are several questions which must be considered by a municipality in connection with this outside response, regardless of whether it is gratuitous, or part of a mutual aid plan, or is paid for. These questions are, briefly:

1. Has a municipality a legal right to use apparatus and men, paid for out of taxes, to protect territory not in the taxing district?

2. Do members responding outside the corporate limits have any legal standing as to right of way, and do they have a right to enter property for the purpose of fighting fires?

3. Are members protected as to compensation, or death claims or pensions?

4. Can members be ordered, or must they volunteer, to do duty outside the corporate limits?

5. Will response be made to an outside call when a fire is in progress in the municipality, and if not, is a penalty payment in order?

6. Is the municipality's protection sufficient to justify allowing apparatus and men to respond to an outside call when, because of blizzards, excessively dry weather or other causes, the probability of a conflagration is increased?

7. What maximum number or length of runs can be permitted without considering outside response as materially reducing local protection in the municipality?

Items 1 to 4 are features which can be cared for by appropriate legislation and by insurance.

The remaining items have a direct bearing on whether this type of protection is of measurable value to the areas receiving response from a municipality, and also are factors which may materially influence the degree of protection within the corporate limits of the aiding municipality.

Instances can be found where material saving of property has been possible with runs of many miles, but it is the opinion of those who have given this much study that little protective value can be expected from automobile fire engines beyond 1½ miles run to closely built areas and 3 miles to scattered sections. Some set this last limit at a 2-mile run. These conditions apply to the building in which the fire originates. Fire apparatus, as much as 10 miles away, may, however, be of value in preventing spread of fire to exposed buildings.

Statistics show that the number of fires and destruction of property are in general in proportion to the population protected. If then this response to outside the corporate limits includes an area of considerable population, it may be expected that the fire companies will be in operation a greater number of times. With each response to an outside fire portions of the municipality will be left with less protection than that normal for its area and population. This condition must of necessity influence the probability hazard of conflagrations.

The protection needed is that which would be adequate for the entire population served, and can be determined by the formula: Number of engine companies $= 3.4 + 0.07\,P$, where P is the population in thousands of the aiding municipality plus the outside area served. For groups having a total population of less than 50,000 the formula is $0.85 + 0.12\,P$.

In addition to the probable need of more apparatus, where an outside area of considerable population is serviced, there must be provided men to man the apparatus; thus the furnishing of apparatus alone, as has been done in a number of cases, does not offset the depletion resulting from an agreement to respond beyond the city or town limits.

From the above discussion it is evident that for suburban and rural areas to receive protection, without reducing the degree of protection in the urban area it is advisable that a special fire district, or county protection, be arranged for.

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