



1969

## **Municipal Technical Advisory Service - Helping Municipal Officials Build a Better Tennessee**

MTAS

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# MUNICIPAL TECHNICAL ADVISORY SERVICE

Municipal Technical Advisory  
Service

Let MTAS Help Your City ...

pt.8

379960093852

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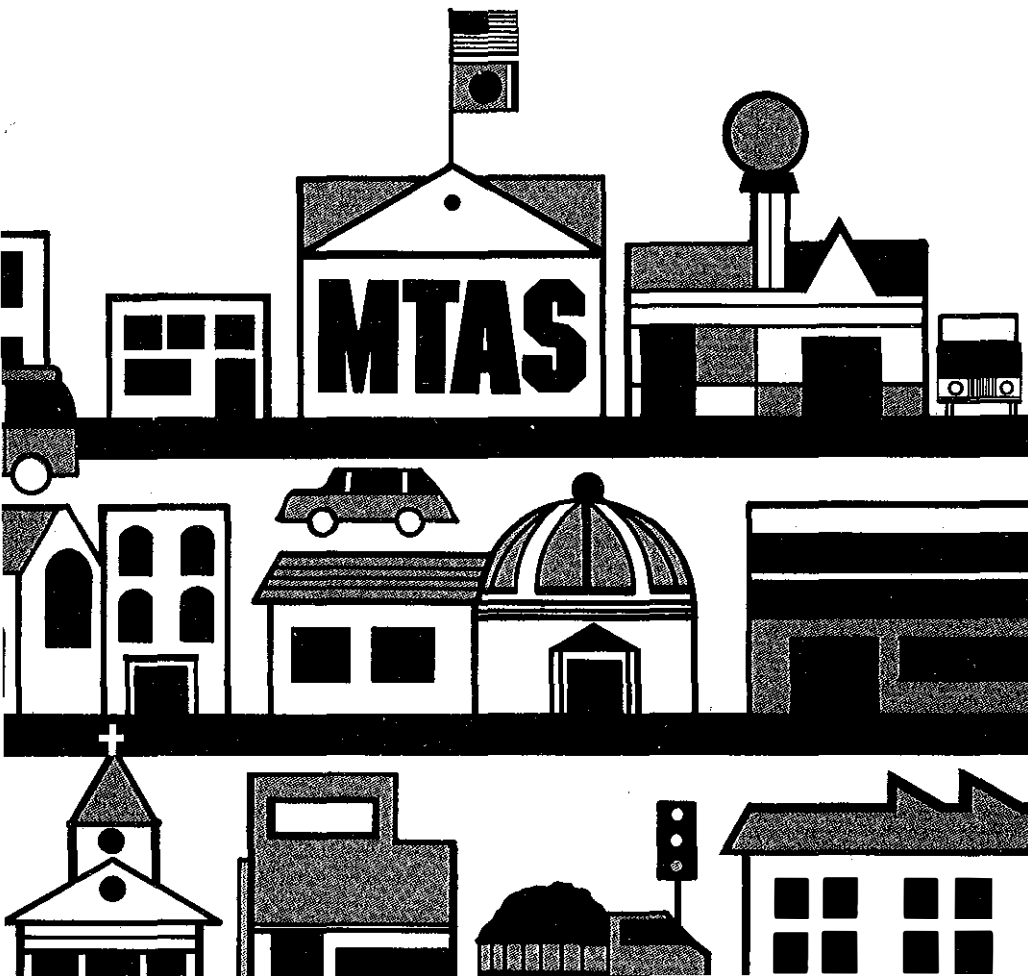
**Helping Municipal Officials Build A Better Tennessee**

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Municipal Technical Advisory Service • The University of Tennessee  
in cooperation with The Tennessee Municipal League

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The University of Tennessee E14-1050-00-007-83



MTAS consultants offer assistance in:

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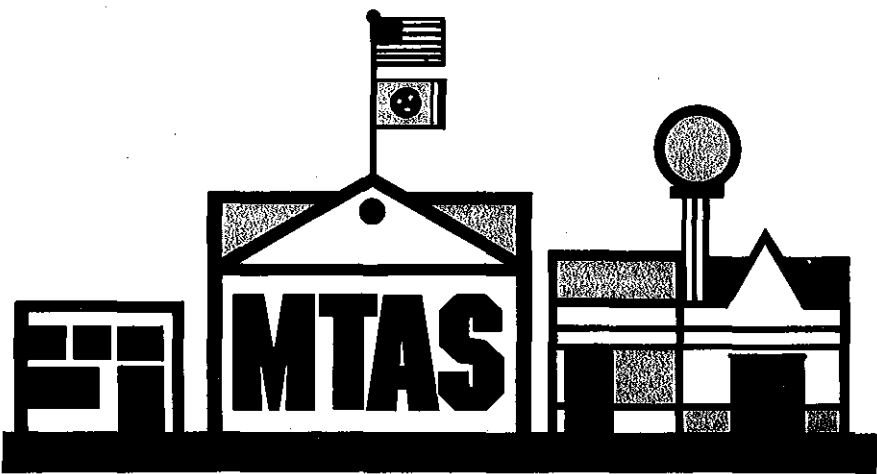
- **General Management**
  - **Finance and Accounting**
  - **Engineering and Public Works**
  - **Municipal Law**
  - **Ordinance Codification**
  - **Public Safety Administration**
  - **Public Information**
  - **Personnel Administration**
  - **Intergovernmental Affairs**
- 

### **The Municipal Technical Advisory Service**

A statewide agency of The University of Tennessee's Institute for Public Service, operated in cooperation with the Tennessee Municipal League.

### **MTAS Headquarters:**

The University of Tennessee  
891 20th Street  
Knoxville, Tennessee 37996-4400  
Telephone 615/974-5301



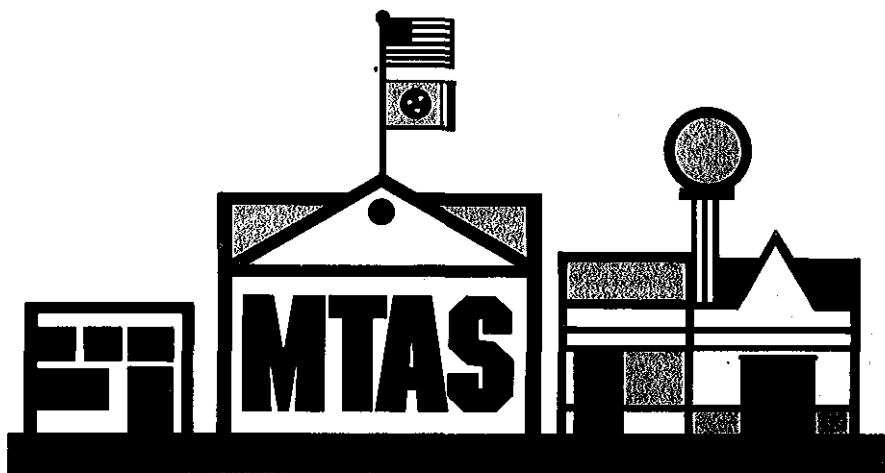
## WHAT MTAS IS

The Municipal Technical Advisory Service (MTAS) was created by the 1949 General Assembly at the request of Tennessee cities and towns. Working in cooperation with the Tennessee Municipal League, MTAS provides practical, individualized solutions to technical problems in municipal government and administration.

The MTAS mission is to aid city officials in establishing goals, objectives, and policies; weighing alternative courses of action; allocating resources effectively to meet the needs of all citizens; evaluating programs for achieving objectives; improving governmental systems and operations; and devising methods for obtaining effective public participation in policy decisions.

All MTAS consultants have prior experience in local government, either in management or in other specialized fields. The extensive accumulated experience of staff provides a rich store of know-how for addressing a wide range of municipal concerns.

An agency of The University of Tennessee's Institute for Public Service, MTAS works closely with the Tennessee Municipal League. Thus, the agency has resources and a base of cooperation enjoyed by few, if any, similar technical assistance organizations. The close relationship between TML and MTAS assures the agency of a continuing awareness of and dedication to the vital concerns and needs of municipal governments. Staff members also draw frequently on the expertise of a large, well-respected university faculty at campuses throughout the state.



## HOW MTAS WORKS

MTAS consultants are in day-to-day contact with city officials. Suggestions, ideas, and information provided during field visits or phone conversations are important parts of the total MTAS effort to aid city officials. Emphasis is given to assisting central executive personnel—mayors, managers, governing bodies—and, through them, departmental personnel.

Some consultants are specialists in the fields of engineering and public works, finance and accounting, municipal law, ordinance codification, public information, and intergovernmental relations. Each is prepared to give expert, specialized assistance, depending upon client need(s).

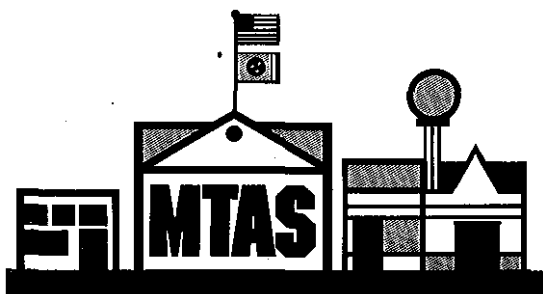
A valuable resource for all consultants in their work with cities is the MTAS library. It contains the largest, most comprehensive collection of publications and material on municipal operations in Tennessee.



## **JUST ASK!**

MTAS services are available, usually at no charge, to incorporated cities and towns in Tennessee. Any city official may initiate a request as long as the mayor or city manager is kept informed by the person asking for assistance.

MTAS regional offices are located throughout the state, as close as possible to the municipalities they serve.



## **GENERAL MANAGEMENT**

**PURPOSES:** Assist city officials in finding practical solutions to day-to-day and long-range problems; apply modern techniques of municipal management, individualized, when possible, to each situation; help strengthen municipal management capability and capacity; work to improve community facilities; and help officials extend effective, efficient public services to all citizens.

### **TYPICAL SERVICES:**

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#### **Municipal Organization**

Determining feasibility and procedures for incorporations or annexations/  
Drafting charters and amendments/Preparing internal organization and management studies/Compiling administrative rules and regulations/  
Strengthening intergovernmental relationships/Improving coordination of emergency services/Determining ways to improve ISO ratings/Helping prepare plan of services for annexed areas/Analyzing cooperative city-county administration of specific services/Analyzing existing governmental structure and recommending changes/Providing information on metropolitan forms of government.

#### **Risk Management**

Evaluating existing insurance coverages/Suggesting ways to effect economies/Evaluating factors affecting coverage/Assessing liability/Identifying safety hazards and suggesting improvements in operations.

#### **Personnel Administration**

Establishing merit systems or civil service/Assisting with employee recruitment, selection, and orientation procedures/Evaluating salaries and fringe benefits/Improving personnel record forms/Analyzing rules, policies, and practices/Assisting in improving employer-employee relations.

### **Municipal Utilities**

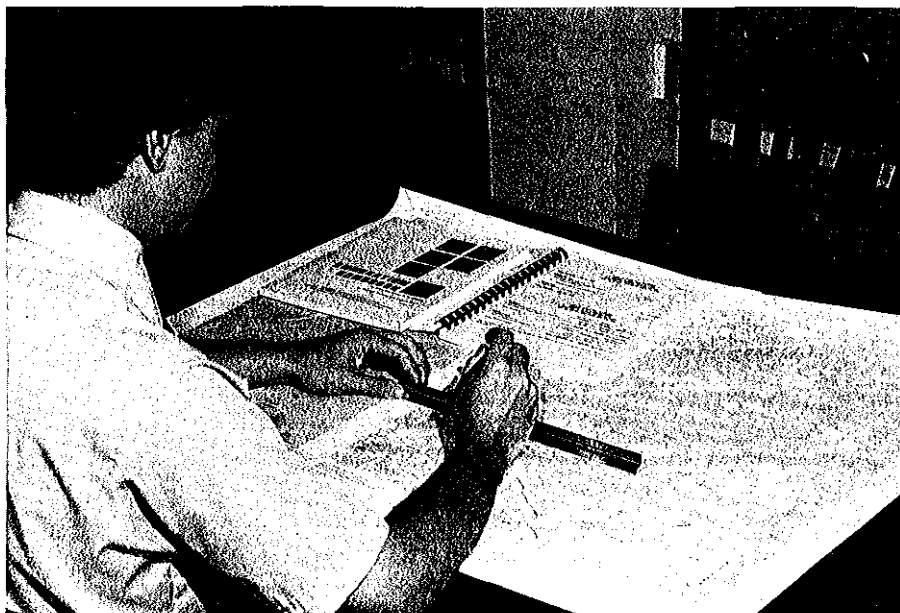
Preparing comparative rate and operating cost data /Evaluating feasibility of joint building for electric and other municipal government systems /Improving utility customer billing and collection /Improving operating relationships with general government /Determining feasibility of municipal take-over of systems operated by other agencies /Assisting in planning and establishing new systems.

### **Economic/Community Development**

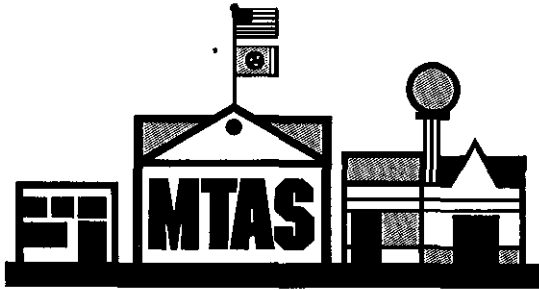
Determining municipal government's role in formulating development strategies /Involving community leadership.

### **Intergovernmental Affairs**

Helping to develop TML policy positions /Interpreting state and federal legislation /Preparing summaries of legislative acts affecting municipalities /Acting as liaison with state and federal agencies /Providing information on state and federal programs.







# ENGINEERING & PUBLIC WORKS

PURPOSE: Provide city officials with information, technical assistance, and public works operational know-how. MTAS help in this field is designed to supplement services of private consultants and/or city engineers.

## TYPICAL SERVICES

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### **General**

Preparing preliminary studies to define scope of a problem and services needed from a consulting engineer/Analyzing engineering plans, reports, and specifications for municipal construction projects/Evaluating public works department operations/Reviewing subdivision development plans/Advising on use of contract services.

### **Refuse Collection and Disposal**

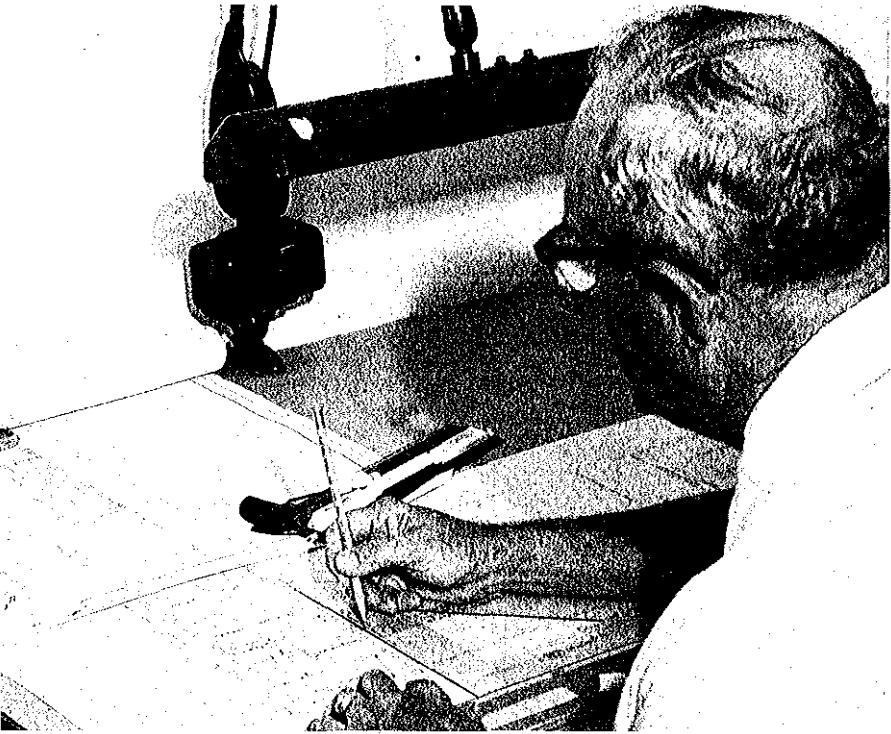
Assisting in designing and implementing all phases of manual, semi-automated, and automated systems, including equipment selection and route mapping/Assisting in landfill site selection/Providing information on state regulations /Developing landfill operating procedures.

### **Wastewater Collection and Disposal**

Preparing studies and recommendations for correcting infiltration problems /Preparing testing and inspection procedures/Developing recommendations on types and uses of facilities, equipment, and manpower.

### **Waterworks**

Analyzing departmental organization and procedures /Developing line extension policies /Providing information on rate structures /Developing meter testing, repairing and replacement programs.



### **Streets**

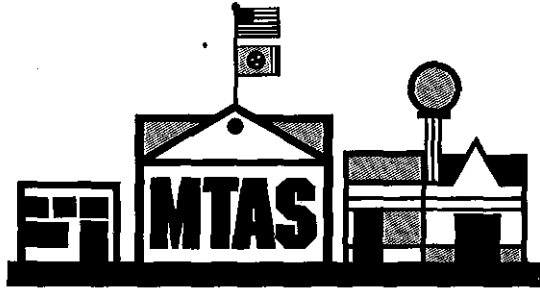
Helping plan street improvement programs/Evaluating and reviewing specifications, surface treatment procedures, and material selection/Improving maintenance procedures and equipment/Developing feasibility of curbs and gutters/Helping develop street maps, records, and street name and traffic signs/Preparing intersection and parking studies/Analyzing drainage problems.

### **Code Enforcement**

Assisting with code selection/Analyzing staffing, and procedures for inspections/Developing permit forms/Improving processing of violations/Helping establish board of appeals.

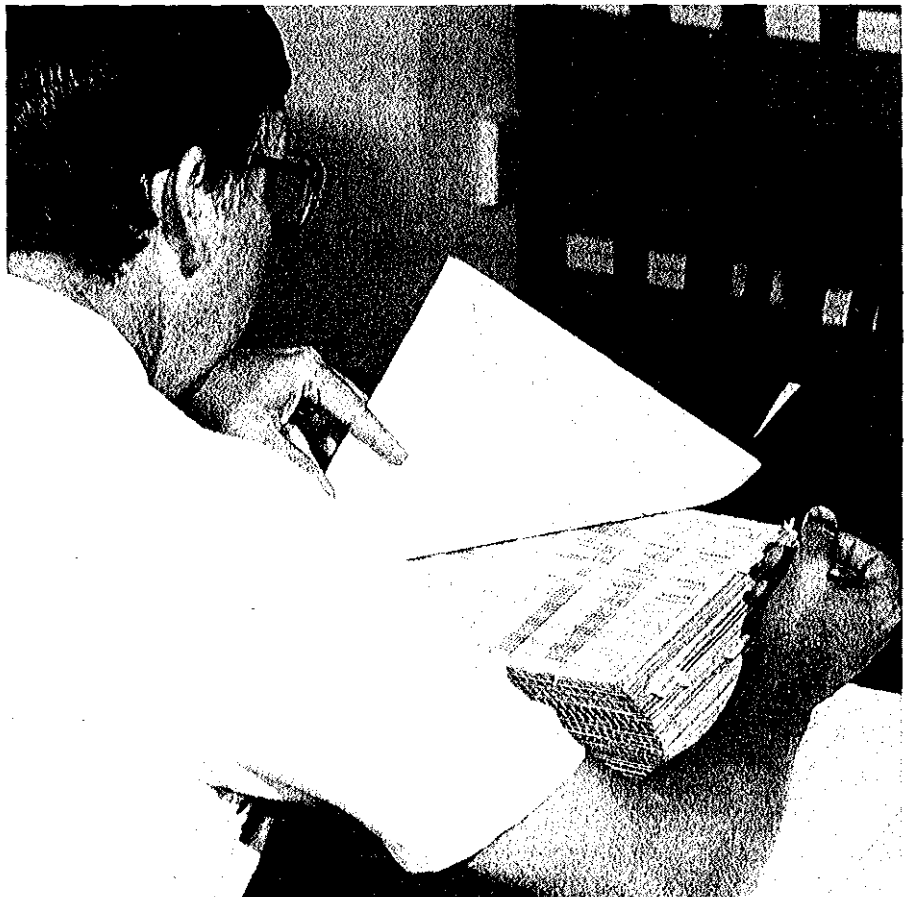
### **Equipment Management**

Preparing or reviewing specifications/Evaluating bids/Preparing fleet maintenance studies/Evaluating layout of garage and storage facilities.



## **FINANCE & ACCOUNTING**

**PURPOSE:** Assist city officials in effective management and utilization of available fiscal resources and help develop additional revenue sources.



## **TYPICAL SERVICES**

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### **General**

Analyzing fiscal policies and procedures and internal control procedures / Assisting in designing, preparing, and presenting financial reports / Providing information on federal and state financial aid / Developing fixed asset and depreciation records / Preparing studies on computer applications and assisting with procurement procedures / Developing procedures for investment of idle funds.

### **Budgeting**

Assisting with preparation and administration / Developing use of budgets as management tools / Estimating revenues and expenditures / Helping prepare budget forms and records / Integrating annual and capital budgets / Assisting with utility budgeting.

### **Accounting**

Analyzing requirements / Establishing accounting systems / Helping install computerized accounting and payroll systems / Improving stores and equipment records / Assisting with special fund accounting, records, and reports.

### **Tax Records and Procedures**

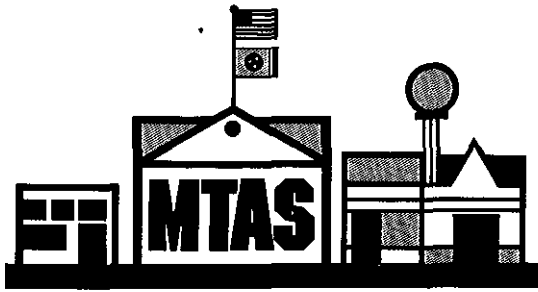
Developing tax billing and collection procedures / Standardizing tax billing forms / Preparing business and other special tax records / Securing comparative rate data / Assisting in determining correct tax equivalent payments.

### **Debt Administration**

Assisting in preparing records and reports / Analyzing financial condition of municipality / Helping install procedures to improve credit rating.

### **Purchasing**

Helping implement centralized system / Developing users' specifications / Improving inventory controls and purchasing records / Establishing bidding and procurement procedures, including surplus purchases and sales.



# MUNICIPAL LAW

**PURPOSE:** Provide assistance on legal matters to municipal officials, especially city attorneys, and assist city officials in the preparation of ordinances, codes, and charters. MTAS consultants do not represent cities in litigation or otherwise act as practicing attorneys.

## TYPICAL SERVICES

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### **Legal Opinions**

Providing legal opinions on the authority and procedure to perform municipal functions/Assessing liabilities of the municipality in specific areas/Advising city officials on the powers and limitations of municipal governments.

### **Charters**

Assisting in preparation of new or revised charter or amendments to charter /Providing copies of existing charter /Interpreting charter provisions.

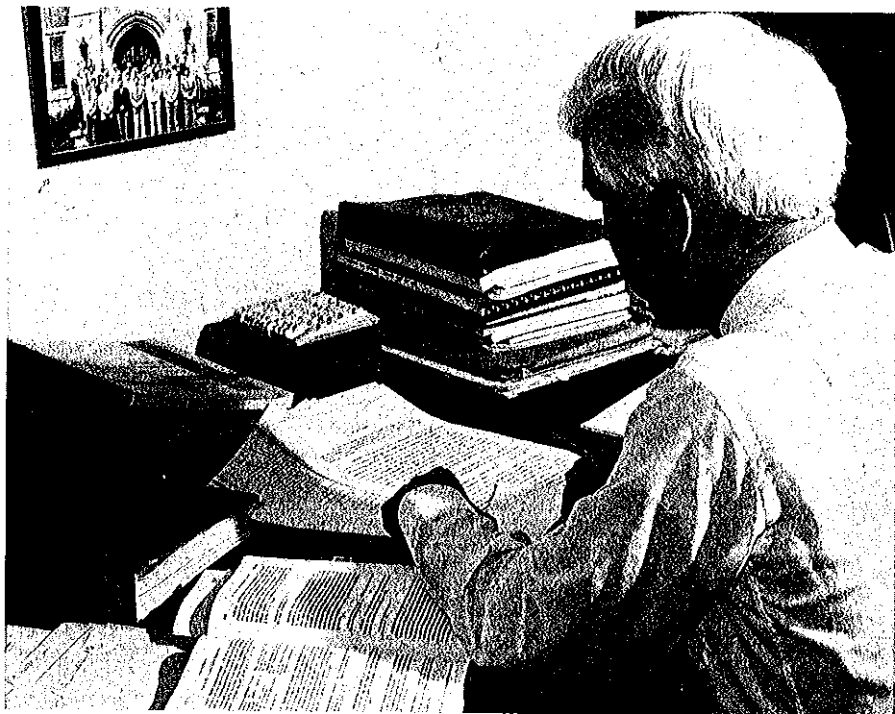
### **Ordinances**

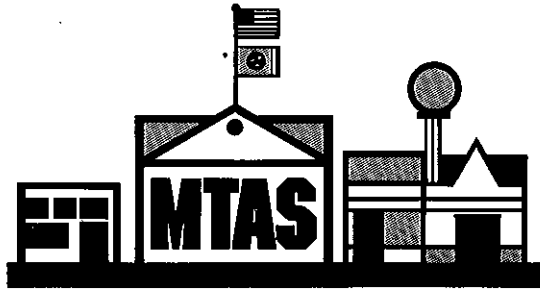
Providing sample ordinances from other cities (the MTAS library includes a large collection of such ordinances on most aspects of municipal government)/Preparing and/or reviewing ordinances.

### **Code of Ordinances**

Preparing code of ordinances from existing ordinances, eliminating obsolete, conflicting, and ambiguous provisions and including integration of private acts into single, up-to-date charter /Updating MTAS-prepared codes annually.

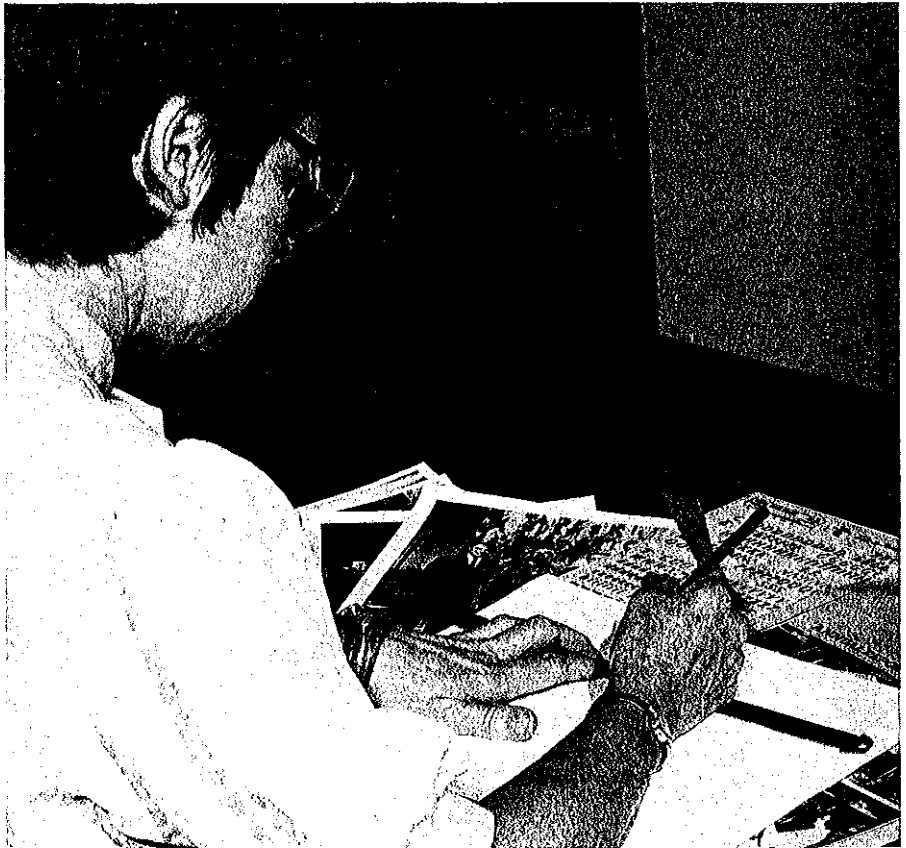
(No charge for codification; city pays reproduction, binding, and delivery costs.)





## **PUBLIC INFORMATION**

**PURPOSE:** Assist city officials in improving public understanding of municipal services and programs and in securing greater citizen participation in all phases of local government.



## **TYPICAL SERVICES**

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### **General**

Analyzing existing information activities/Developing ongoing communications programs/Planning and implementing request-for-services system/Helping involve students in city government operations/Planning and implementing information campaigns for local sales tax increases and other referendums/Increasing understanding of city's position in annexation procedures/Planning for crisis communication.

### **Citizen Participation**

Developing methods for encouraging and utilizing citizen input/Making advisory committees more effective/Planning programs for long-range goal-setting/Increasing citizen understanding of and participation in budget process/Helping to conduct and analyze citizen opinion surveys.

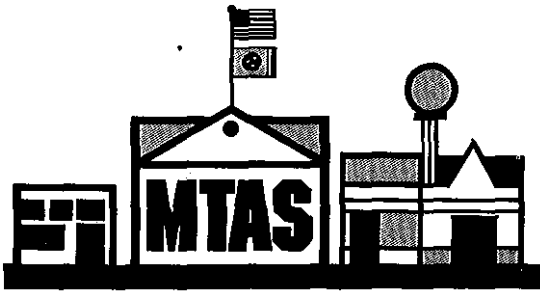
### **Citizen Information**

Preparing annual progress reports and citizen handbooks/Developing citizen newsletters or other regular communication channels/Improving media relations skills.

### **Employee Information**

Establishing internal communications programs/Assisting with employee newsletter and/or fringe benefit reports/Preparing employee handbooks/Developing effective communication through supervisors/Improving communication during negotiation process.





## OTHER SERVICES

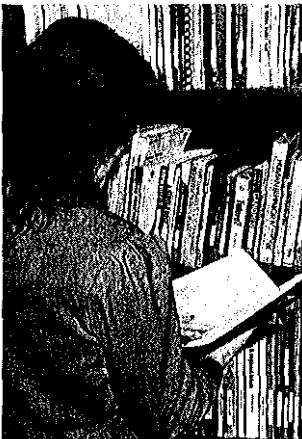
**PURPOSE:** Provide information to city officials on specific subjects; serve as a clearinghouse for model materials and data in all phases of city administration and operation; help promote professionalism of city personnel; and make a full range of technical services available and accessible to city officials.

### TYPICAL ACTIVITIES

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#### **MTAS Library**

Serving as resource center to support research, reports, and technical assistance provided to cities by MTAS consultants /Maintaining comprehensive, current collection of materials on all phases of municipal government / Acting as clearinghouse for contact with other information sources at state and national levels /Assisting in organization of in-house municipal libraries.



#### **Publications**

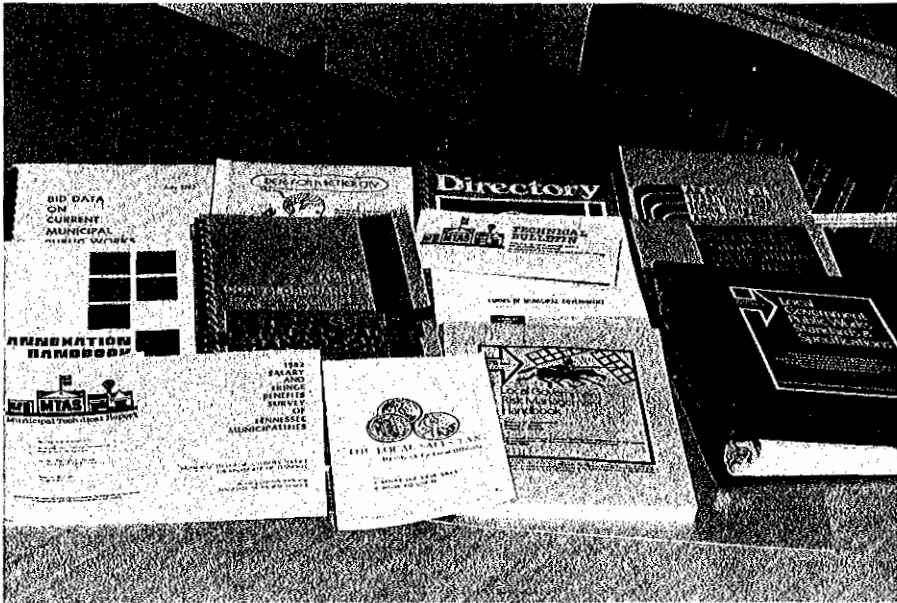
*Bid Data on Current Municipal Public Works*  
*Directory of Municipal Officials*  
*Forms of Municipal Government in Tennessee*  
*Ideas for a Better City*  
*Local Government Risk Management Handbook*  
*Local Government Public Works Standards*  
*Local Sales Tax Handbook*  
*Salary and Fringe Benefit Survey*  
*Sample Code of Ordinances*  
*Summary of Public Acts*  
*Technical Bulletins and Reports*  
*Tennessee Municipal Handbook*  
*Contributions to Tennessee Town & City*

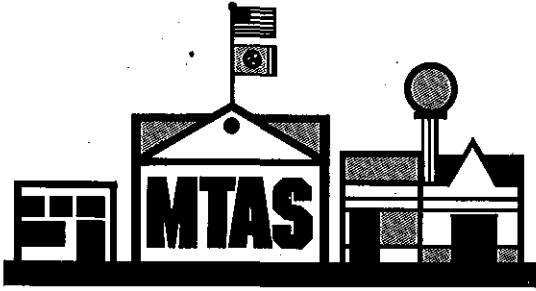
## Professional Development

Providing staff support for TML and affiliated organizations, including the Tennessee Municipal Finance Officers Association, Tennessee City Management Association, Tennessee Chapter of the American Public Works Association, Tennessee Municipal Attorneys Association, Women in Government, and the Tennessee Innovation Group/Providing consulting services and other assistance during annual TML conference.

## Training Opportunities

Cooperating with the Center for Government Training in assessing training needs/Promoting use of training programs/Conducting workshops and seminars in cooperation with CGT.





## **WE ARE ALWAYS AT YOUR SERVICE**

For assistance or further information,  
contact one of the MTAS/IPS regional offices below:

**KNOXVILLE (Headquarters)**  
891 Twentieth Street  
The University of Tennessee  
Knoxville, TN 37996-4400  
Phone: 615/974-5301

**COOKEVILLE**  
124 South Madison  
Cookeville, TN 38501  
Phone: 615/528-5518

**JACKSON**  
212 North Highland  
Suite 2119  
P.O. Box 2784  
Jackson, TN 38301  
Phone: 901/423-3710

**MARTIN**  
181 Clement Hall  
P.O. Box 100  
The University of Tennessee  
Martin, TN 38238  
Phone: 901/587-7055

**NASHVILLE**  
226 Capitol Boulevard  
Suite 505  
Nashville, TN 37219  
Phone: 615/256-8141

We would like to have technical assistance or information on the following:

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City of \_\_\_\_\_ By \_\_\_\_\_

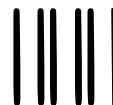
Date \_\_\_\_\_ Title \_\_\_\_\_

**BUSINESS REPLY MAIL**

First Class Permit No. 477, Knoxville, Tennessee

Postage Will be Paid by Addressee

**Municipal Technical Advisory Service  
The University of Tennessee  
891 20th St.  
Knoxville, Tennessee 37916-9989**



No  
Postage Stamp  
Necessary  
If Mailed in the  
United States



MTAS  
The University of Tennessee  
891 20th Street  
Knoxville, Tennessee 37996-4400

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Knoxville.

MTAS LIBRARY  
UNIV. OF TENN. MAR 12'

**REMEMBER —**

*The beginning of the process of obtaining federal assistance is important. MTAS can't deliver a federal program to your doorstep. But it can help you decide whether or not you want and can qualify for federal assistance; and if you do, what kind and how to go about obtaining it.*

*This service is available to your city free of charge.*

*All it takes is a call or letter to an MTAS office from a city official. (See map on back for addresses and phone numbers.)*

*This is a part of the technical assistance program provided your city by*

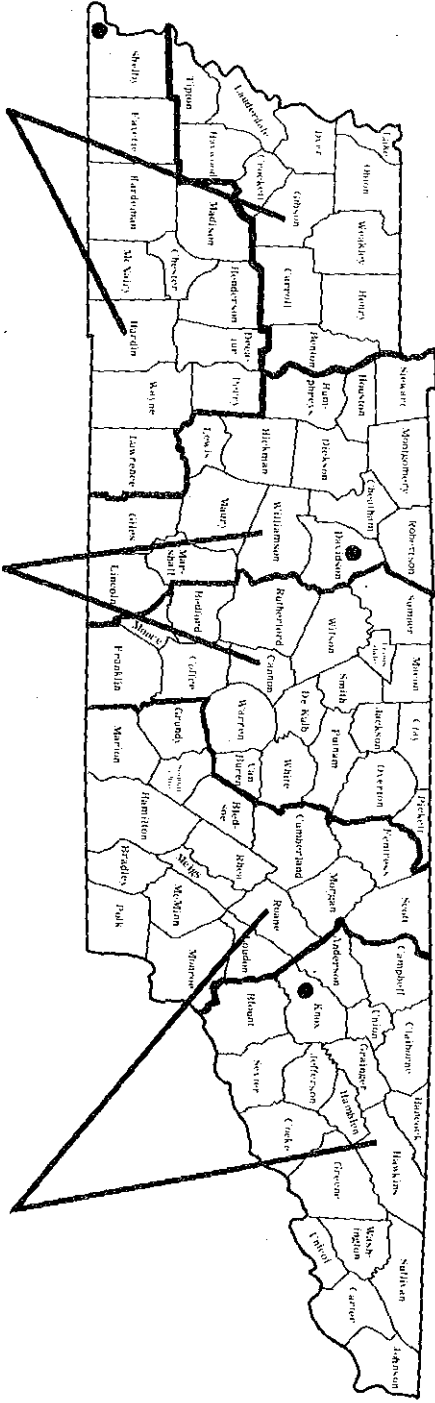
Municipal Technical Advisory Service  
 Division of University Extension  
 The University of Tennessee

in cooperation with  
 The Tennessee Municipal League

127 Madison Ave.  
 Memphis, Tenn. 38103  
 Phone 901 — 527-9247

226 Capitol Blvd.  
 Nashville, Tenn. 37219  
 Phone 615 — 256-3447

The University of Tennessee  
 Knoxville, Tenn. 37916  
 Phone 615 — 974-5301  
 (Headquarters and district office)



**MTAS DISTRICT OFFICES AND AREAS SERVED**

**Municipal Technical Advisory Service**  
 Let MTAS Help Your City ...  
 pt. 1  
 379960093852

MTAS  
 The University  
 Knoxville, Ter

Permit No. 295

**Let MTAS help  
 your city  
 benefit  
 from  
 FEDERAL PROGRAMS**

## QUESTIONS, QUESTIONS —

As a city official trying to get the maximum benefits for your town from federal assistance programs, do you often find yourself with more questions than answers? Questions like:

How do we identify a local problem that may fit a federal program?

What prerequisites must a city have before qualifying for federal assistance?

What steps are necessary before a particular grant will be considered?

How will a specific loan or grant affect the city's present operations?

How do we use engineering studies and other information in planning for federal assistance?

How do we know which federal agency has funds available to help with our problem?

We know the hit or miss approach isn't the right one, but how do we avoid it?

Will a particular program be available when we need it?

Will our city have to change its way of doing things if we use federal money?

What do we do when a whole group of federal agencies and state departments is involved in the program our city is using? Who do we go to first?

How much paper work is involved in administering a federal program?

Will we need to add new employees?

## MTAS CAN HELP YOU

Don't get us wrong. MTAS doesn't claim to have all the answers. Neither can it "get" a federal program for your city. But the MTAS staff of consultants can advise you of the steps to take and the methods which have been successful for other cities.

And, of course, there is no charge for this service.

In effect, MTAS can be your guide as your city ventures into the complexity of programs that comprises federal assistance to municipalities.

MTAS consultants make it part of their job to try to keep abreast of the situation in order to advise and to assist city officials in finding and making use of the programs that best fit their local conditions.

At the request of any city in Tennessee, MTAS will help city officials study and identify problems and determine feasible programs.

## THE FIRST STEPS

If you ask them, MTAS consultants can provide you with information on the availability of programs for specific needs and on requirements and procedures for these programs. They will help you survey your city's problems to determine those qualifying for federal aid.

Once problems have been isolated and possible programs determined, MTAS is available for assistance in:

Outlining steps to follow in applying for federal aid, including *who* and *where* to ask for *what*

Preparing for the administration and implementation of the specific program.

Reviewing legal requirements for effective program use.



Manholes, catch basins,  
inlets, etc.

Curb machines

Curbs and gutters

Bridges and culverts

Maintenance equipment

Storm sewers

Street surfacing materials

Organizing street maintenance  
crew

Street cleaning

Street maps and records

Street name signs

Street lighting

Regulating signs over streets

Selecting shade trees

Weed control (cutting, chemicals)

## WATERWORKS

Organization

Rules and regulations

Policies on extension of water  
mains

Information on water rates

Information about water waste  
surveys

Information on rating of water  
systems

Information on purification  
methods

Information on fluoridation

Earth-dam construction

Inserting valves under pressure

Painting wet pipe

Conserving water

New water supply sources

Maintaining valves and hydrants

Service connection problems

Testing water meters

## SEWERAGE SYSTEMS

Types and uses of sewer pipe

Methods of laying sewer pipe

Minimum grades for sewer lines

Measuring and controlling  
infiltration

Maintenance equipment

Back-filling practices

Testing and inspecting

Safety precautions in cleaning  
sewers

Construction specifications

Pre-cast manholes

Sludge disposal

Sewer service charges

**HELP IS AVAILABLE, WITHOUT  
CHARGE, FROM:**

Municipal Technical Advisory Service  
Institute for Public Service  
The University of Tennessee  
Knoxville, Tennessee 37916

in cooperation with the  
Tennessee Municipal League

**Municipal Technical Advisory  
Service**

Let MTAS Help Your City ...  
pt.2

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Permit No. 295

MTAS  
The University of  
Knoxville, Tennessee

**let MTAS help**

**your city**

**ENGINEERING**

**PUBLIC WORKS**

The Municipal Technical Advisory Service, a part of the Institute for Public Service, The University of Tennessee, provides information and technical assistance to municipal officials. Examples of its services in the field of engineering and public works are listed in some detail in this leaflet.

MTAS has on its staff a registered engineer who is available to serve as consultant to all cities and towns in Tennessee. As a practical matter, it would be impossible for him to do the work of a city engineer; as a policy matter MTAS would not compete with private consulting engineers. However, he can and does offer suggestions, helpful information and advice on many municipal engineering problems which do not warrant the attention of a private consultant. In some cases he may merely provide information on how to get started on a project and recommend that consulting engineers be retained as a first step.

The MTAS consultant is available on your request to assist you on any of your problems; this is normally done by a written report to you on *your specific problem*. An examination of the listings in this folder, although not all inclusive by any means, may suggest some ways MTAS can aid your city.

## GENERAL

- How to select a consulting engineer
- Preparing and reviewing bid and contract documents
- Reviewing plans and specifications
- Comparative bid data
- Advice on testing and inspecting construction work
- Records to be kept during construction
- Work order forms
- Engineers' salary data
- Engineers' job descriptions
- Space and layout of public buildings and facilities
- Safety measures and programs
- Organizing engineer's office
- Mapping:
  - Subdivisions
  - Sewerage systems
  - Water systems
- Staffing engineer's office
- Filing and recording maps, plans and records
- Surveying equipment needs

## PARKING AND TRAFFIC

- Parking lot layout
- Signs and signals
- Parking meter installations
- Parking meter maintenance
- Increasing traffic flow
- Channelizing traffic

- Street traffic markings and equipment
- Traffic accident maps

## SOLID WASTE

- Collecting equipment
- Time and motion survey
- Collecting procedures
- Disposal equipment
- Sanitary fill disposal
- Other disposal methods
- Comparative costs of various methods

## BUILDING INSPECTION

- Codes:
  - Building
  - Plumbing
  - Electrical
  - Smoke abatement
- Adapting standard codes to local needs
- Job descriptions
- Selecting a building inspector full-time or part-time
- Permits and other forms
- Building inspector's reference books

## STREETS

- Utility cuts and repairs
- Establishing street grades
- Street improvement programs
- Sealing pavement surfaces
- Widening streets
- Standardizing specifications

● *We are always  
at your service!*

KNOXVILLE OFFICE

Regular mail

Box 8500, University Station  
Knoxville, Tennessee 37916

Special delivery mail

Room 14, College of Law Bldg.  
1505 W. Cumberland Avenue  
Knoxville, Tennessee 37916

Telephone

Knoxville 524-2981, Ext. 284

NASHVILLE OFFICE

Regular or special delivery mail

Room 306  
226 Capitol Boulevard  
Nashville, Tennessee 37219

Telephone

Nashville 256-3447

Municipal Technical Advisory Service  
Division of University Extension  
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in cooperation with the  
Tennessee Municipal League

7/64-5M

Municipal Technical Advisory  
Service

Let MTAS Help Your City ...

pt. 7

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From: Box 8500  
University Station  
Knoxville, Tenn. 3

●=HOW *M.T.A.S.*

CAN SERVE

*Your City*

*Municipal*

*Law*

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UNIV. OF TENN.

The MTAS Consultant on Municipal Law is a qualified attorney available to consult with city attorneys and officials of cities and towns in Tennessee on legal matters. He has at his disposal the library of the University's College of Law, and he has more time for research than busy city attorneys. His services are advisory only. He does not represent a city or town in litigation or otherwise act as a practicing attorney.

#### Legal opinions

Probably his most significant service is the preparation of legal opinions on a wide range of municipal affairs. Questions frequently arise in any city or town concerning an interpretation of a charter provision, authority or procedure to perform a municipal function, liabilities of the municipality for certain actions, etc. Normally such questions are presented to a city attorney, and he may request an opinion from the MTAS consultant. Such requests may come from the board of aldermen, mayor or city

recorder of a small town that does not employ an attorney. Any city official may request his services, but it is desirable to consult the city attorney first if one is employed.

#### Charters

The MTAS consultant on municipal law, assisted by other consultants, will assist a city in revising its charter, ranging from minor amendments to a completely new charter.

On request, MTAS will also provide photostated copies of private acts constituting a city's charter, assembled in a loose leaf binder.

#### Ordinances

MTAS will furnish ordinances of other cities which can be readily adapted with minor revisions by the city attorney. From its extensive file, MTAS can usually supply several ordinances on nearly any subject. When desired, the consultant will prepare a draft of an ordinance or will review a draft prepared by a city attorney.

#### Codes of ordinances

. In the municipal law field, MTAS also has a consultant on ordinance codification. He, too, is a qualified attorney, and his full time is devoted to the preparation of codes of ordinances. This service is available on a "first come, first served" basis in the order of receipt of requests. A city desiring this service should submit its request, preferably in the form of a resolution by the governing body, so that it can take its place on the list.

\* \* \* \* \*

The purpose of this leaflet is to let you know in a general way the services of MTAS in the field of municipal law. Should you have a specific question or problem in this field you may write or call MTAS. (See addresses and telephone number on the reverse side of this leaflet.)

THE MTAS STAFF of trained, experienced professionals in municipal management and related fields provide consulting services to your city without cost. This knowledge and practical know-how can help you determine solutions to a wide range of organizational and operational problems. All you have to do is request assistance.

WORKING WITH your city on a regular basis is one of MTAS' municipal (district) consultants. These generalists spend much of their time in the field, visiting and working with city officials. We hope you will make them a part of your municipal team. When necessary they call on other MTAS consultants who are specialists in public works, finance and accounting, municipal law, ordinance codification, police administration, and public information.

THE CHECKLIST in this folder is intended only to suggest problem areas where MTAS may be of assistance. If your particular concern is not included, ask; we'll try to find an answer or solution for you. MTAS is your clearinghouse for information on municipal government and the experiences of other cities with problems similar to yours. In some areas, such as position classification, MTAS cannot perform the actual service, but its consultants can usually provide information that will be valuable to you in arriving at a solution.

CONSULTING services cover such areas as:

- **Municipal Organization**  
Forms of government for Tennessee cities — drafting charters and amendments — incorporation and initial organization of new cities — reorganization surveys and recommendations — administrative rules and regulations — intergovernmental relationships — use of advisory or administrative boards and commissions — annexation of fringe areas
- **Financial Planning and Controls**  
Budget administration policies, forms, preparation and controls — revenue sources — relation of budget to management — state-shared taxes
- **Municipal Insurance**  
Risks to be insured — factors affecting coverage — program reviews — bonding of officers and employees — public liability insurance — fire insurance — ways to effect economies — Workmen's Compensation — group insurance for employees
- **Refuse Collection and Disposal**  
State regulations — selection of landfill sites — collection methods and equipment — disposal methods

- **Personnel Administration**  
Comparative salary data — civil service or merit system — personnel forms and records — Social Security coverage and retirement plans — employee fringe benefits — pay plans and employee rating systems — recruitment and selection of personnel — entrance and promotional examinations — vacation and sick leave policies — personnel rules and regulations — employee relations — employee handbooks
- **Purchasing**  
Centralized purchasing — use of specifications — inventory control — bidding procedures
- **Public Safety**  
Regulation of emergency vehicles — radios in city vehicles — fire service outside city — traffic and parking — selection of equipment — taxicab regulation — ambulance service — animal control — records management
- **Municipal Utilities**  
Comparative rate and operating cost data — joint electric system and municipal buildings — tax equivalent payments — relations with general city government

# We are always at your service!

These services are a part of the technical assistance program available to your city from the

Municipal Technical Advisory Service  
Institute for Public Service  
The University of Tennessee

in cooperation with the

Tennessee Municipal League

## MTAS OFFICES:

**Knoxville (headquarters):**  
1000 White Avenue  
The University of Tennessee  
Knoxville, Tennessee 37916  
Phone (615) 974-5301


**Nashville:**  
323 McLemore St., Suite B  
Nashville, Tennessee 37203  
Phone (615) 254-5681, Ext. 227

**Memphis:**  
127 Madison Avenue  
Memphis, Tennessee 38103  
Phone (901) 527-9247

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**MUNICIPAL  
MANAGEMENT**



## THE PROBLEM

Most urban areas have grown tremendously in recent years and will continue to grow. The automobile, improved roads and highways, and septic tanks have made living in outer fringes possible. Much of the growth has been in the fringe areas outside the city limits. The location of new industries has often been an important factor in such growth.

The typical city has failed to expand its city limits to keep pace with such growth. The result is a fringe area, usually surrounding the city, which in reality is a part of the city but not subject to its government. The city has no control over the activities within such areas. Residents there of lack essential services or pay extra for poor substitutes. An artificial line divides those living "inside" and "outside."

When the central city fails to expand, small cities may be incorporated or utility districts formed. A patchwork of governmental units, within a single urban community, leads to all sorts of problems in trying to achieve coordination among such multiple governments. Or the community may continue in a half-governed state, with those "outside" ill-served, ill-represented, and ill-taxed.

As one Tennessee city official said, "Sooner or later the price (of fringe growth) has to be paid and our experience is that it becomes more expensive and more difficult the longer it is delayed."

## THE SOLUTION

The Tennessee Municipal League, recognizing that adequate legal power to cope with this problem was a necessity, in 1955 sponsored and secured passage of a law (Chapter 113) which empowers any city to annex territory by ordinance. The law also authorizes a city, as an alternative method, to submit the question to a vote of the people in an area proposed for annexation. An MTAS survey in 1971 showed that Tennessee cities had added 504,641 people by ordinance annexation since 1955.

With the legal authority to act, the problem is one of whether to exercise this authority. A study of all pertinent facts and considerations should be undertaken in making this decision.

Assuming annexation to be the best solution, timing is important. In the short run, property is assessable for taxation January 10 after an annexation is effective. A special census should be completed early in June if a city is to increase its state-shared-tax receipts as of the following July 1 (the only date for making such adjustments).

A city would be well advised to annex small areas several years apart, to lessen absorption problems and strains on its budget. However, a city that has fallen behind may need to make a large annexation in order to begin such a policy.

## HOW MTAS WILL HELP

In the study of the complex factors that usually exist in such situations, the municipal official may desire technical help.

An MTAS municipal (district) consultant will assist a city by compiling and analyzing data and submitting a report of his findings and recommendations. Typically, such a report would include the following services in areas proposed for annexation and their financial effect (revenues and expenditures) on the city:

Water system

Sewerage system

Utility operations

Fire protection

Fire insurance rates

Police protection

Solid waste collection and disposal

Streets

Inspection services

Schools

Recreation

## INFORMING THE PEOPLE

If a city decides annexation is the best course of action, MTAS also will assist in the public information phase—explaining the program to the people. This is usually the most critical part of an annexation program.

**FRINGE AREA INFORMATION  
AVAILABLE FROM MTAS**

Special analysis and report for your city

**Annexation Handbook**, which includes:

- Copy of 1955 annexation law
- Model annexation ordinance
- Model resolution for annexation referendum
- Court opinions in annexation cases

**Tennessee Community Progress Guide No. 14** (Urban Fringe Growth)

What other cities are doing

Fringe area studies for other cities

Municipal services outside cities

Legal briefs (decided cases)

Public information materials used by other cities

Experiences of other states

Bibliography

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**FRINGE  
AREA PROBLEMS**

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## THE PROBLEM

MR. City Official, do you have a housing problem? Is your city keeping up with growth? Are more people moving to the suburbs? Is the heart of your city, like most, looking shabby? Are substandard housing units on the increase?

THE rapid rise in building and land costs has made it impossible for lower income groups to obtain better housing through normal procedures. Substandard neighborhoods are increasing, despite many efforts to stem the tide. Effective procedures have been devised to deal with such situations--the problem is how to apply them properly.

THE exodus to the suburbs often leaves behind neighborhoods in a bad state of repair. Many people who move out of the city can't afford to travel long distances to work. Needed tax resources are lost to the city. If properly rehabilitated and maintained, central areas can once again be economical and pleasant places to live.

DEVELOPERS often harm a city by locating new subdivisions outside city limits in order to

use "no city taxes" as a sales pitch. People who would prefer to be inside a city, to benefit from its public services, sometimes have no choice but to buy such housing in suburban fringes.

MANY housing programs and assistance measures have been instituted since the 1930's. But often the results have been disappointing. Programs are too complex, missing the roots of problems and failing to effectively mobilize private and public energies.

ALTHOUGH most of the action has been in larger urban areas, the small city should give attention to its housing problems early and continuously. While minor these problems are manageable but neglected they become larger and more complex.

### ELEMENTS OF A GOOD PROGRAM

FIRST, a city should analyze its administrative structure, local planning and housing information as to full effectiveness and commitment. Making one department or official responsible for gathering facts and estab-

lishing working arrangements with private interests is a good beginning.

THE next step, a building and occupancy permit system, already exists in many cities but needs expanding to obtain information on family characteristics and building and neighborhood conditions. Such information, with census and planning data, provides the continuing inventory of conditions and deficiencies necessary for proper decisions by policy makers.

AFTER identifying specific critical needs, short and long range priorities can be set. Housing problems are not always bad signs. Often they simply reflect growth. They are visible reminders of the need to build a better living environment for a city's people.

NEXT might come analysis of the need and demand for various types of housing. Programs then can be developed and applied to meet these needs.

ALTHOUGH housing is, perhaps, the most complex and stubborn of local problems, much can be done if community and outside resources are applied properly.

## APPROACHES TO SOLUTIONS

Aid is available from many sources. Successful programs in other communities and available assistance programs can be related to the growth factors and housing conditions of your city. Solutions by other cities include:

- Close enforcement of considerate building codes
- Careful planning for subdivisions within cities, wise use of cleared areas, and realistic zoning
- Annexation of areas for housing and public facilities
- Provisions for families with varying backgrounds and income levels
- Encouragement of home ownership
- Use of research and new technology to stabilize building costs
- Creation of agencies actively working toward solutions

## MTAS ASSISTANCE

MTAS will assist cities in analyzing individual problems and selecting programs and methods for solution. Such help may involve other MTAS services such as annexation, code enforcement, public works, legal guidance, and public relations. Assistance may fall into one or more of these categories:

- Federal programs
- Public housing developments
- Building and housing codes
- Concentrated codes enforcement
- New technology in construction
- Development corporations
- Relocation and rehabilitation problems
- Modular units assembled on site
- Programming housing inspection
- Interest and rent supplement housing
- Public facilities in housing developments
- Subdivision regulations
- Review of housing programs
- Comprehensive permits system and records

### FOR HELP, WITHOUT COST, CONTACT:

Municipal Technical Advisory Service  
Division of University Extension  
The University of Tennessee  
Knoxville, Tennessee 37916

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HOUSING PROBLEMS

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## **NEED FOR POLICE CONSULTANTS**

Americans traditionally have regarded laws, and the protection afforded by their enforcement, as basic to our way of life. Many police forces have been strained to fulfill this role in recent times, and city administrations have felt it necessary to more carefully evaluate the adequacy and efficacy of their police services. The specific needs and problems are not the same in all communities, of course. In many cities, meeting even minimum requirements presents a constant challenge to municipal officials.

Police administration, as in many other fields, has been and will continue to be affected by rapid social, economic and technological changes. Qualified consultants can help the administrator by bringing to bear on his problems their knowledge and expertise. With more time, and the advantage of a detached point of view, a consultant can more thoroughly analyze problem situations and apply to them the cumulative experience of police administration in many cities.

## **CONSULTATIVE HELP IS AVAILABLE**

MTAS provides the assistance of a professional police consultant to municipalities

in Tennessee, free of charge. This service, designed to increase police efficiency and effectiveness, is made possible by a grant from the Tennessee Law Enforcement Planning Agency under Title I of the Federal Omnibus Crime Control and Safe Streets Act of 1968.

As in other service areas, the entire MTAS staff of consultants is available to assist the Police Consultant as needed—for example, on such matters as legal interpretations, personnel policies, management, and public relations.

## **HOW MTAS CAN HELP**

Examples of areas in which the MTAS consultative staff can be of assistance include:

**1. Organization and Management.** Analysis of needs; direction and control; manpower utilization; beat assignments; organizational directives; duties and responsibilities of all levels of police management; administrative and supervisory methodology; budgeting requirements; priorities within the police function.

**2. Personnel.** Standards, based on job analyses, for recruitment and selection of personnel, and for compensation and fringe benefits.

**3. Operations.** Patrol, detective and traffic functions.

**4. Records.** Comprehensive review of records system; centralization; report writing; controls; statistical reporting; Uniform Crime Reports and the National Crime Information Center; data utilization.

**5. Communications.** Radio, teletype, telephone and lighting systems; written communications; citizen complaint provisions; dispatching procedures.

**6. Auxiliary services.** Staff functions; use of civilian employees; identification and criminalistics; vice and narcotics control.

**7. Equipment.** Types and maintenance of vehicles; personal equipment; identification, evidence and specialized emergency equipment.

**8. Jail.** Physical facilities; security; health and sanitation; food problems.

**9. Police-community relations.** Administrative direction; organizational problems; inter-departmental orientation; how police should be involved; innovation and evaluation.

**10. Juveniles.** Basic philosophy; arrest techniques; citation methods; school contacts; understanding delinquency specialization.

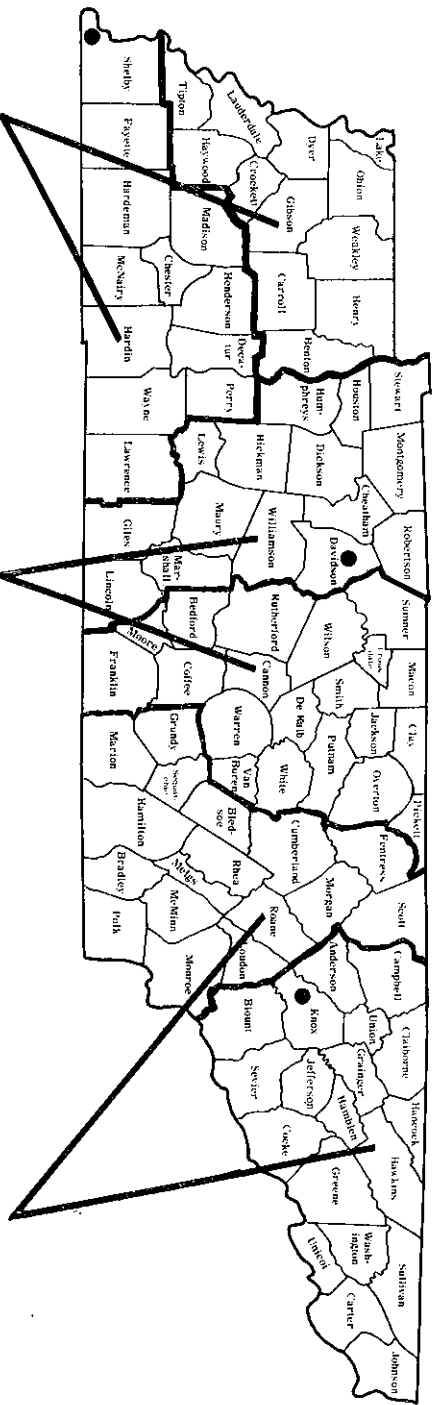
## HOW TO OBTAIN MTAS' ASSISTANCE

When requested to do so by an appropriate municipal official, the MTAS consultants will do their utmost to assist your city with respect to its needs and problems in the field of law enforcement. Address your request to any of the MTAS offices: Knoxville, Nashville, or Memphis.

127 Madison Ave.  
Memphis, Tenn. 38103  
Phone 901 - 527-9247

226 Capitol Blvd.  
Nashville, Tenn. 37219  
Phone 615 - 256-3447

The University of Tennessee  
Knoxville, Tenn. 37916  
Phone 615 - 974-5301  
(Headquarters and district office)



MTAS DISTRICT OFFICES AND AREAS SERVED

All these services are a part of the technical assistance program provided your city by the

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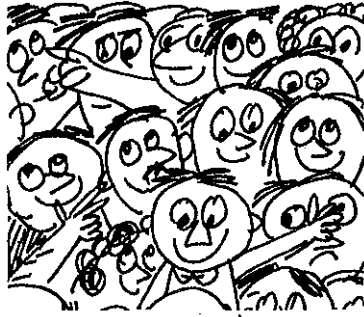
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LAST YEAR you formed a citizens' committee and issued an annual report?



GREAT -- but that was last year and unfortunately, most people have very short memories.

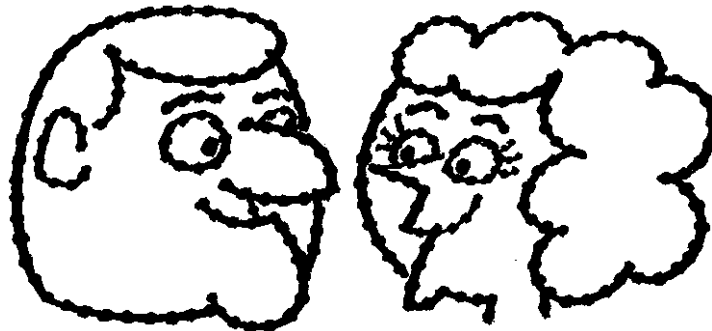
SO, ARE you, as a city official, doing even more THIS YEAR to help the people of your city better understand and take part in their municipal government? Have you let them in lately on:

- Where the money comes from for city services?
- What they get out of each tax dollar they invest?
- How they can be more active in the affairs of their city?
- What city services are available to them and how they can secure these services?

IF YOU HAVEN'T done some of this lately for the residents of your city, won't you think about it now? As you well know, people won't support what they don't understand. And government, even city government, is too complex for the ordinary citizen to comprehend without a real effort on his part and by his officials.

AS A MODERN official, you are well aware that helping people to become involved in the affairs of their city isn't just something nice you do as an afterthought. It's something you have to do if your city is to grow and prosper.

YOU'VE LEARNED, over and over, that unless you get the "man on the street" (and his wife) actively working for a proposed project, it stands little chance for success. And how many times have you seen rumors destroy an essential program, rumors that could have been stopped fast if only someone had gotten the facts across to people?



IF YOU aren't already doing them, have you thought about trying:

- A REGULAR city newsletter sent with utility bills or perhaps delivered door-to-door?
- A CITIZEN'S handbook on city services, telling him where to go for what and why?
- AN EASY - to-understand guide about the proposed budget?
- AN ANNUAL report of the city government's stewardship of tax funds and voter confidence?
- A CHECKLIST citizens can use to indicate to you what phase of city government they'd like to participate in actively?
- FORMATION of citizens' advisory or steering committees (to whom you really listen)?
- A SPECIAL time weekly when your door is open to anyone with a suggestion or problem?
- A TRAINING program for city employees to help them work more cooperatively with the public?

THESE ARE just a few of the things some city officials have found helpful in preventing the kinds of problems that usually result from lack of communication between a citizen and his city.

BUSY AS YOU are, you know you have to find time to keep your people up-to-date and make it possible for them to play active roles in their city's present and future. But you don't have to do it alone.

IF YOU DON'T know how to do these things, don't give up. The Municipal Technical Advisory Service at The University of Tennessee has a MUNICIPAL INFORMATION CONSULTANT ready and anxious to assist you.

JUST PICK up the phone and call

**MTAS**



This service is free and it could help you and your citizens develop an even better working relationship.

Municipal Technical Advisory Service  
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Knoxville, Tennessee 37916

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