2011 Annual Report

MTAS

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The University of Tennessee Municipal Technical Advisory Service

2011 Annual Report

Year in Review

Expertise

Collaboration

Information

Relationships
The evolving challenges and opportunities for cities in Tennessee require constant change in the services of the University of Tennessee Municipal Technical Advisory Service (MTAS).

While we change to meet these needs, we maintain our tradition of providing better, faster and less expensive services to support local government in this state. This annual report will highlight some of these changes and improvements. Good municipal government requires technical competence in services, transparent and effective internal and external communication, and competence in the soft skills of governance and community leadership. As we review the services and issues that we have faced in 2011, the following three broad statements help us better understand the needs and trends that we continue to address:

**TECHNICAL COMPETENCE.** MTAS has historically performed well in technical competence, and we work hard to train staff and support the work of cities and towns. This is an important function and hits on the consulting aspects of our work, the training programs that we deliver and the research that we have and continue to develop. In many of these, such as the Certified Municipal Financial Officer (CMFO) program, we partner with agencies of state government to help cities to bridge a gap in knowledge and proficiencies important across the state. Our challenge as an agency is to stay professionally competent in the issues that we address and the specialities that we deliver.

**TRANSPARENT AND EFFECTIVE COMMUNICATIONS.** Effective communication and transparency of decisions and operations are issues critical to all cities. Over the past year, we have introduced aspects of this topic with training on how to run effective meetings, open records and open meeting requirements, presentations on technology and security, and training and presentations on social media. Many or most of the cities and towns in Tennessee lack communication strategies and communication networking. This is also an issue that we are reviewing for the coming year.

**GOVERNANCE AND COMMUNITY LEADERSHIP.** The third measure of good government is the issue of developing competence in the soft skills of government and community leadership. Over the past year, we have developed and expanded on this issue through MTAS and the Naifeh Center for Effective Leadership.

We continue to see success and progress as we work with cities and towns to make Tennessee better, and in many ways, MTAS and the University of Tennessee meet the basic and the extraordinary needs of these cities and towns. We will talk about this further at the conclusion of this report, and we always look forward to your feedback on how we can continue this success together.

Steven T. Thompson, Executive Director
Over the past year, in a cross-agency collaboration, MTAS and its sister agency, the County Technical Assistance Service (CTAS), helped develop and deliver the new Tennessee Public Service Internship Program. This internship program is supported through a partnership of the UT Institute for Public Service (IPS), MTAS and CTAS with faculty at six universities across Tennessee, including the Knoxville and Chattanooga campuses of the University of Tennessee, East Tennessee State University, Middle Tennessee State University, Tennessee State University and the University of Memphis.

The program sponsors internships at three levels — undergraduate, graduate and a two-year post-master’s degree in public administration (MPA) graduate internship. Interns are accepted from different campuses in a variety of disciplines ranging from business administration to parks and recreation.

- Undergraduate students are offered the opportunity to serve as research analysts/interns in support of consultant activities and other MTAS/IPS initiatives.
- Graduate internships students are filled on a competitive basis and provide outstanding and concentrated exposure to local governments in Tennessee. Graduate interns are assigned to and supervised by MTAS offices near their home or campus for research, special projects, preparatory work for field consultants or cities and counties for specific research issues.
- The two-year post-graduate internship offers a full-time two-year internship for graduating students in a variety of municipal or county governments in Tennessee.

For example, Amber Sanderson is currently serving as the two-year post-MPA-graduate intern in upper East Tennessee. In the course of the internship, Sanderson has worked on many different types of projects, in several different cities and is gaining valuable, hands-on experience while working hard for these municipalities. Sanderson says the “real world” experience gained through this internship has taught her a lot. “For one thing, it is teaching me the fine art of remaining a neutral party amidst the politics of running a town — a VERY important lesson,” she said.

MTAS Executive Director Steve Thompson reported that all of the interns gain invaluable first-hand knowledge about how local governments serve Tennessee, and this experience has returned tangible results for both the interns and for the host cities and counties. “MTAS and the IPS agencies were created to support Tennessee with technical expertise through outstanding consultants and researchers. The internship program helps IPS agencies and local governments across the state to train the next generation of public servants, and through this investment, the students gain valuable professional experience. These students help to make Tennessee better through their service to these communities,” Thompson said.
Thirty city and county officials attended the UT Institute for Public Service (IPS) Community Growth Academy in March, thanks largely to a grant from the Tennessee Department of Economic and Community Development. The program was held at the Murfreesboro Embassy Suites Hotel and Conference Center.

The grant funded a two-day discussion and review on economic development opportunities, incentives and programs available in Tennessee. The grant covered most of the expenses which allowed the attendees from rural counties in Tennessee to attend.

As noted by Gary Petree, training manager with MTAS, “The academy was well attended by officials who may not have otherwise been able to attend a program of this caliber.”

Presentations gave local officials the opportunity to increase their awareness of available resources and to share ideas to help grow their local economies. Topics on the agenda included small business development, workforce development, job creation, promoting community assets and regional collaboration for economic development.

The UT County Technical Assistance Service (CTAS), Municipal Technical Advisory Service (MTAS) and Center for Industrial Services (CIS) collaborated to facilitate the two-day course.

Humphreys County Executive Jessie Wallace said he attended the Community Growth Academy after he’d been in office for six months. “I was new to my role and thought I needed the exposure to this topic and thought it was an opportunity to hear from experts in economic development and network with my peers whom I might work with down the line,” Wallace said.

“I think I have a better grasp of the terminology and the process flow as it related to emerging business and industry. I also have a better idea of how state government assists us by directing us toward growth opportunities.”

— Jessie Wallace, Humphreys County Executive
though economic times and declining revenues forced the city of Gatlinburg to balance the budget by reducing funds available for scheduled equipment replacement and purchases. As the economy began to improve, the city faced the need to rebuild and replace the fleet and equipment inventory, and called on the consultants of MTAS for assistance.

By spring of 2011, Gatlinburg’s economy began to show signs of improvement, and City Manager Cindy Ogle started the difficult process of replacing some of the city’s aging equipment. Ogle asked department heads to prioritize replacements by gathering data on the equipment, including age, condition, replacement cost and leasing options, and to rank each item based on the information provided. MTAS then stepped in to help.

MTAS consultants Sharon Rollins and Pat Hardy analyzed the data compiled by the city on the existing fleet and developed a fleet replacement plan. The plan emphasized catching up on delayed purchases and recommending financing alternatives to keep the plan effective and affordable.

The MTAS study also examined four alternatives for financing fleet replacement: (1) pay cash; (2) save and pay cash in the future; (3) borrow; and (4) lease. MTAS recommended using a combination of cash on hand and debt issuance. MTAS also recommended that Gatlinburg establish two new vehicle replacement funds to establish a repository for funding of vehicles and equipment — one fund for capital projects within the city general fund and another for a reserve account within the utilities fund.

The city developed a new vehicle replacement fund at the end of FY 2011 by transferring $500,000 of general fund year-end surplus to the newly created vehicle replacement fund. In order to provide funding for future equipment replacement, the city established and funded a depreciation schedule for all equipment, starting with FY 2012 and required annual appropriations from departments of the city based on the expected life of the equipment. As a result of these steps and suggestions by MTAS, the city currently has equipment purchases of about $1 million in process.

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Tennessee court clerks continue to benefit from training provided by MTAS to help them navigate legal processes in municipal courts. The mandatory training is now in its seventh year.

“The impetus was that court clerks were not receiving necessary training, and MTAS, by statute, is required to provide this for them,” explained Police Management Consultant Rex Barton, who has taught the court clerk class since its inception. Barton has taught the class approximately 51 times since 2004, with 350-400 clerks in attendance annually. Clerks attending the class receive training on the legal basis of municipal violations, the required process for collecting various fees and taxes required by the state, mandatory processes of submitting court action reports to the state, and how to be compliant with the rules and procedures of the state comptroller’s office.

Barton said it is important for court clerks to handle all major and minor violations correctly. “Whether you’re dealing with a criminal court or a traffic court, the legal processes that a citizen may be subjected to have to be done right. If clerks don’t know what is required of them, we are shortchanging our society as a whole. This class helps ensure that the court processes of city government are done properly,” Barton said.

Cookeville Court Clerk Cheryl Chambers says the information she receives from the class helps her to operate her office accurately and efficiently. “I help the public on a daily basis with questions and concerns they have, and I want to be able to provide them with correct answers. I feel that the laws, policies and procedures are always changing and these classes help to clarify much of that information.”

Chambers says these classes are a vital part of her job, and the information provided assists her in steering the public in the right direction to find a solution to their problems. “I’ve been a court clerk for many years and remember well the days when the court offices had no guidance and no one to ask for operational help. Rex Barton came to my aid then and continues to provide me the knowledge I need to run my office effectively. Rex can’t retire until I do.”

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Rex Barton
The Municipal Technical Advisory Service (MTAS) sludge gasification to energy initiative was created to save cities money on landfill costs and hauling of wastewater sludge, while creating green power at the wastewater plant. The project looked at the feasibility of using a gasifier to take a city’s wastewater sludge and convert it into usable energy such as synthetic natural gas. The synthetic natural gas can be used to generate power to the wastewater plant.

Municipal Management Consultant Warren Nevad provided the city of Covington with technical assistance in identifying an appropriate gasifier to convert sludge to energy. Nevad explained that this project is important because it has the potential to be a statewide model to produce clean energy and is an opportunity to support the work of the Tennessee Department of Environment and Conservation (TDEC). Nevad also said this project ties in with the mission of MTAS.

“This project will help cities become better stewards of the environment and to look at ways of minimizing operating costs.” — Warren Nevad, Municipal Management Consultant

Covington’s interest in developing a sludge gasification to energy project has created an interest in other cities as well, and several cities in Tennessee, such as Collierville and Columbia, are now working with MTAS to look at the clean energy potential of wastewater sludge.
Fire departments across the state continue to benefit from the Fire Chief Orientation Program offered each year by MTAS in partnership with the UT County Technical Assistance Service (CTAS). Topics such as legal issues; liability; technical skills; strategic planning; budgeting; and leadership are covered in the 16-hour course required by Tennessee state law, and this orientation aims to increase the professionalism, efficiency and effectiveness of Tennessee fire departments.

According to MTAS Legal Consultant Melissa Ashburn, “The program has helped to provide better trained firefighters and fire chiefs across the state. In that sense it should actually increase the safety of Tennessee citizens. You know when you call 911 to report a fire that the response is going to be fast, effective and very safe.” Ashburn, who has taught legal issues at the program for the past five years, says she enjoys the program because it is an opportunity to get into the field and meet enthusiastic fire chiefs. “Most of the chiefs who come to the program are volunteer fire chiefs. They love what they do, they’re passionate about fire safety and protecting their neighbors, and that to me is the most inspiring thing.”

MTAS Fire Consultant Dennis Wolf says the program is important because new fire chiefs have a different set of priorities to balance. “The new chief’s role changes from being primarily an emergency responder to being the person who walks point for the department. The new chief sets the vision and guides the mission of the department and provides the resources to enable personnel to accomplish that mission,” he said. “The transition from being a fire officer to being the fire chief is huge, and many new chiefs are usually surprised at the complexity of the job.”

One such fire chief is Brian Cathey from Gibson County. “I learned a lot about the laws, rules, and responsibilities of my new job as fire chief,” Cathey said. “The instructors were great and very helpful. I really enjoyed Dewey Woody’s part of the class. His experiences and the way he told about them really made me stop and think. I think everyone in the fire department should take this program. It’s one of the best classes I have ever taken.”

Chief Dewey Woody of Bradley County Fire-Rescue is an instructor in the orientation and has been through a lot in his years in the fire service. He talks about his experiences with firefighter safety and firefighter deaths. “The way Chief Woody delivered his speech made us all stop and think: You know, that could have been us or some of our firefighters. We have done things like that before, and we just got lucky,” Cathey said. “I wish all my firefighters in Gibson County could hear Chief Woody’s speech. I think it would make them all safer firefighters.”
A comprehensive fire study was conducted for the city of Kingsport in order to obtain a snapshot of fire protection in the city and to see if ways exist to improve the level of service in an efficient and cost effective manner.

MTAS Fire Consultant Dennis Wolf explained that cities and towns are dynamic in that they are constantly changing, and fire protection that worked a few years ago may not work today.

“The level of fire protection and/or essential services provided in the past may not serve the community adequately in the future. A comprehensive management study looks at what is in place, measures that against current industry practices and makes recommendations for improvement where possible,” Wolf explained.

Wolf said that consulting is one of the three core services of MTAS, and a comprehensive management study, such as the fire study, is directly related to the MTAS mission. “When a client implements all or some of the recommendations in a study, the professionalism of the services delivered improves and everyone in the community benefits,” he said.

Results from the Kingsport study prompted eight recommendations to provide service in a more efficient manner and to improve service levels. “Four of those recommendations were innovative in that they were out-of-the-box in nature,” explained Wolf.

The recommendations from a Comprehensive Fire Study are provided by MTAS to Kingsport and other cities with the hope and expectation that fire protection and safety will continue to rise.

Recommendations to provide more efficient fire protection in the Kingsport area were:

- To re-deploy firefighters assigned to a second engine at one of the fire stations to put an additional fire engine in-service at a new fire station.
- To purchase a second ladder truck to improve service levels and to provide aerial ladder services to a larger portion of the community.
- For the fire department to continue to provide emergency medical first responder services and to use a private ambulance for transport, but to implement priority medical dispatching to reduce the number of non-emergency EMS responses. Reducing the number of non-emergency responses will increase the time fire personnel are available for responding to true emergencies, and reduce the call volume, which will keep fire apparatus in their assigned districts more often and improve response times.
- To assign two Kingsport firefighters to staff and operate an engine owned by the volunteer Kingsport Life Saving Crew (KLSC), operating the truck as a “flying squad” to respond to calls city-wide. This partnership makes use of the existing apparatus and equipment owned by the KLSC and reduces the need for the City of Kingsport to purchase additional rescue equipment.
If you participate in training offered by MTAS or by any of the IPS agencies, you may often hear us refer to Solution Point as we discuss class registrations and payment. Solution Point is the learning management system and serves as the entry point for training class and registrations for Institute for Public Service (IPS) agencies, including MTAS. In 2010, IPS initiated a bid process for replacement of the system, and over the past 15 months, bids from more than 10 software vendors were received and evaluated by representatives from the agencies. Ultimately, the evaluation team narrowed the selection to a successful new software vendor, Training Partner. In the summer of 2011, the team began the task of implementing Training Partner as its new learning management system, which we will continue to refer to as Solution Point, to serve all five agencies.

What does this mean for MTAS customers? The flexibility in the upgraded Solution Point system allows MTAS to customize the way customers find and register for courses and how they track their training. Registering for a training session is a simple and easy process, and the new system accepts credit or debit cards in the online registration process. Another great feature is the option for customers to readily access and print their own course certificates and transcript.

MTAS has also placed additional online courses in Solution Point. Online courses give customers the option of obtaining professional development at a great price without leaving their office, and they include topics in management, diversity, sexual harassment prevention, leadership and much more.

MTAS is able to provide these online courses through a cooperative arrangement available through the UT Human Resource Office.

Solution Point is one of the many ways MTAS is meeting customer needs and increasing the options they have for professional development.
The agencies of IPS leverage university expertise to meet community and workplace needs, and MTAS remains an advocate for and leader in this effort. Students pursuing a master’s degree in public administration (MPA) at the Knoxville campus of the University of Tennessee learn firsthand from MTAS consultants. Public Management 562 is the core management seminar in the MPA program and is taught by MTAS consultants in collaboration with UT Knoxville political science professor Dr. David A. Folz.

“The purpose of this course is to introduce students to the issues, concepts and methods related to the competent, ethical practice of local government management. The course covers both the theoretical and applied aspects of the field with particular emphasis on the knowledge and skills needed to be effective managers of organizational resources,” Dr. Folz said.

According to Dr. Folz, the partnership between MTAS and the political science department has proven to be a valuable experience for the students.

“The consultants’ passion and excitement for their respective fields of expertise is contagious. Students considering a career in local government often have that inclination cemented as a career aspiration after taking the seminar and listening to the experiences shared by the consultants,” Dr. Folz says.

Dr. Folz explained that the participation by the MTAS consultants is crucial for training the next generation of public managers. “The MPA class provides students with the skills, knowledge and abilities to continue to build better communities and improve the local quality of life by bringing smart and ethical management practices in the use and conservation of the public’s scarce tax resources,” he said.

MTAS consultants discuss topics such as:
- Personnel issues and practices.
- Foundations and structure of local government.
- Police and law enforcement.
- Local public works.
- Fire protection services.
- Intergovernmental issues and legislative process.
- Local government budgeting.

MTAS Consultant Richard Stokes, who assisted in teaching the MPA classes, said he enjoyed the opportunity to interact with young people who have an interest in public administration. Stokes taught a session entitled “An Overview of Local Government Human Resources Issues,” which provided students with a real world look at local government viewed through the eyes of practitioners.

“My session provided the students with a look at the talent management process in government and its impact on public service,” Stokes said. “I think in many cases the course opened the eyes of students regarding the openness of government.”

Coming in 2012, MTAS will assist with teaching of Public Management 562, the financial management class for the MPA program, bringing some of the lessons learned from the CMFO program to graduate students as well.
The key to MTAS training services is to help create capacity in cities and towns by helping teach city professionals to help themselves. The concept of creating capacity within the organization is behind the train-the-trainer program, and between August and October of 2011 the city of Chattanooga facilitated 53 training sessions for 1,539 employees. This success is due to great employees in Chattanooga and to the earlier train-the-trainer sessions from MTAS.

In the fall of 2010, MTAS consultants collaborated to develop a training session that would address respect in the workplace. “We thought it would be good to create a generic training package that would reinforce the law of respect in the workplace and would give cities the flexibility to tailor to their own policy,” MTAS Training Program Manager Gary Petree said.

Chattanooga agreed to partner with MTAS on a pilot project that trained 16 city employees who then volunteered to be instructors for other employees. The effort was in response to the on-going and growing demand for MTAS consultants to provide compliance training regarding workplace harassment in cities across the state. Because MTAS consultants could not deliver training to every city in the state, the train-the-trainer approach was created.

The city of Chattanooga human resources (HR) staff summarizes the experience with the pilot project as overwhelmingly positive. They also note that since the training program, employees, supervisors and managers are more open about the topic of respect and harassment in the workplace and have a better understanding of the city’s policies.

“The success of this project indicates that we could use this approach on other topics in other cities. Many individuals working in cities would be great trainers, and because of such success with the train-the-trainer package, we are looking at expanding to new topics,” Petree said.
MTAS often serves as the link between state-wide needs and requirements that impact cities and towns, and this “link” is highlighted in the services that MTAS provides with the Administrative Hearing Officer program.

The Tennessee Constitution contains a $50 limit on fines levied without a jury, and as municipal courts do not convene juries, cities are restricted to a $50 fine to enforce ordinance violations. As the buying power of $50 decreases so does the remedial persuasiveness of city courts. Cities have long complained that such a trivial penalty is ineffective in compelling compliance with building and property maintenance codes.

In 2009, the Tennessee Supreme Court, in Barrett v. Tennessee Occupational Safety and Health Review Commission, ruled that the fine limitation applies only to judicial bodies and that administrative bodies can levy fines in excess of $50 without a jury. That ruling was the basis for Public Chapter No. 1128 of the 2010 Public Acts that created a municipal administrative hearing officer program that a city can adopt via ordinance. MTAS worked in conjunction with the Tennessee Municipal League (TML) in developing the bill. The legislation, passed unanimously in both chambers, charges MTAS, with the assistance of the Administrative Procedures Division of the Secretary of State's Office, with offering an initial training to prospective hearing officers.

The first of these training seminars was offered November 30 and December 1, 2011, and more than 25 attendees were present. Over the two-day period, 12 hours of instruction were offered covering the mechanics of the legislation, an overview of building and housing codes, how to conduct a hearing and a review of the Tennessee open records and open meetings law. In addition to MTAS personnel, facilitators included the Metro-Nashville Director of Codes and Building Safety, four Administrative Law Judges from the Secretary of State’s Office and the Tennessee Comptroller’s Open Records Counsel. Participants included city managers, municipal court judges, city attorneys, building inspectors, a fire chief and other city personnel, all of whom can legally conduct a municipal administrative hearing upon completion of the course.

The Administrative Hearing Officer program is off to a great start, and further training is already in consideration.
Vision • Mission • Purpose • Values

VISION
Be the premier source and first choice of Tennessee municipalities for technical assistance, information and training.

VALUES
■ Customer Focus
■ Teamwork
■ Integrity
■ Competence
■ Professionalism
■ Initiative
■ Innovation

PURPOSE
■ Providing experienced, knowledgeable staff in all municipal functions.
■ Maintaining life-long relationships and partnerships with Tennessee cities and municipal associations.
■ Providing easy to access up-to-date information, publications, resources and training.
■ Working effectively as a team.

MISSION
Provide technical assistance, information and training for Tennessee cities by being a high-performance and effective organization.
We continue to provide service to meet changing needs and challenges through a number of programs and services:

- **TENNESSEE PUBLIC SERVICE INTERNSHIPS.** In conjunction with the faculties of universities across the state, and with the support of the staff of both MTAS and the County Technical Assistance Service (CTAS), we provide an active and energetic Tennessee Public Service Internship program for graduate students as we help to develop the next generation of leaders committed to effective local government and local government management in Tennessee. (See page 4 for more information on the Tennessee Public Service Internship program.)

- **MUNICIPAL TRAINING AND RESEARCH FOR STATE AGENCIES.** We are intensely involved in the effort to assist and train local government employees on complex state-wide issues. Over the past year we have supported the intense two-year effort to improve financial abilities and control through the Certified Municipal Financial Officer (CMFO) program, and we continue to develop important training and guidelines for state-wide programs. The more recent of these include debt policies, reporting requirements, public safety guidelines and waste programs that require tremendous attention at the local level.

- **CLASSES AND PROGRAMS.** We developed new and provided continuing classes for training of municipal employees, including classes on economic development, effective meetings, training programs, and special needs of specific departments and classes. We continue to use the credentialing and credit process to identify and link quality standards with the programs of MTAS. We have expanded our ability to offer continuing education units (CEUs) for classes, providing tremendous value and assistance to the attorneys, engineers and other professionals serving cities in the state.

- **ECONOMIC DEVELOPMENT.** The agency completed 30 specialized projects that resulted in an economic impact totaling more than $32 million for communities across the state. The services of MTAS and other IPS agencies provide a substantive positive economic difference for this state.

- **ASSOCIATION SUPPORT.** MTAS staff supports 21 municipal professional associations and outside organizations by serving as officers of associations, providing training, making presentations at organization events, writing articles for association journals and newsletters and/or providing research and other assistance. Technical consultants staffed more than a dozen such agencies during 2011, and in doing so delivered training and service to many cities that would otherwise have limited access to this support.
MTAS works with state agencies and with the departments and colleges of the University of Tennessee to leverage university resources to support better cities and towns. The university offers depth and expertise in landscaping, streetscaping, planning, urban tree management, architecture, and community engagement, to name just a few of the resources applicable to modern communities, and over the next year and beyond these resources will be considered and applied as appropriate for different cities.

The university, the Institute for Public Service and MTAS are updating the strategic plan, and the process involves and includes cities and towns across the state. The focus of MTAS is to provide far-reaching and measurable improvements in cities while maintaining the day-to-day assistance with research and services that Tennessee cities have relied upon in the past.

On behalf of the staff of the UT Municipal Technical Advisory Service, we have enjoyed the past year and look forward to greater success and service in the coming years.

Steven T. Thompson, Executive Director
The University of Tennessee does not discriminate on the basis of race, sex, color, religion, national origin, age, disability or veteran status in provision of educational programs and services or employment opportunities and benefits. This policy extends to both employment by and admission to the university.

The university does not discriminate on the basis of race, sex or disability in its education programs and activities pursuant to the requirements of Title VI of the Civil Rights Act of 1964, Title IX of the Education Amendments of 1972, Section 504 of the Rehabilitation Act of 1973, and the Americans with Disabilities Act (ADA) of 1990.

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The University of Tennessee, UT
Municipal Technical Advisory Service
... in cooperation with the Tennessee Municipal League

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