



# CITY OF MONESSEN WESTMORELAND COUNTY

## EARLY INTERVENTION PROGRAM 5 YEAR FINANCIAL MANAGEMENT PLAN

**STEP 4 – MANAGEMENT REVIEW**  
**GENERAL GOVERNMENT**  
**FINANCIAL ADMINISTRATION**  
**POLICE DEPARTMENT**  
**PUBLIC WORKS DEPARTMENT**  
**CODE ENFORCEMENT**  
**PARKS AND RECREATION**  
**TECHNOLOGY**



*Prepared by:*

*Grass Root Solutions*

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### *ELECTED OFFICIALS*

Louis Mavrakis	Mayor
Ronald Chiaravelle	Councilman
Edward Lea	Councilman
Patricia Bukowski	Councilwoman
John Nestor	Councilman

### *STAFF*

Carissa Barcus	City Clerk
Karla Spangler	Finance
Debbie Chromulak	Community Development
John Mandarino	Chief of Police
Gary Matta	City Solicitor

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## STEP 4: MANAGEMENT REVIEW OF OPERATIONS

As part of the Early Intervention Program (EIP), and with assistance from GRS, the City of Monessen is performing management audits of all major departments and operations. The audit includes narrative summaries of each department with budget and personnel information and other relevant data. This data is supported by interviews with the Mayor, Council members, the City Solicitor, City Clerk, department supervisors, and key staff to complete a comprehensive review of the City's operational needs. One objective of this review was to identify areas where operational efficiencies could be achieved through sharing services, resources, or personnel.

### INTRODUCTION

The City of Monessen (City), located in southern Westmoreland County, was founded in 1898 as a borough and later became a City of the Third Class in 1921. Monessen is surrounded by Rostraver Township to the east and the Monongahela River to the west. The City of North Charerloi and Charerloi Borough in Washington County are located on the west side of the river from the City.

The City was originally named for the Monongahela River that is located adjacent to the City, and the word "Essen", was named after a well-known industrial German town. At its founding at the turn of the century, the City's economy was heavily based on manufacturing and was home to such companies as Monessen Tin Plate Works, American Steel Hoop Company, and Pittsburgh Steel Works among others.

In the 1960s and afterwards, the region's manufacturers, especially the steel industry, found it harder to compete, leading to employment cutbacks. In 1972, the closure of

Page Steel and Wire Company was a major setback to the city. A far greater blow to Monessen occurred when its largest employer, Wheeling-Pittsburgh Steel, closed nearly all its Monessen operations in 1986. The company's rail mill did not close until March 1987. The mill's closure marked the end of an era in Monessen's history.

According to the 2011-2015 American Community Survey (ACS) 5-Year Estimate from the U.S. Census Bureau, the City has an estimated population of approximately 7,483 and a total land area of 3.1 square miles.

Monessen is currently trying to revitalize itself. The city has made efforts for several years to clean up abandoned properties in hopes of revitalizing the City and restoring the economic base through redevelopment strategies.



## GENERAL GOVERNMENT

The review of the general government operation was conducted by Deborah Grass, owner and project manager for GRS, as part of Step 4 of the EIP Management Review. Grass has 30 years of experience in local government management, including three years with the Pennsylvania Department of Community and Economic Development (DCED), Governor's Center for Local Government Services, as a Local Government Policy Specialist.

She has provided technical assistance to dozens of communities and is an experienced Act 47 Coordinator. She has completed 10 previous EIP plans for Pennsylvania communities.

If the leadership does not operate well, the organization and the broader community will suffer.

The basis for authority and action in any local government resides with the leadership and management of its operation. To this end, the structure, culture, and resources for basic management activities are critical to the success of the organization and, by extension, to the health and welfare of the community and its residents. If the leadership does not operate well, the organization and the broader community will suffer.

The review and recommendations of this Plan rely heavily on the Southwest Pennsylvania Commission's (SPC) *Standards for Effective Local Government*, which has been adopted and distributed by the International City/County Management Association (ICMA) and is the basis for much of the evaluation of the departments and programs in this Plan. The *SPC Standards* assert that "if a local government is to function effectively the leaders must possess three critical characteristics:

- The will to act,
- The necessary human and monetary resources, and
- The administrative machinery to bring the first two assets to bear upon its problems."

Leadership and management excellence must exist in order for the community to thrive. A well-led and well-managed local government sets the tone and conditions that instill public trust and confidence.

It is also critical for elected officials to support professional expertise for staff and to set the highest standards for administrative practices. Elected officials have the obligation to ensure that competent personnel are in place as part of the management team and that this expertise is recognized as a resource in developing and executing the policies that flow from the decision making. Management has the important role of identifying and nurturing the energies of talented and committed employees, as well as members of citizen boards, committees, and commissions. Ideally, a partnership will emerge that will ensure that government works well and serves the residents.

This evaluation of the general government operation will focus on professional expertise, human and financial resources, and the organizational structure that allows the employees in the organization to perform to their highest capacity. The "will to act" identified above as the first critical asset is entirely within the control of the local elected officials who are currently holding positions as City Council members.

## OVERVIEW

In order to complete this evaluation, the consultant conducted fieldwork and site investigations, analyzed data, gathered information from comparable local government

operations, and performed research. The recommendations contained in this report are based on recognized standards, accepted practices, and government mandates.

**ORGANIZATION AND STRUCTURE**

Of the 2,560 municipalities in the Commonwealth, there are 53 cities of the Third Class. Of the 53 cities, only 18 of them still operate under the Commission form of government. These are:

Aliquippa	Lower Burrell	Arnold
Monessen	Beaver Falls	Monongahela
Bradford	New Kensington	Butler
Pottsville	Connellsville	Shamokin
Corry	Sunbury	Duquesne
Uniontown	Jeannette	Washington

In Westmoreland County, there are only 6 cities out of 63 municipalities, less than 10%, with this form of government. Most have abandoned it as cumbersome and unworkable in the modern era.

The **Mayor** is elected at large, serves a four (4) year term, and is charged with oversight of Public Affairs which includes the police department. Although the Mayor acts as the titular head of the City government, the position is one of five Council members with equal authority and an equal vote with no “veto” power under this form of government.

The **City Council** is made up of the Mayor and four (4) other Council members who are elected “at large.” The Council approves the ordinances, resolutions, and policies for the City. The Council carries out both legislative and administrative functions and each member of Council heads a City Department. The departments identified in the Code are:

- Director of Public Affairs (Police) Mayor
- Director of Accounts and Finance Council
- Director of Public Safety (Fire, Codes) Council
- Director of Streets and Improvements Council
- Director of Parks and Public Property Council

To ensure continuity of governing, a maximum of three Council members are up for election in any given election year.

The Director of Accounts and Finance has major responsibility for accounting and budgeting in the City operation. Under the Code, the City Treasurer and City Controller also have significant responsibility for parts of the financial management system.

The **City Treasurer** is elected independently as prescribed by the Code for a four (4) year term. The City Treasurer must be an accountant, at least 21 years of age, and have been a resident of the city for at least one year. The Treasurer must present a fidelity bond covering the full term of office; this bond may be paid for by the City. The salary of the Treasurer is fixed annually as provided by ordinance.



The Treasurer also serves as collector of taxes for the City, school district, and the county. The Treasurer must pay all warrants countersigned by the Director of Accounts and Finance and the City Controller. The Treasurer is also responsible for keeping public funds in depositories as the City Council directs. The Treasurer may appoint assistants and employees, but the number and compensation are determined by City Council.

The independently elected **City Controller** is responsible for examining and auditing City accounts and expenditures. The City Controller is an elected officer who serves a four-year term and who must be a competent accountant. The controller must also be bonded in an amount set by City ordinance. The controller countersigns all documents authorizing the payment of money out of the City accounts when satisfied of the legality of the payment. The Controller is required to provide City Council with an annual audit report.

This tradition of dividing financial responsibility has been brought into question in recent years. A study of the effects of organizational change in Third Class cities found that changes brought by Home Rule Charters improve the financial condition and fiscal health of cities primarily because it consolidates financial management in one position in one office.<sup>1</sup>

Under the Third Class City Code, Council also appoints a City Clerk, City Solicitor, and City Engineer. For years, these were the main staff professionals that a City employed.



The **City Clerk** is a mandatory office in the City Code. The City Clerk is charged with maintenance of the records of the municipality including minutes, ordinances, and resolutions. The City Clerk also attests and signs all legal documents for the City.

In many City's with the Commission form of government, the Council has created the "City Administrator" position by ordinance and Council members have delegated the day to day responsibilities to the City Administrator. Occasionally, the City Clerk approaches the role of a City Administrator.

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<sup>1</sup> David W. Davarre. *An Analysis of the Effect of Home Rule on the Fiscal Health Variables and Financial Management Practices of Pennsylvania Third Class Cities*. Doctoral

dissertation, University of Pittsburgh, 1990. Ann Arbor: University Microfilms International, 1991.



The City Council appoints the **City Solicitor** to address the legal matters of the city. The Council may choose to hire a law firm in lieu of a City Solicitor and, in Monessen, the firm of Cambest, Dodaro, and Associates is retained by the City with Gary Matta as the lead Solicitor. The City Solicitor oversees preparation of all

bonds, obligations, contracts, leases, conveyances and assurances to which the city is party. A primary responsibility is providing written opinions in response to requests from the Council, Mayor, and other elected or appointed City officials as directed by the Council. The Solicitor also defends the City against suits and actions and prosecutes all suits and actions brought by the City.

Special counsel may be appointed for specific proceedings such as labor negotiations or bond counsel. The Code requires the Solicitor to maintain an office in the City.

City Council also appoints and sets the compensation for the **City Engineer** who then serves at the pleasure of the Council. The Engineer must be a registered civil engineer and performs those duties prescribed by council relating to the construction, reconstruction, maintenance and repair of streets, pavements, sewers, bridges and culverts. The

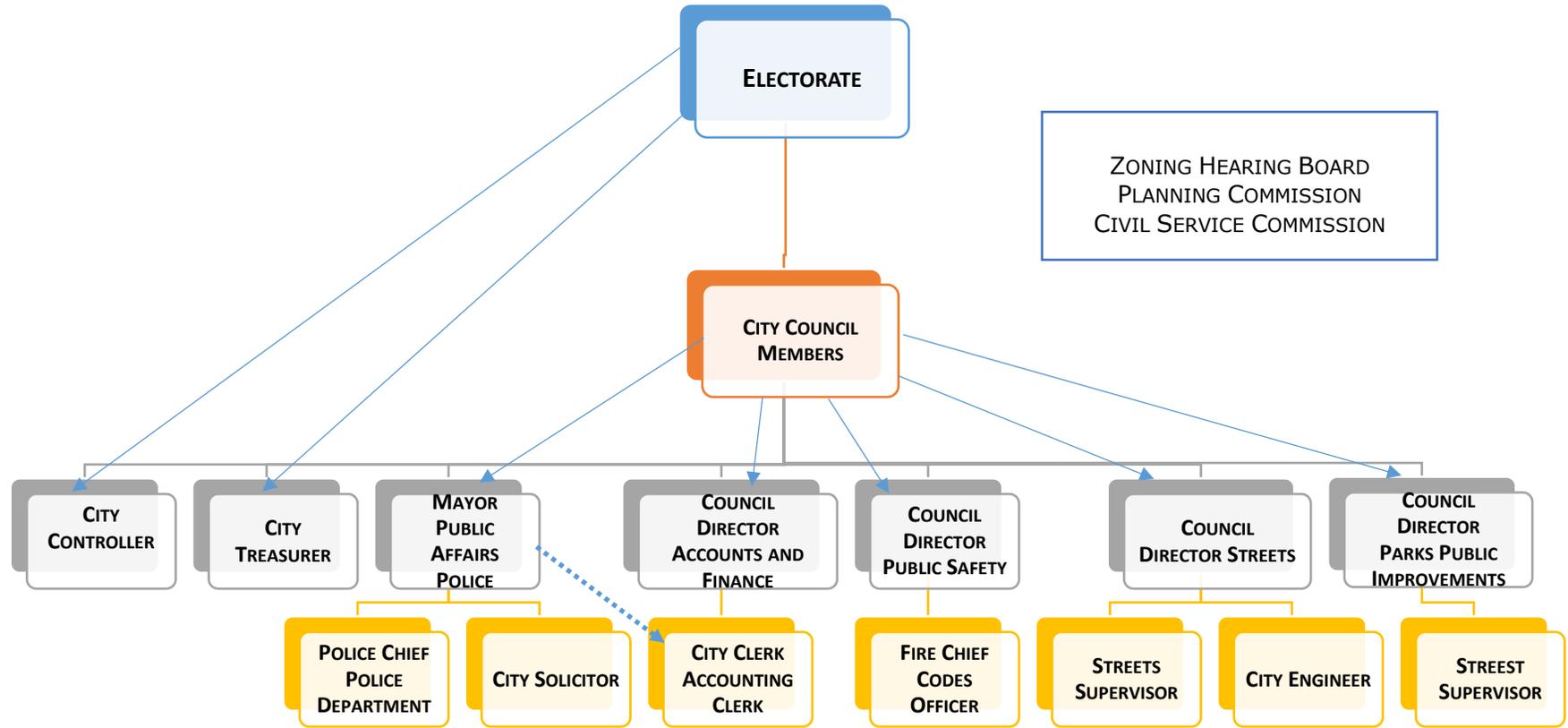
Engineer prepares plans, specifications and estimates of all engineering work undertaken by the city

The Council may choose to designate an engineering firm in lieu of a city engineer. In Monessen, WEC Engineers have been appointed by Council as the City's engineering firm. No other department of the City can employ or retain an engineer without permission of the Council.



The current City government structure is shown in **Figure 1**.

FIGURE 1 – MONESSEN’S CURRENT LOCAL GOVERNMENT STRUCTURE UNDER THE CODE





**THE GOVERNING BODY**

The Monessen City Council holds Council

meetings each month on the Third Monday at 6:30pm. In the past, there was discord, disagreement, and confrontation among City Council members. Some of this discord played out in public at the Council meetings and was widely publicized in the press. This has created the impression among many residents and the outside public that the City operation is dysfunctional and in disarray. Councils that operate in a cooperative and supportive manner create an impression for the public that the City organization is a well-managed, professional operation. Healthy debate among officials is encouraged as long as it is respectful and productive. Council meetings should be conducted in an orderly fashion and provide an adequate amount of time for Council members to express opinions and for residents to make public comments. Council has done a better job in the past year of working towards this approach and improving the City image.

**THE POLICY PROCESS**

One of the important standards in the SPC’s Standards for Effective Local Government is Standard No. 2, which states that the governing body “helps people to see the community as a total enterprise, not as a series of separate factions to be separately accommodated.”

Local government works best when the elected officials, as a governing body, establish thoughtful, well-designed, and carefully examined policy directives based on a clear vision

of the organization’s mission and goals. Responsible actions derived from the policy mandates of the Council should be carried out by trained, professional, and dedicated staff who are fully aware of policy decisions and act under the direction of trained department heads. Proper training of the staff to continually adhere to and advance the goals of the organization is critical in an effective local government operation.

In Monessen, there is not much professional staff and there has been a good bit of transition in the City operation. For this reason, the Mayor and the Council members have stepped in to run the City operation on a day to day basis. Typically, the staff can provide the elected officials with the timely information necessary to thoroughly evaluate available options when problems and issues arise. Elected officials should not have to be responsible for overseeing the daily work. They should have the information that they need prior to Council meetings so that they are familiar with issues prior to participating in discussions and decision making.

The City Clerk (or City Administrator) and department supervisors should be responsible for the implementation of the City Council’s adopted policies. As implementation proceeds, adjustments can be reported and evaluated and the staff can make additional recommendations regarding revisions and enhancements to the process. The Council can then take further action, if necessary, to adjust the policy directives. Ideally, the City Clerk or Administrator should oversee the completion of action items related to the policy and assist

when the elected officials, as a governing body, establish thoughtful, well-designed, and carefully examined policy directives based on a clear vision of the organization’s mission and goals.

with the development of whatever information is necessary for the Council to make informed decisions. **Figure 2** is a graphic representation of this process in a properly functioning policy-making environment.

FIGURE 2 - POLICY-MAKING PROCESS FOR A MODERN LOCAL GOVERNMENT OPERATION



In Monessen, the policy process has been somewhat inconsistent because there has been and continues to be transition in the Clerk’s position and in Council positions. A priority for the Mayor and Council should be to introduce stability in staff positions within the organization. Hiring trusted professional staff would provide the Mayor and Council with the technical skills and reliable advice that they need to conduct City business effectively.

Council members interfere in the day to day operations and implementation of policy decisions because the structure of the Commission form of government encourages it. This interference in the details of the operation result in the following problems.

- There is no coordination and centralized authority for making decisions about the day to day activities because there is no one in charge – and yet everyone is somehow in charge of a piece of the operation.
- Department supervisors get conflicting directives from Council members who have competing priorities.
- The Council members take on many of the personnel related tasks – CBA bargaining, hiring, disciplining, and daily directives. Council members should not be involved in these discussions because they are not trained in personnel management and may inadvertently make statements that expose the City to liability and unfair labor practices.
- When Council members get involved in operations, it is difficult to prioritize projects, tasks, and projects. Each Council member has a separate area of interest and a different perspective about how resources should be allocated.

The policy process and the overall management oversight are much more efficient when the professional staff are charged by Council to oversee the day to day delivery of public services.

**OBSERVATIONS**

**CITY ADMINISTRATOR**

According to the SPC *Standards*, in order to establish a local government that best promotes the interests of the public, the following is the highest standard for effecting competent local government management:

*The local governing body by resolution, ordinance, or home rule charter provision, hires and delegates general administrative/management responsibilities to a professional Manager. The enacting legislation should designate the major responsibilities of this position to include financial management; management of departmental operations; and personnel management, inclusive of hiring and firing of employees; with or without the consent of the governing body.*

The City has had a City Administrator ordinance in place since 1977 providing for a chief administrative officer that reports to the City Council. Under the City Administrator ordinance, the Administrator becomes the Deputy Director of the five (5) departments outlined in the Code and has specific duties and responsibilities.

However, until 2015, the Third Class City Code did not provide specific legal authorization for a City to have a City Administrator and for the Council to enter into an employment agreement with the Administrator. In November of 2015, the Pennsylvania General Assembly passed legislation that updated the Third Class City Code to provide specific authority for the appointment of a City Administrator and for the City Council to enter into an employment agreement with the Administrator for a specific term.<sup>2</sup>

Monessen has not filled the City Administrator position for a number of years but has delegated the oversight for day to day activities to the Mayor, Councilman of Accounts and

<sup>2</sup> This change to the Third Class City Code can be viewed in its entirety at PL 242, No. 67, 112A

Finance, the City Treasurer, and the City Clerk. Unfortunately, these positions are naturally subject to a certain amount of transition due to local elections and, as a result, the City is in a constant “learning curve” for knowledge and experience in overseeing the City operation.

### ***LINES OF COMMUNICATION***

The Council and staff have established lines of communication for sharing information. Council members routinely give directives to department directors (police chief, public works supervisor, code officer) and this has an impact on how the duties are carried out by employees. There is no clear rule for the department supervisors and staff about how concerns, complaints, and suggestions from the Council that are related to day-to-day service delivery are to be handled. Without a formal process for handling these issues, there could be confusion about which orders and directives should receive the highest priority and whether there is a consensus from Council about the directive that has been given. The Council should be discouraged from giving orders directly to employees or permitting employees to go directly to them with grievances or suggestions.

As an aid to providing accurate and timely information to Council, the staff should routinely prepare memorandums and reports for the Council that address what has taken place during the most recent work period: accomplishments,



emerging issues, progress on projects, personnel notes, and financial matters. These reports should be in a format that allow for quick reading by the elected officials and should be continued and enhanced as time permits.

### **OPEN RECORDS**

The "Open Records Act" requires that public documents and information must be made available to members of the public on a timely basis and without unreasonable costs. The City Council is committed to the concept of transparency and accountability in the City operations. The City is responsive to residents' requests for public information and have set up a record request policy pursuant to the Open Records Act. The Open Records Officer is charged with ensuring that citizens have access to public records and to the public meetings where decision-making takes place in order to provide a foundation for establishing trust in local government.

The City currently operates on a primarily paper record retention system and could benefit from a conversion to a digital system. This would simplify the search process for retrieval of records and right to know requests.

### **OPEN MEETINGS**

Pennsylvania's "Sunshine Law," also called the "Open Meetings Law," like those of most other states, requires that all public meetings, special meetings, committee meetings, and work sessions be open to the public. The law provides that some discussions may be held in private, such as those related to real estate transactions, legal matters, and personnel.

All meetings are advertised by the City at the beginning of the calendar year, and the professional staff ensures that

special meetings and committee meetings are advertised as necessary. The Pennsylvania Open Meetings Law defines "local agency" as the governing body or any committee of the governing body authorized to take action or to provide advice to the governing body. This lends additional weight to the requirement to provide public access to regularly scheduled Council meetings, committee meetings, and budget workshops where a majority of the governing body attends.



In Monessen, the Council meets on the third Monday of the month at 6:30pm. The agenda is not available on-line. The agendas contain sufficient detail to meet the requirement of the Sunshine Act so that residents may comment prior to any action being taken by the Council. Agendas are made available to visitors at the Council meeting. There is a tape of each of the meetings.

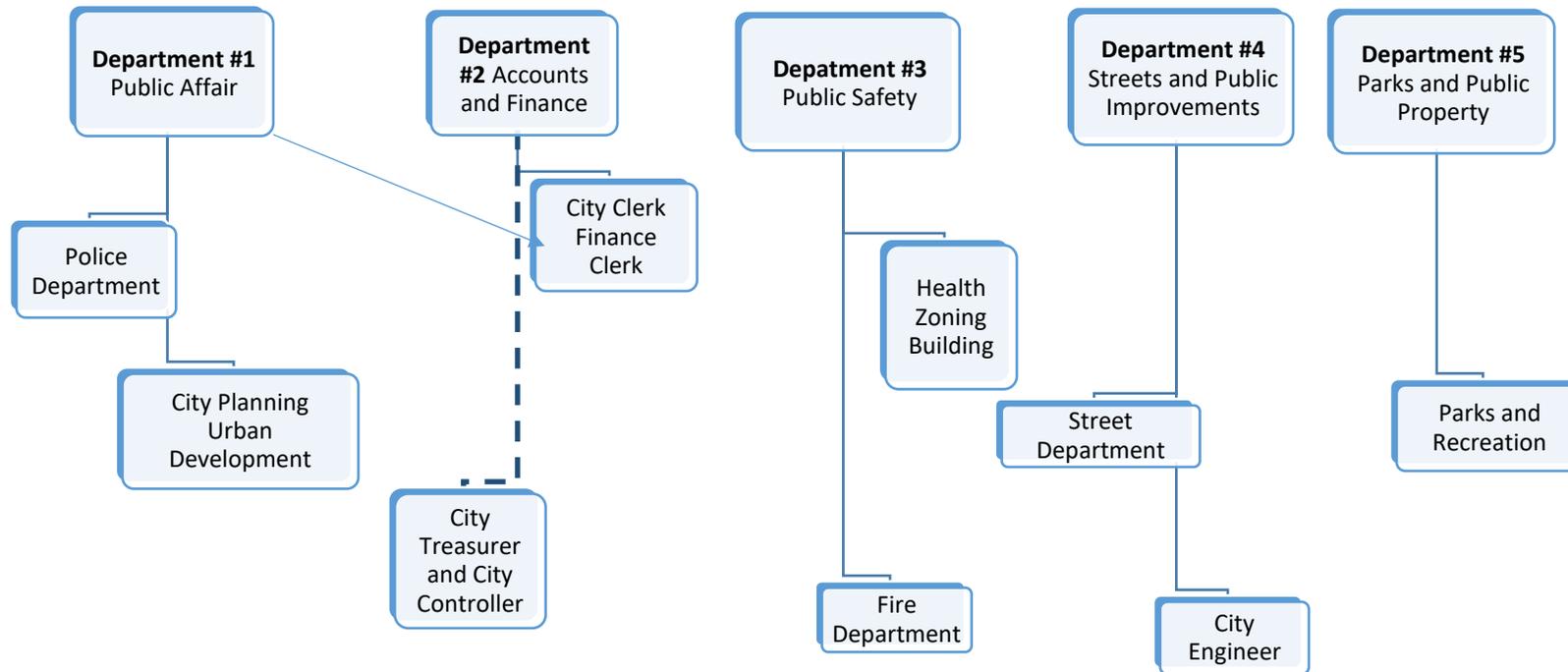
### **ORGANIZATIONAL STRUCTURE**

The City operation appears to have the right number of staff for effectively carrying out the various functions within the departments. However, the City should occasionally benchmark with similar communities and perform periodic performance assessments of its departments to determine the correct level of staffing that should be established. In addition, the City should continually identify functions, services, and programs that may benefit from a shared approach to service delivery or from a contracted arrangement.

The organizational structure for the City of Monessen is prescribed under Chapter 28 of the City Code, *Departmental Organization*. The current configuration for the City

government is not consistent with the City Code. Based on Chapter 28, the organization should be structured as shown in **Figure 3**:

FIGURE 3 - ORGANIZATIONAL STRUCTURE



### ***OUTSIDE CONSULTANTS***

Every local government requires the use of outside consultants who are appointed by the governing body for specific areas of expertise or special services. When the City requires the services of special consultants such as attorneys, accountants, engineers, planners, financial advisers, or bond counsel, the governing body should follow an established formal contracting procedure: (1) the development of a scope of services for the work to be performed; (2) the use of a formal request for proposal (RFP) or request for qualifications (RFQ); (3) public advertisement that proposals are being accepted; (4) review and evaluation of proposals in accordance with the pre-established criteria contained in the scope of services; and (5) award of a contract to the individual or firm with the best professional qualifications that is able to do the work for the most reasonable cost. There is no requirement for the City to award to the lowest bidder for professional services – only to select the firm that is most able to meet the City’s requirements for a price that the City has determined to be reasonable. This is best achieved through an open, competitive process as described above.

The City has used this process effectively over the years to purchase legal services, engineering services, auditing services, benefits, and insurance protection. The City should continue to be vigilant in the purchasing of special services for its needs by occasionally reviewing the pricing and service delivered by its consultants.

### ***BOARDS AND COMMISSIONS***

Likewise, from time-to-time, the Council must fill vacancies on its boards and commissions; on committees such as recreation; other authorities; and ad hoc committees. It is important to inform the public when there are vacancies to be filled and to encourage interested and qualified citizens to

apply. The process should attempt to balance broad-based community representation with specific qualifications needed to ensure effective performance.

Citizen boards, commissions, and committees do important work. Members should be selected on the basis of high interest, qualifications for the work, and/or a willingness to participate in training courses designed to further their understanding of the requirements and duties associated with their work. When there are vacancies on boards and commissions, the Council should publicly advertise its intent to fill a position in newsletters, on the website, and in local newspapers along with a listing of appropriate background qualifications. This process can easily be achieved through expanded use of the City website.

When there are vacancies on boards and commissions, the governing body should publicly advertise its intent to fill a position in newsletters, on the website, and in local newspapers along with a listing of appropriate background qualifications.

## RECOMMENDATIONS

### ***RECOMMENDATION NO. 1 – RECRUIT AND HIRE A PROFESSIONAL CITY ADMINISTRATOR PURSUANT TO THE THIRD CLASS CITY CODE AND THE MONESSEN CITY CODE.***

The City operation has been a victim of constant instability because of the changes in Council members who act as Department Directors and the City Clerk position. The best way for the City to stabilize its management team and to introduce the professional skills necessary to support a modern City operation is to recruit a qualified and experienced City Administrator and engage the Administrator through an employment agreement. The City Administrator should carry out the duties set forth in the City Code<sup>3</sup> as follows:

1. Authority to establish proper accounting procedures, to invest all idle funds, to record all assets, property trusts, debts due, receipts and expenditures, to supervise the accounts of all departments, to prepare and present an annual budget, to prepare and present monthly and annual reports on the condition of the city's finances and to suggest improvements of the city's finances.
2. Create and maintain administrative controls to ensure compliance with the annual budget and the capital improvements budget.
3. Develop a central purchasing system for procurement of supplies and materials to be used by the city.

<sup>3</sup> Chapter 68, Article II, of the Monessen Code provides the description of the responsibilities, powers, and duties of the City Manager.

4. Develop facilities for the maintenance of all archives, documents and records of the city as provided by law and shall establish a system of uniform forms to be used in the city's official business.
5. Establish lines of administrative direction and control for all city departments and agencies and shall be granted the authority to provide personal direction of all operating personnel through the establishment of administrative lines of authority and responsibility, which shall include the creation of a procedure whereby he shall recommend the appointment or removal of all city operating employees not subject to civil service.
6. Develop means to expedite the business of the City Council and shall prepare, as Council may from time to time direct, reports and matters of research of interest to the community.
7. Act as Administrator and Coordinator of the quasi-governmental bodies, as directed by City Council, to include the Community Development Block Grant Program, commissions, and civic committees.

### ***RECOMMENDATION NO. 2 – BUDGET FOR AND PROVIDE SUFFICIENT TRAINING FOR STAFF TO CARRY OUT THEIR DUTIES AND RESPONSIBILITIES.***

The employees are the most valuable asset of the City organization. Like most communities, the largest expenditure in the Monessen budget is personnel and personnel-related items. Likewise, the most expensive complaints and lawsuits paid by municipalities, by far, are employee-related, usually because of the municipality's employment practices and personnel policies or lack thereof.

The personnel environment is complex and rapidly changing especially in the context of the internet and social media. Handling these issues requires a high degree of training and experience so that matters can be addressed effectively and in accordance with public-sector employment law.

In a local government organization, these responsibilities should rest with professional staff who are trained and certified in personnel and human resource management and who have a comprehensive understanding of public-sector personnel law. It is important to address the practices in all departments relative to employee working conditions, potential unfair labor practices, and civil rights violations. Situations such as workers' compensation claims, disabilities, and long-term absences can be expensive if they are not addressed in an effective and expedient manner.

### Training...

The Council should strive to create an organizational culture that supports dedication to public service and the highest workforce ethic possible. It is critical for the City staff to have access to the training and support necessary for managing the City operation. One such opportunity is the annual public employee training session, sponsored by the Public Employee Labor Relations Advisory Service (PELRAS) and supported by the PA League of Municipalities (PLM) and the Association for PA Municipal Managers (APMM), held in State College each year to provide updates of all personnel related and collective bargaining matters. There are also other opportunities for training each year through the PML, the Local Government Academy, the Association of PA Municipal Managers (APMM), and the PA-Government Finance Officers Association (PA-GFOA).

### **RECOMMENDATION NO. 3 – UPDATE THE ADMINISTRATIVE CODE TO BETTER REFLECT THE**

### **CURRENT ORGANIZATIONAL STRUCTURE AND LINES OF AUTHORITY.**

The City has formally outlined the City structure in Chapter 28 of the City Code. But the actual City structure is not consistent with Chapter 28. The Code should be updated to properly correspond to the actual structure of the City organization for all departments. The Code should include all of the positions, the relationship of positions and departments to each other, and the authority and responsibilities that are vested in each position.

### **RECOMMENDATION NO. 4 – DEVELOP EMPLOYEE HANDBOOKS THAT PROVIDE GUIDANCE FOR CITY EMPLOYEES**

The City should develop a formal Employee Handbook that sets forth the policies, benefits, and rules of the organization. This Handbook should include, among other things, policies around benefits and leave, safety, use of technology, facility and equipment use, conduct and workplace rules, drug and alcohol, and disciplinary action. The Employee Handbook should be used to foster teamwork among employees, ensure courteous relations in the workplace, and maintain an open channel of communication between management and the employees.

### **RECOMMENDATION NO. 5 – PROVIDE AGENDAS, MINUTES, AND OTHER SUPPORTING INFORMATION ON THE CITY WEBSITE.**

The City should operate in a transparent environment that invites the public to participate in its regular meetings by providing advance agenda information and meeting minutes on-line.

The City has many important features on its website such as the ability to download forms and access fact sheets. However, there is very little information about the agenda, minutes, and timely financial reports. Residents are not able to make requests for service or register complaints through the website. The City should work with a website developer to optimize the ability to provide opportunities for the public to interact with the City organization.

***RECOMMENDATION NO. 6 – BUDGET FOR AND BEGIN THE PROCESS TO DIGITIZE RECORDS IN ORDER TO IMPROVE THE ORGANIZATION AND RETRIEVAL OF INFORMATION.***

Records management challenges continue to rise for most municipalities. The City must be more efficient in the storage of both electronic and paper files and the integration of each with regulatory standards and the PA record retention schedule. Records must also be available for retrieval for “right to know” requests.

Building a fully integrated process can be accomplished partly through the conversion of existing records to searchable laserfiche and partly by moving to a paperless business environment that includes searchable document technology, mobile applications, and public portals that provide additional transparency. This move to a paperless environment should be a priority for the City and can be achieved through the commitment to a digital solution. This will provide the ability to quickly retrieve information by using a searchable format to access documents.

The City currently uses Code Publishers for updates to its codification and on-line access. Code Publishers also provides a service for transferring records to a digital format that is searchable and retrievable. The City should request a quote for undertaking this project.



## FINANCIAL MANAGEMENT

The review of the City’s financial management operation was conducted by Deborah Grass, owner and project manager of GRS, as part of the review for Step IV of the EIP and Five-Year Financial Management Plan for Monessen and Monessen City. Deborah has extensive experience in preparing and reviewing financial information for municipalities. She has spent over 17 years in local government management, three years at the Governors Center for Local Government Services, and 14 years as a municipal consultant. She currently provides training for local government officials through the PA-DCED, PA-GFOA, PA State Association of Township Supervisors (PSATS), APMM, and the Local Government Academy (LGA).

To complete this evaluation, the consultant conducted fieldwork and site investigations, analyzed data, gathered information from comparable local government operations, and performed extensive research. Interviews were conducted with the Mayor, Director of Accounts and Finance, and City Clerk. In addition, interviews were conducted with employees who are part of the financial management operation. The ICMA publication *Standards for Effective Local Government*, the best practices developed by the GFOA and the SPC, and the DCED publication *Fiscal Management Handbook* were used as part of the review of the City’s financial management. The recommendations contained in this plan are based on recognized standards, accepted practices, and government mandates. According to the *ICMA Standards*, municipal financial management includes five areas of activity. They are:

**Accounting** – the process of creating and maintaining a consistent and readily accessible records system that represents all of the local government’s financial transactions

**Budgeting** – the plan annually adopted by the legislative body that allocates revenues to support the local government’s spending priorities for services, programs, and capital improvements

**Cash management and Investments** – the actions taken to accelerate the collection of revenues, meet expenditure obligations in a timely manner, and generate investment earnings on available cash until it is used to meet expenditure obligations

**Debt management** – the use of long-term borrowing by the municipality to finance capital improvements

**Auditing** – The annual review of the accounting records using generally accepted accounting practices to determine whether the municipality’s financial transactions conform to those permitted by municipal codes and charters and authorized in the annual budget.

## OVERVIEW

### FINANCIAL MANAGEMENT

The management of Monessen’s finances are distributed to four (4) areas within the City organization: 1) the Councilman who acts as the Director of Accounts and Finance; 2) the City Clerk’s Office; 3) the City Treasurer’s Office; and 4) the City Controller’s Office. The City Clerk’s office is responsible for payroll, purchasing, accounts payable, and monthly reporting. The Treasurer’s Office is responsible for collecting the current year real estate tax, the garbage fee, and other miscellaneous receipts. The Controller’s office reviews invoices, approves payments, and is charged with auditing all City accounts.

The EIT, LST, and mercantile taxes are collected by Berkheimer Associates and are direct deposited to the City accounts.

**FINANCIAL OFFICERS**

The DCED *City Government Handbook* states that in addition to the Director of Accounts and Finance, the two positions that have financial responsibility in a Third Class City are:

- The **City Controller** who is responsible for examining and auditing city accounts and expenditures.
- The **City Treasurer** who is charged with keeping “a just account of all receipts and disbursements” and annually submitting a “statement of accounts” to the City Council.

No disbursements can be made from the city accounts without the signature of the Director of Accounts and Finance, City Controller, and the City Treasurer.

The real estate tax collection rate has been about 90% which is a very good collection rate for a Third Class City.

The elected **City Treasurer** is also responsible for the collection of all real estate taxes. The real estate tax collection rate has been about 90% which is a very good collection rate for a Third Class City. The City collects about \$52,000 for every one mill of tax levied.

Beginning in 2012, pursuant to the implementation of Act 32 of 2008, EIT has been collected through a countywide Tax Collection Committee (TCC) that selected Berkheimer Associates as its collector. **Table 1** provides the history for the expenses associated with the Administration and Finance operations since 2011

TABLE 1 – MONESSEN ADMINISTRATION AND FINANCE EXPENDITURES 2011-2016

FINANCIAL ADMIN - 402	2012 ACTUAL	2013 ACTUAL	2014 ACTUAL	2015 ACTUAL	2016 ACTUAL	2017 BUDGET
CONTROLLER	2,800	2,800	2,800	2,800	2,908.00	2,800
D.CHROMULAK	-	-	-	14,326	21,384.00	21,632
K. SPANGLER SALARY	25,500	27,000	27,832	2,282	-	-
C. BAKER SALARY	-	-	-	2,052	-	-
PART TIME CLERICAL	24,982	23,866	13,185	7,846	11,273	13,228
FRINGE BUYBACK	3,500	4,083	3,500	1,167	3,500	3,500
AUDIT FEES/GASB34	18,850	26,400	17,550	20,045	19,125	25,000
COMPUTER/SOFTWARE	9,923	20,923	15,176	12,373	18,073	10,000
<b>TOTAL FINANCIAL ADMIN.</b>	<b>85,555</b>	<b>105,073</b>	<b>80,043</b>	<b>62,891</b>	<b>76,262</b>	<b>76,160</b>

<b>TAX COLLECTION - 403</b>	<b>2012 ACTUAL</b>	<b>2013 ACTUAL</b>	<b>2014 ACTUAL</b>	<b>2015 ACTUAL</b>	<b>2016 ACTUAL</b>	<b>2017 BUDGET</b>
SALARIES	68,624	54,195	62,893	67,517	48,145	48,127
TAX COLLECT COUNTY	1,268	878	1,267	1,219	1,170	1,267
TAX COLLECT SCHOOL	1,569	1,086	1,569	1,509	1,448	1,569
SUPPLIES	1,235	3,677	10,592	5,573	7,692	6,000
POSTAGE	3,800	3,606	3,600	4,106	5,162	4,000
PREMIUM ON BONDS	0	0	0	1,260	(812)	-
<b>TOTAL TAX COLLECTION</b>	<b>80,140</b>	<b>65,548</b>	<b>82,415</b>	<b>83,586</b>	<b>62,805</b>	<b>60,963</b>
<b>CITY CLERK/ADMIN - 405</b>	<b>2012 ACTUAL</b>	<b>2013 ACTUAL</b>	<b>2014 ACTUAL</b>	<b>2015 ACTUAL</b>	<b>2016 ACTUAL</b>	<b>2017 BUDGET</b>
SALARIES	122,238	127,238	128,902	95,092	42,402	41,872
LONGEVITY	1,400	1,500	1,500	1,500	-	-
SICK LEAVE BUY BACK	1,507	1,651	1,723	22,220	-	-
FRINGE BUY BACK	-	-	-	3,208	3,500	3,500
OFFICE SUPPLIES	6,607	7,699	5,777	2,547	3,849	4,000
OFFICE EQUIPMENT	10,069	11,076	10,765	5,986	5,926	5,000
POSTAGE	3,237	4,085	3,852	2,068	2,855	2,000
<b>TOTAL CITY CLERK/ADMIN</b>	<b>145,057</b>	<b>153,249</b>	<b>152,519</b>	<b>132,621</b>	<b>58,533</b>	<b>56,372</b>

SOURCE: CITY OF MONESSEN AND MONESSEN FINANCIAL RECORDS, GRS ANALYSIS

The City has controlled expenses for administration, finance, and tax collection at a stable level over the past five years. Tax collection expenses decreased after the county-wide EIT collection took effect in 2012. In fact, the expenditures projected for 2017 are \$58,000 less than what was spent in 2012. Audit expenses have been about \$20,000 in most years but exceeded \$53,000 in 2016 due to special circumstance and requirements related to debt service. The audit for the 2016 fiscal year, which will be paid in 2017, should be less than the \$25,000 that was budgeted.

Positions have been eliminated and benefits have been lower than in prior years. The City made the decision to leave some positions open to save money. It has also been difficult to recruit and retain qualified persons for the positions.

## OBSERVATIONS

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Based on discussions and interviews with the City and the observations of the EIP team, the following conditions are reported:

### REVENUE COLLECTION

- The real estate tax collection system in Monessen provides a good rate of collection at about 90%.
- Tax bills are sent out in February. March and April are discount months; May and June are paid at “face;” everything after June 30<sup>th</sup> is at penalty.
- The Treasurer’s Office receives and codes all revenue (including garbage fees) and records it in the accounting system.
- Delinquent real estate taxes are turned over to the County Tax Claim Bureau in February of each year.
- Delinquent garbage fees are collected by Portnoff, a third-party agency.
- Money from parking tickets and meters is collected in the police department and deposited with the Treasurer’s Office.
- The Sewer Authority collects sewer fees and distributes the maintenance portion of the fee to the City.
- The City’s funds are invested in reliable and FDIC-insured entities.

### FINANCIAL PROCEDURES

- The staff regularly identify problems and alert the Director of Accounts and Finance to major issues and challenges relative to the financial management of the City.
- The Director of Accounts and Finance oversees the budget, monitors spending, reviews revenue, and expenditures. This works well when the Councilperson who acts as the Director of Accounts

and Finance is experienced and qualified in accounting practices – but there is no guarantee that this will always be true.

- The payroll operation is completed and controlled in the City Clerk’s office.
- The financial operation is distributed throughout the City organization and there is very little coordination between the various positions and departments. No one person has the authority to direct how the financial activities will be carried out.
- The City uses Fundware through Software Systems for its accounting software which is a common governmental software solution. The City has just completed a software upgrade in early 2017.
- The City maintains seven (7) funds: General, Debt Service, Library, Sewer Line Usage, Health Center, Parks, and Liquid Fuels. All of the City funds are set up and maintained in the Fundware financial management system.
- There is no formal written purchasing policy and therefore no ability to encumber funds in the system when orders are placed. Chapter 89 of the City Code prescribes the manner in which the City is required to carry out purchasing and places this function and authority with the City Clerk. The City Clerk is charged with developing a written purchasing policy to regulate the manner in which all City officers and employees can purchase materials and equipment.
- The staff is not professionally trained or certified in accounting and are not members of the Government Finance Officers Association (GFOA). For this reason, the staff does not have access to regular governmental finance training or updates through GFOA.
- Monessen produces full blow Audited Financial Statements, prepared on a modified accrual basis,

that are developed with the assistance of an independent CPA.

- There are no written standard operating procedures for financial functions for the City. There are no written procedures for cash management, accounts payable, purchasing, invoice processing, reconciliation of accounts, and monthly financial reporting. This is a significant concern given the limited staff and high turnover in the City operation.

**BUDGET PROCESS**

- The City does not have a written process or format for preparing and approving the annual budget because it does not have written financial policies and procedures.
- The City does not produce a budget schedule that is posted to a public calendar.
- The City does not prepare a formal budget message.
- The department heads are involved, in a limited way, in preparing and implementing the budget.
- The City does not currently prepare a Five-Year Capital Improvement Plan that includes infrastructure, facility, technology, parks, and equipment improvements and upgrades.

**BUDGET**



**RECOMMENDATIONS**

**RECOMMENDATION NO. 7 – DESIGNATE A FINANCE DIRECTOR AND PROVIDE THE APPROPRIATE TRAINING.**

The City should designate the current Accounting Clerk as the Finance Director and provide the budget funds for her to obtain and maintain the proper credentials through the Government Finance Officers Association (GFOA). There is no more important position in an organization than the person responsible for the financial management system. A Finance Director with the proper credentials should be responsible for oversight of the entire financial management system including:

. . . . There is no more important position in a local government organization than the person responsible for the financial management system

- Budget Development and Oversight
- Revenue Generation Enhancements Including Tax Collection
- Cost Containment Strategies
- Reconciliation of All Accounts in Every Fund
- Investment Management
- Grant Management
- Debt Management
- Project Management
- Oversight of Technology Improvements and Upgrades
- Facility Planning
- Capital Planning

***RECOMMENDATION NO. 8 – UPGRADE AND EXPAND THE FINANCIAL MANAGEMENT SYSTEM TO INCLUDE ADDITIONAL MODULES AND FUNCTIONALITY.***

Although the City currently has a governmental fund accounting and enterprise system installed for its financial management system, the City is not using many of the features that could be installed and maximized. The City should review the list of potential modules below and make a determination as to whether the software should be upgraded and functionality increased by optimizing the following:

- Fund Accounting (All Governmental, Proprietary, and Fiduciary Funds)
- Budget Development
- Fixed Assets
- HR and Personnel Management
- Purchase Order Encumbrance System
- Interface with Tax Collection
- Utility Billing (Rental Registration)
- Licenses and Permitting
- Interface with Mobile Devices
- Consolidated Reporting – Budget, Balance Sheets, Cash Flow



***RECOMMENDATION NO. 9 – CONTINUE TO USE INDEPENDENT AUDITING SERVICES AND FINANCIAL ANALYSIS SUPPORT WHEN NECESSARY.***

The City operation is currently supported by a \$6 million annual budget. In order to protect the assets and resources of the City (both human and capital), it is important that the City have a financial management system that meets Generally Accepted Accounting Principles (GAAP) and that it is vested with employees who have the authority and training to act accordingly. In order to further enhance and protect the City assets, the City should continue to use professional financial analysts and independent auditors to support the financial management employees in the City.

***RECOMMENDATION NO. 10 – DEVELOP STANDARD OPERATING PROCEDURES FOR ALL CITY FINANCIAL PROCESSES.***

There are currently no written operating procedures for finance. Because of the limited staff and the lack of written procedures, any turnover can lead to confusion and errors. The written procedures should cover the following:

- A financial code of conduct
- Accounting for revenues, expenditures, assets, and liabilities
- Procedures for the following:
  - Accounts payable, including payroll
  - Purchasing and inventory management
  - Accounts receivable, including grants, taxes, fees, fines, departmental charges, and intergovernmental revenues
  - Monthly and annual reporting for all funds

- Handling cash deposits and parking meter revenues
- Administrative procedures, including recordkeeping, filing, and forms
  - Internal controls
  - Cash management
  - Separation of duties
  - Risk management
  - Investing
  - Auditing

***RECOMMENDATION NO. 11 – MAKE ADDITIONAL ENHANCEMENTS TO THE BUDGETING PROCESS THAT WILL IMPROVE THE QUALITY OF THE INFORMATION PROVIDED TO THE CITY COUNCIL DURING THE DEVELOPMENT AND ADOPTION OF THE BUDGET.***

The development of the annual budget sets the tone for the entire organization for the fiscal year. It is a policy statement about what programs and services will be provided as well as a decision about how resources will be allocated. The City should consider the following enhancements to the budget development process:

- Distribute **BUDGET WORKSHEETS** that include at least three years of prior data to department supervisors. A historical analysis of revenues and expenditures will improve the ability for making accurate budget projections.
- Use a **BUDGET CALENDAR** that is published and distributed within and outside of the City organization. The calendar enables the persons who are involved in the budget process (the Council, the department directors, and committees) to plan accordingly for workshops, public presentations, and adoption of the

final budget. It also provides the public with the ability to participate in the process and to provide public comments in a timely manner. Finally, it keeps the process focused and on target to meet the legal requirements of advertisement, publication, public inspection, and adoption.

- Include a complete **ANALYSIS OF COST** prior to any new planned hire in any department. The City's personnel costs make up about 85% of the overall budget. For this reason, it is critical to evaluate every position prior to the Council' approval of a new hire. The analysis should include not only starting costs but projected benefit and pension costs over the entire employment period, with adjustments for estimated inflation rates. This analysis should be presented to the Council prior to a planned staffing decision during the budget process.
- Prepare and include a **BUDGET MESSAGE** that accompanies the initial presentation of the budget to the Council and the public for preliminary review. The budget message should include areas of financial concern such as a reduction in revenues, the need for a tax rate increase, or changes to staffing or service levels. The budget message should also report accomplishments for the prior year and projects and plans for the upcoming fiscal year. The budget document itself should be presented in a format that is clearly understandable to officials, the public, and the media.
- Once the budget has been adopted, use it to control activities. The City should monitor, measure, and evaluate the following:
  - **PROGRAM PERFORMANCE** – How well is the City doing in reaching its program goals and objectives?
  - **BUDGETARY PERFORMANCE** – How well are actual revenues, expenditures, cash flows, and fund balances staying within budget?

- **FINANCIAL CONDITION** – What is the long-term health of the City, including the community’s general social, demographic, and economic conditions?
- **EXTERNAL FACTORS** – What changes have occurred that can have an impact on performance?

***RECOMMENDATION No. 12 – INVOLVE DEPARTMENT SUPERVISORS IN THE DEVELOPMENT OF THE BUDGET AND HOLD THEM ACCOUNTABLE FOR ADMINISTERING THEIR DEPARTMENT BUDGET.***

The departments should be held accountable for budget overruns and should be required to justify expenditures that are not routine or ordinary. Any items requested for the new budget year should have a complete analysis of cost (initial and maintenance), a statement of need, supporting data, the volume and nature of the work performed, benefits to be achieved, and justification for the purchase. Any proposed new revenue items or revenue enhancements should be encouraged and fully explored by the department supervisors and relevant staff.

Any items requested for the new budget year should have a complete analysis of cost (initial and maintenance), a statement of need, supporting data, the volume and nature of the work performed, benefits to be achieved, and justification for the purchase.

***RECOMMENDATION No. 13 – PREPARE A FIVE-YEAR CAPITAL IMPROVEMENT PLAN (CIP) IN CONJUNCTION WITH THE CITY ENGINEER, COUNCIL COMMITTEES, AND DEPARTMENT SUPERVISORS.***

The CIP should be undertaken separately from the annual budget process and should include all projects with descriptions, estimated costs, estimated schedules, and identified revenue sources to support the projects and equipment. The plan should also identify the impact that each capital project will have on the operating budget for specific fiscal years. The annual capital budget should be based on the multiyear CIP.

***RECOMMENDATION 14 – IMPLEMENT A FORMAL PURCHASE ORDER PROCEDURE POLICY.***

There is no written policy that provides guidance about how purchasing is to be initiated and controlled in the departments. A purchase order system should be designed and implemented, pursuant to Chapter 89 of the City Code. The Purchase Order Policy should require a formal approval of purchases up to a certain threshold limit and require purchases over that limit to have oversight by the City Council in advance of the purchase. A sample policy has been included in **Appendix B.**

## POLICE DEPARTMENT

The review of the City of Monessen Police Department was conducted by Gary S. Scheimer, police consultant for GRS, as part of this EIP. Gary has nearly 35 years of experience in law enforcement. He has 28 years of experience in a municipal police department during which time he earned the FOP Lodge 91 "Excellence in Law Enforcement" Award. Gary joined the Carnegie Mellon University Police Department as a Lieutenant in 2009 where he served as Commander of Special Services and Commander of Police Services. Gary was appointed to a 4-year term with the PA Judicial Conduct Board by the PA Supreme Court in 2012 and recently ended his term having served in the capacities of Board Vice-Chair and Chair of the Personnel Committee.

To complete this evaluation, the consultant conducted field work and site investigations, analyzed data, gathered information from comparable local government operations and conducted extensive research. Interviews were conducted with the Chief of Police, the Mayor, the FOP Representative and the Union Steward. The International City/County Management Association (ICMA) publication *Standards for Effective Local Government* and publications from the International Association of Chiefs of Police (IACP) were used as part of the review of the Department. The recommendations contained in this report are based on recognized standards, accepted practices, and government mandates. It is the intent of the consultant and GRS to provide the City of Monessen's public officials with a complete, comprehensive, and professional evaluation of the provision of police services to their community. This report is developed and submitted with the sole purpose of improving existing conditions through a comprehensive evaluation of the police operations.



### OVERVIEW

The City of Monessen operates under the Third Class City Code Commission form of government under which each council member is in charge of one of the five major departments. The Mayor, as the Director of Public Affairs, oversees the police department.

According to the City Code, Council establishes the number, grades, and compensation of the members of the police department. The Department operates in conformity with the civil service provisions of the Third Class City Code relative to hiring, discipline, and terminations. However, the City does not always operate in conformity with the civil service provisions of the Code (or the Monessen City Code or the Civil Service Rules and Regulations) relative to promotions in rank. There have been instances where promotions have been awarded based on a recommendation from interviews by the Chief and a vote by Council. The Council has special oversight duties that are specified in the City's Civil Service Rules and Regulations.



The police cover a total area of 3.1 square miles. The population has declined from a high of 20,257 in 1940 to approximately 7,483 residents today. Because of the loss of jobs, extreme population decline, and vast number of abandoned and blighted properties, the Department faces many challenges that are described in the following pages of this report.

### ***ORGANIZATIONAL STRUCTURE***

The Department is comprised of 10 full-time and 10 part-time police officers. The City Code calls for the Department to be structured in the following manner:

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<sup>4</sup> Desk sergeants were previously dispatchers. The positions were eliminated approximately 15 years ago when dispatching duties were transferred to the Westmoreland County 911 Center.

- 1 Chief
- 1 Captain
- 3 Lieutenants
- 15 Patrolmen
- 1 Desk Sergeant<sup>4</sup>

The actual makeup of the Department is as follows:

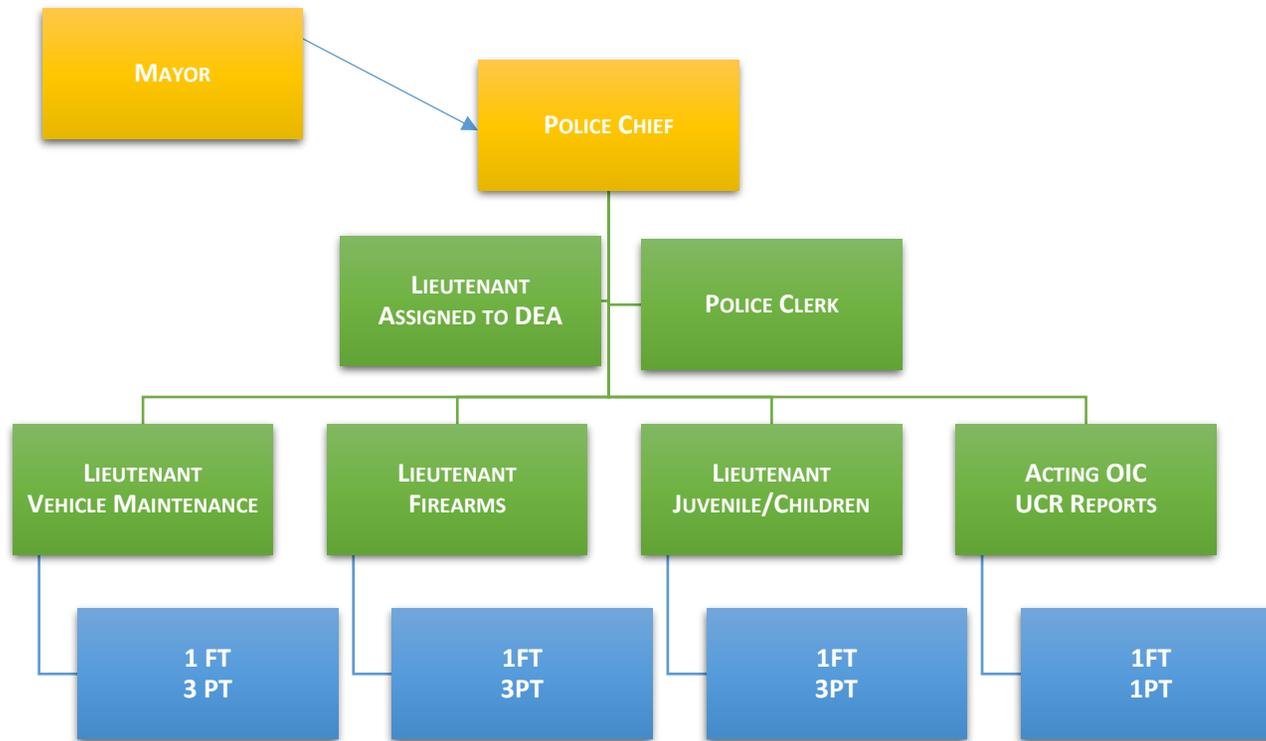
- 1 Chief
- 4 Lieutenants<sup>5</sup>
- 1 Acting OIC
- 4 FT Patrolmen
- 10 PT Patrolmen

The Department has operated with the same number of officers over the past 5 years. Prior to that, the City had 14 full-time police officers, two of which were hired under grants provided by the Federal COPS program. Four of the full-time positions were eliminated through attrition over an 8-year period. The part time officers are partially funded by a \$56,000 per year payment from the Westmoreland County Housing Authority. The officers are scheduled 10-12 shifts per week and are assigned to patrol the housing projects within the City.

An inherent manpower shortage due to the minimum manpower shift requirement of two full time officer has created three open shifts for patrol officers on every schedule even when no officers are on paid leave. By contract, the full-time officers are entitled to work the overtime shifts but the union has agreed to allow those shifts to be filled by part-time officers to reduce the cost to the City.

<sup>5</sup> One Lieutenant is a drug officer attached to the DEA. This has proven to be very beneficial in combatting the City's growing drug trafficking problem and has provided the Department with a much needed source of revenue through forfeitures. The City of Monessen pays the Lieutenant's regular salary. The DEA pays all OT.

FIGURE 4. POLICE DEPARTMENT ORGANIZATIONAL STRUCTURE



**LEADERSHIP**

The current Chief was appointed as a full-time police officer for the City of Monessen in 1990. He has served the City of Monessen for over 26 years. During his tenure with the Department, the Chief served as a Patrolman, Detective, Detective Sergeant, Lieutenant, Detective Lieutenant, before being promoted to Chief of Police in June of 2013. He is an experienced and highly qualified police chief. He is also certified as a special instructor for MPOETC.

**STAFFING FOR COMPARABLE COMMUNITIES**

Out of the 10 selected comparable communities reviewed in **Table 2**, Monessen ranks 9<sup>th</sup> in officer-to-resident ratio. According to the 2010 U.S. Department of Justice, UCR report, the average in all communities under 10,000 populations in the northeast United States is 2.8 officers per 1,000 residents. Most of the comparable communities including Monessen fall significantly short of that ratio. Only Duquesne, Farrell, and Monongahela come close.

TABLE 2 - POLICE STAFFING FOR COMPARABLE COMMUNITIES

MUNICIPALITY	POLICE EXPENDITURES	POPULATION	EQUIVALENT FULL TIME OFFICERS	OFFICERS PER 1000 RESIDENTS
JEANNETTE	2,119,106	9450	12	1.3
ALIQIPPA	2,164,436	9288	18	1.9
BEAVER FALLS	1,481,543	8775	18	2.1
MONESSEN	890,128	7572	13 (10 +10)	1.7
CONNELSVILLE	1,455,856	7550	15	2.0
CLAIRTON	1,094,765	6742	13 (10+11)	1.9
DUQUESNE	1,501,534	5543	14	3.5
ARNOLD	866,340	5053	9	1.8
FARRELL	1,264,248	5111	14	2.7
MONONGEHELA	782,896	4221	11 (8+8)	2.6

SOURCE: DCED MUNICIPAL STATISTICS 2015, [WWW.DCED.PA.GOV](http://WWW.DCED.PA.GOV) AND UCR ANNUAL REPORTING

**POLICE BUDGETS FOR COMPARABLE COMMUNITIES**

In comparing police budgets for the 10 selected comparable communities, the City of Monessen ranks 9<sup>th</sup> in the percentage of “Total Municipal Expenditures” that is spent on police services. At 13.8% of the total Monessen budget, only the City of Beaver Falls spends less as a percentage of the total budget. Other comparable communities spend between 21% and 35% of the budget on the police department. **Table 3** provides details about population, expenditures and percent of expenditures.

TABLE 3 - POLICE BUDGETS FOR COMPARABLE COMMUNITIES

MUNICIPALITY NAME	COUNTY	POPULATION	TOTAL EXPENDITURES	POLICE	% OF TOTAL EXPENDITURES
JEANNETTE CITY	WESTMORELAND	9654	6,404,703	2,119,106	33.10%
ALIQUIPPA CITY	BEAVER	9438	6,219,082	2,164,436	34.80%
BEAVER FALLS CITY	BEAVER	8987	11,113,732	1,481,543	13.30%
MONESSEN CITY	WESTMORELAND	7720	6,449,354	890,128	13.80%
CONNELLSVILLE CITY	FAYETTE	7637	4,714,358	1,455,856	30.90%
CLAIRTON CITY	ALLEGHENY	6796	5,104,253	1,094,765	21.40%
DUQUESNE CITY	ALLEGHENY	5565	5,265,601	1,501,534	28.50%
ARNOLD CITY	WESTMORELAND	5157	5,912,834	866,340	14.70%
FARRELL CITY	MERCER	5111	5,990,048	1,264,248	21.10%
MONONGAHELA CITY	WASHINGTON	4300	3,018,610	782,896	25.90%

SOURCE: DCED MUNICIPAL STATISTICS WEBSITE 2014, [www.dced.pa.gov](http://www.dced.pa.gov), UCR ANNUAL REPORTING

**CRIME ACTIVITY STATISTICS**

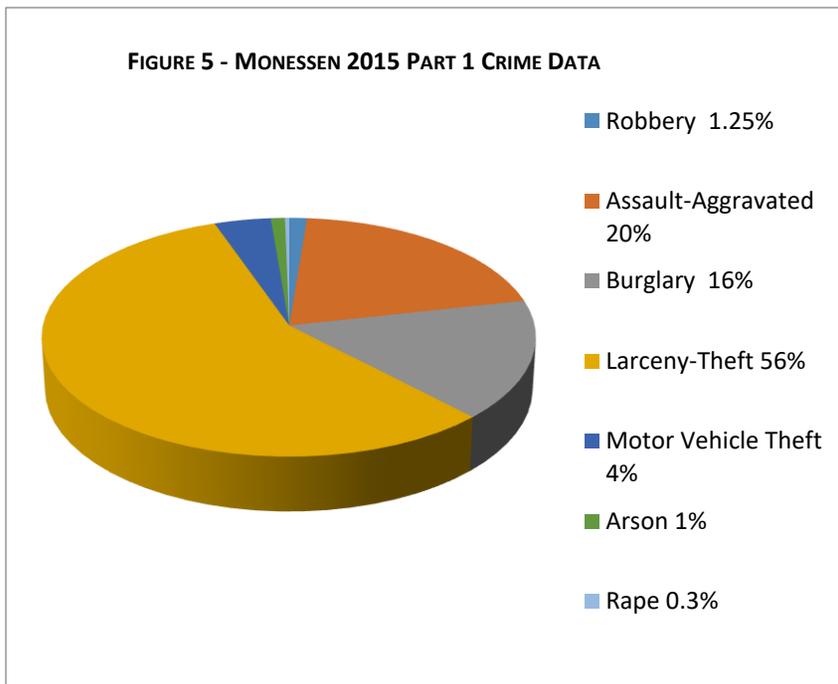
The Uniform Crime Reports (UCR) contain official data on crime in the United States, published by the Federal Bureau of Investigation (FBI). The FBI does not collect the data itself. Law enforcement agencies across the United States provide the data to the FBI, who then compiles the reports. For reporting purposes, criminal offenses are divided into two major groups: Part I offenses and Part II offenses. For Part I, crimes that are considered more serious, the UCR indexes report incidents in two categories: violent and property crimes.

As part of this review, GRS analyzed both Part 1 and Part 2 crime data for the City of Monessen from January 2014 through 2016 which is the last period for which it was available through the UCR system. Relative to Part 1 crime data, **Table 4** shows the breakdown between violent and non-violent crime over the past three years.

TABLE 4 - TYPE OF CRIME IN MONESSEN 2014-2016

TYPE OF CRIME	2014	2015	2016
<b>Violent</b>	75	69	64
<b>Non-Violent</b>	252	245	154

SOURCE: PA UCR REPORTS, [HTTP://WWW.PAUCRS.PA.GOV/UCR/REPORTING/MONTHLY/SUMMARY/MONTHLYSUMOFFENSEUI.ASP?RBSET=4](http://www.paucrs.pa.gov/UCR/REPORTING/MONTHLY/SUMMARY/MONTHLYSUMOFFENSEUI.ASP?RBSET=4)



**Figure 5** shows the actual number of Part 1 crimes in the City of Monessen in 2015 as reported to the Pennsylvania Uniform Crime Reporting System. Larceny-Theft is by far the largest category of crime for every period reviewed.

**Table 5** provides information about violent crime in the comparable communities in 2016. According to the UCR data, the City of Monessen had the third highest number of violent crimes as any of the comparable communities both in actual numbers and in per capita offenses per resident. Farrell and Duquesne were the only communities that had higher crime statistics.

TABLE 5 - PART 1 VIOLENT CRIME OFFENSES IN COMPARABLE COMMUNITIES (2016)

CITY	ESTIMATED POPULATION	2016 VIOLENT CRIME	MURDER & NON-NEGLIGENT MANSLAUGHTER	FORCIBLE RAPE	ROBBERY	AGGRAVATED ASSAULT	PER CAPITA PER 1,000
JEANNETTE	9450	10	0	0	3	7	1.1
ALQUIPPA	9288	47	4	2	4	37	5.1
BEAVER FALLS	8775	29	1	0	10	18	3.3
<b>MONESSEN</b>	<b>7572</b>	<b>64</b>	<b>0</b>	<b>1</b>	<b>8</b>	<b>55</b>	<b>8.5</b>
CONNELLSVILLE	7550	25	0	5	11	9	3.3
CLAIRTON	6742	42	2	0	14	26	6.2
DUQUESNE	5543	69	0	10	21	38	12.4
ARNOLD	5053	30	1	2	15	12	5.9
FARRELL	4792	70	0	3	6	61	14.6
MONONGAHELA	4221	17	0	1	3	13	1.9

SOURCE: PA UCR REPORTS, [HTTP://WWW.PAUCRS.PA.GOV/UCR/REPORTING/MONTHLY/SUMMARY/MONTHLYSUMOFFENSEUI.ASP?RBSET=4](http://www.paucrs.pa.gov/UCR/REPORTING/MONTHLY/SUMMARY/MONTHLYSUMOFFENSEUI.ASP?RBSET=4)

The **Table 6** provides an overview of Part 1 Property Crime offenses in comparable communities in 2016. Of these communities, the City of Monessen had the fourth highest number of property crimes and the sixth highest in per capita offenses.

TABLE 6 - PART 1 PROPERTY CRIME OFFENSES IN COMPARABLE COMMUNITIES (2016)

CITY	ESTIMATED POPULATION	2014 PROPERTY CRIME	BURGLARY	LARCENY-THEFT	MOTOR VEHICLE THEFT	ARSON	PER CAPITA PER 1000
JEANNETTE	9450	78	16	62	0	0	8.2
ALIQUPPA	9288	169	57	94	17	1	18.2
BEAVER FALLS	8775	320	34	266	18	2	36.5
MONESSEN	7572	154	33	111	9	1	20.3
CONNELLSVILLE	7550	303	53	239	7	4	40.1
CLAIRTON	6742	125	34	64	27	0	18.5
DUQUESNE	5543	238	94	114	22	8	42.9
ARNOLD	5053	83	26	48	9	0	16.4
FARRELL	4792	114	30	72	9	3	23.8
MONONGAHELA	4221	116	15	95	6	0	27.5

SOURCE: PA UCR REPORTS, [HTTP://WWW.PAUCRS.PA.GOV/UCR/REPORTING/MONTHLY/SUMMARY/MONTHLYSUMOFFENSEUI.ASP?RBSET=4](http://www.paucrs.pa.gov/UCR/REPORTING/MONTHLY/SUMMARY/MONTHLYSUMOFFENSEUI.ASP?RBSET=4)

Part 1 crimes in the City of Monessen have fluctuated during the past 5 years while spiking in 2013. The total Part 1 Crimes in 2016 show a significant decrease from the previous five (5) years.

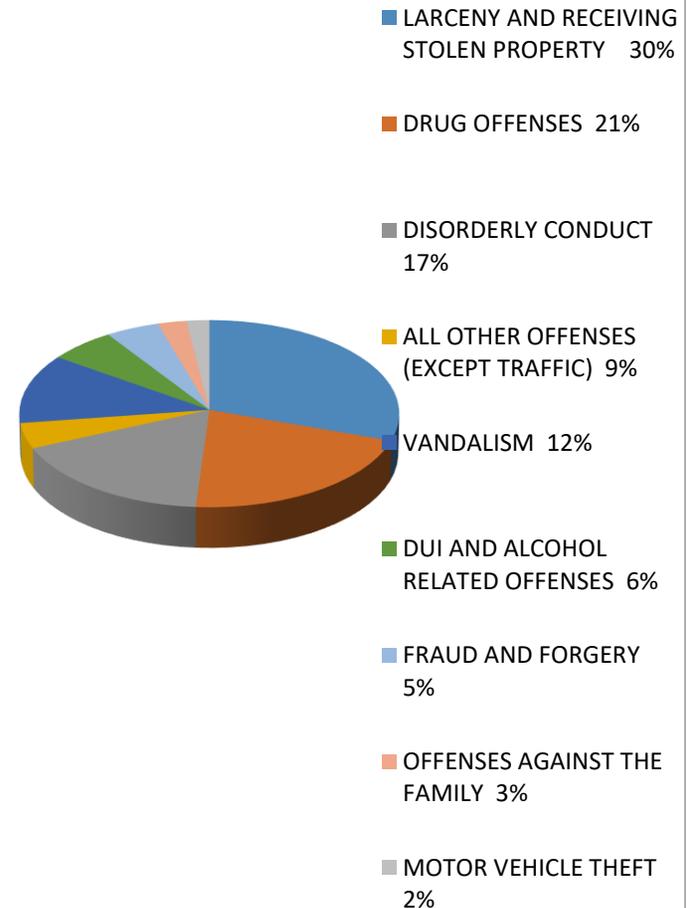
TABLE 7 - MONESSEN TOTAL PART 1 CRIME 2011-2015

OFFENSE	2011	2012	2013	2014	2015	2016
HOMICIDE	0	1	0	6	0	0
RAPE	1	3	1	0	1	1
ROBBERY	9	5	14	3	4	8
ASSAULT-AGGRAVATED	55	52	69	66	64	55
LARCENY THEFT	189	175	203	206	180	111
MOTOR VEHICLE THEFT	4	12	7	9	13	9
ARSON	0	1	0	1	3	1
BURGLARY	75	47	63	36	55	33
<b>TOTAL PART 1 CRIME</b>	<b>333</b>	<b>296</b>	<b>357</b>	<b>327</b>	<b>321</b>	<b>218</b>

SOURCE: PENNSYLVANIA UNIFORM CRIME REPORTING,  
[HTTP://WWW.PAUCRS.PA.GOV/UCR/COMMAIN.ASP](http://www.paucrs.pa.gov/ucr/commain.asp)

GRS also did an analysis of the 2016 Part 2 crime statistics to determine the types of crime that have been most common in the City of Monessen. Figure 6 shows the breakdown of Part 2 crimes. The largest number of Part 2 offenses are larceny related offenses followed by Drug Offenses, Disorderly Conduct, and Vandalism. It is a widely held view in the law enforcement community that the drug problem fuels the larceny related offenses and to some degree, disorderly conduct and vandalism.

FIGURE 6 - CITY OF MONESSEN PART 2 CRIMES (2016)



**POLICE DEPARTMENT BUDGET**

**Table 8** provides a history of police expenditures from 2012-2017. About 90% of the police department budget is for compensation and benefit costs. The City also budgets for

uniforms, professional liability, vehicles, ammunition and office supplies from this category. The overtime costs have trended up in recent years to about \$40,000 per year. The part-time police officer expense has remained at about \$70,000 but is budgeted at a lower number for 2017. The total police budget has remained at between \$850,000 to \$900,00 for several years.

TABLE 8 - MONESSEN POLICE DEPARTMENT EXPENDITURES 2012-2017

POLICE DEPT. - 410	2012 ACTUAL	2013 ACTUAL	2014 ACTUAL	2015 ACTUAL	2016 ACTUAL	2017 BUDGET
SALARIES	559,682	586,988	590,595	566,122	595,189	567,606
LONGEVITY	54,526	59,603	53,666	44,512	40,595	39,459
COURT WAGES	4,763	5,950	6,782	5,379	6,561	5,000
HEARING WAGES	7,053	7,170	9,529	7,849	4,959	5,000
OVERTIME	24,952	23,442	21,895	43,108	36,566	39,100
DRUG INVESTIGATION	2,205	1,413	2,372	-	-	1,000
BILLABLE OVERTIME	8,613	8,357	9,443	15,291	3,280	5,000
HOLIDAY PAY	6,402	9,202	8,227	7,162	7,929	7,500
HOLIDAYS WORKED	20,464	21,291	22,045	21,007	22,419	20,000
PARTIME POLICE	70,558	60,472	64,041	63,529	71,715	38,600
SCHOOL GUARDS	21,235	17,781	18,341	20,686	21,946	21,000
METER MAID	8,890	11,151	7,892	7,221	7,274	8,000
SHIFT DIFFERENTIAL PYMT	8,032	8,256	7,680	7,536	7,760	7,500
SICK LEAVE BUY BACK	658	1,949	3,559	2,337	2,010	939
GUARD UNIFORMS	0	483	307	859	-	300
CANINE MAINT.	0	10,500	10,920	10,500	11,340	5,735
WORKMEN COMP WAGES	20,521	6,664	0	4,980	-	-
POLICE FRINGE BUYBACK	3,500	3,208	583	-	-	-
POLICE UNIFORMS	6,650	4,813	9,092	11,663	10,295	8,000
AMMUNITION	0	275	320	275	1,762	2,000

OFFICE SUPPLIES	1,771	3,824	3,028	5,158	8,903	5,000
<b>POLICE DEPT. - 410</b>	<b>2012 ACTUAL</b>	<b>2013 ACTUAL</b>	<b>2014 ACTUAL</b>	<b>2015 ACTUAL</b>	<b>2016 ACTUAL</b>	<b>2017 BUDGET</b>
METER SUPPLIES	2,096	177	940	527	1,385	1,000
OFFICE EQUIPMENT	0	1,284	0	-	-	300
R & M POLICE CARS	22,136	29,474	20,874	18,811	10,675	11,000
POLICE CAR	0	29,510	14,174	-	12,025	20,000
COMPUTER SERVICE	2,456	3,638	4,015	3,385	4,472	7,600
TRAVEL EXPENSES	323	789	832	734	1,476	1,000
PRINTING EXPENSES	386	609	2,632	-	-	500
LIABILITY INSURANCE	16,412	17,099	16,830	17,808	23,218	20,000
EDUCATION TRAINING	891	891	877	2,101	3,350	3,000
<b>TOTAL POLICE</b>	<b>875,176</b>	<b>936,265</b>	<b>911,489</b>	<b>888,540</b>	<b>917,102</b>	<b>851,139</b>

**DEPARTMENT ACTIVITY**

Police records from the Department provided the total number of calls for service from the years 2013 through August 2016. Total calls for 2016 were estimated based on the raw numbers through August. The records provided indicate that the Department upgraded their record-keeping function in 2015. The figures provided for 2013 and 2014 were "Police Logged and Telephone Complaints" and were

broken down into 46 categories. The records provided for 2015 and 2016 are from the "City of Monessen Department Calls for Service Log" which tracked and broke down the numbers of calls for service into 93 categories. The transition in the record-keeping function makes comparison more difficult but **Table 9** below provides a history of the annual calls for service from residents. It also breaks down the most frequent calls for service:

TABLE 9– MOST FREQUENT CALLS FOR SERVICE 2013-2016

CALLS FOR SERVICE	2013	2014	2015	2016 EST.
VEHICLE STOPS	396	665	1874	1875
DRUG RELATED	84	60	1597	1546
BURGLARY	55	44	289	196
DISORDERLY CONDUCT/HARASSMENT/NOISE	527	371	650	344

VEHICLE ACCIDENTS	139	148	290	201
<b>CALLS FOR SERVICE (CONT.)</b>	<b>2013</b>	<b>2014</b>	<b>2015</b>	<b>2016 EST.</b>
ALARMS	362	409	501	293
SUSPICIOUS PERSONS/VEHICLES	258	265	414	288
SUDDEN/SUSPICIOUS DEATH	7	17	76	56
THEFT	197	177	395	270
ASSAULTS	37	44	251	279
DOMESTIC COMPLAINTS	419	451	614	342
ASSIST OTHER LAW ENFORCEMNT AGENCY	118	122	84	44
TOTAL-- MOST FREQUENT CALLS FOR SERVICE	<b>2599</b>	<b>2713</b>	<b>7035</b>	<b>5734</b>
TOTAL—OTHER CALLS FOR SERVICE	<b>2931</b>	<b>1866</b>	<b>10824</b>	<b>8724</b>

SOURCE – CITY OF MONESSEN POLICE DEPARTMENT AND GRS ANALYSIS

The City of Monessen Police Department is a very busy department and the Department statistics support this observation. **Table 10** provides additional insight into Department activity during the past several years.

TABLE 10 - ARREST ACTIVITY 2013-2015

ARREST ACTIVITY	2013	2014	2015
Number of Traffic Citations	505	568	715
Number of Non-Traffic Citations	347	250	206
Number of Indictable Arrests	475	464	420
<b>TOTAL</b>	<b>1327</b>	<b>1282</b>	<b>1341</b>

SOURCE – CITY OF MONESSEN POLICE DEPARTMENT AND GRS ANALYSIS

## **PATROL FUNCTION**

The patrol function is the backbone of every local police department, and its importance is best depicted by the following statement:

“Patrol is the primary and most important activity of the police organization. The patrol force is the largest unit of the police organization, is distributed throughout the community and operates on a 24-hour basis; its members are in constant contact with the public. The patrol function is so basic to meeting the police responsibility that its objectives are synonymous with the total police responsibility. The objectives include the prevention and suppression of crime, the safeguarding of lives and property, the apprehension of criminals, the control of traffic and non-criminal conduct and the provision of public services.<sup>6</sup>”

Currently, the Department has 10 sworn officer positions (including the Chief) and 10 part-time officers providing 24 hour police patrol coverage for the City. The current CBA requires a minimum of 2 officers to be on duty at all times which does not include the officer assigned to the housing projects.

Lieutenants run the shifts; however, if no Lieutenant is scheduled, the senior patrol officer assumes the supervisory role. Part-time officers can and have been assigned to supervise shifts.

The IACP, which is widely recognized as an authority on police administration, has developed a formula designed to address the staffing requirements of any given municipality with

respect to the patrol function of a police department. The formula takes into account the annual calls for service and the number of hours that are available and required to perform routine patrol functions such as responding, clearing, and reporting incidents. Sick days, compensatory time, vacation time, bereavement days, holidays, and other time off are factored into this equation. The GRS team ran the IACP calculation based on the number of calls received in the Department and the result is that 13 officers are required for the patrol function as shown in **Appendix C**. This can be accomplished by using part-time officers to supplement the current full-time staffing of 10 officers.

The IACP recognizes that this formula cannot be used by all communities to determine staffing levels and because communities are unique and the type of policing is not the same in every community. The IACP offers a service, free of charge to communities who make this request, whereby it will bring a team into a community to specifically evaluate the patrol needs.

The GRS team ran the IACP calculation based on the number of calls received in the Department and the result is that 13 officers are required for the patrol function.

The IACP considers several factors when making a recommendation:

- Policing Philosophy
- Police Policies and Practices
- Number of Calls for Service

<sup>6</sup> Vern L. Foley, *Police Patrol Techniques and Tactics* (Springfield, IL: Charles C Thomas, 1973)

- Population Style and Density
- Composition of population, particularly age structure
- Stability and Transiency of Population
- Cultural Conditions
- Policies of Prosecutorial, Judicial, Correctional and Probation agencies
- Municipal Resources<sup>7</sup>

Some police departments divide up their officer's time by having them dedicate one third of their time to answering calls for service, one third of their time patrolling and engaging in proactive activities, and one third for performing administrative duties, breaks, and meetings with supervisors. Other police departments may not have any time for their officers to provide any patrolling or engage in proactive activity due to the high volume of calls for service. If the City wants its officers to be dedicated to community relations, problem solving, or using more proactive activities, more officers will be required to fulfill the patrol mission. Departments that do not or cannot emphasize the community-oriented approach to policing get by with fewer officers.

In determining how many patrol officers are needed for a community, the amount of available municipal resources is most often the controlling factor. In other words, the question is not, "How many patrol officers does the City of need?" Rather, the questions is, "How many patrol officers can the City afford?" The answer to that question must come from the political decision makers in the City with input from the Chief. Calls for service dictate that the Department should operate with at least the number of officers currently employed. The City should staff the Department so that it can meet the minimum number of full-time officers needed

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<sup>7</sup> International Association of Chiefs of Police, Patrol Staffing, and Deploying Study, 2008

to fill the minimum scheduling of 2 patrol officers per shift without having to use part-time officers. It can be safely argued that with the crime rate in the City of Monessen, there should always be three to four officers on a shift.

### ***SUPPORT STAFF***

The Department has one full time police clerk who is relied on heavily by the Chief and who plays a critical role in the administration of the police department.

### ***RECORDS MANAGEMENT***

The Department currently uses the Metro Visual Alert records management system. This system provides for basic report writing, records management, and numerous data query functions. The Visual Alert software is a widely used and highly respected records management system in law enforcement circles. The software offers many expanded capabilities such as mobile report writing (MRW) that helps keep officers on the road.

### ***POLICY AND STANDARD OPERATING PROCEDURES***

It is the mission of police departments to protect and serve the public through the enforcement of laws. How that mission is accomplished, for the most part, is left to the individual law enforcement agencies to determine. The head law enforcement officer in each jurisdiction is responsible for directing the officers on how to do their jobs. This is best accomplished through formal written policies and procedures.

Policy and procedure manuals are a collection of directives that provide guidance to police department employees as to

how they are performing their duties. In some cases, policies and procedures are written in a general way, giving officers a great deal of discretion in handling incidents; while other policies and procedures may be very specific in what an officer is required to do. Written policies and procedures ensure that all agency personnel perform their duties in a uniform, consistent manner and that responsibility is assigned for doing the job correctly.

A police manual should be a user-friendly resource that officers can refer to for guidance in handling particular types of incidents. The manual should be constructed so that it can be amended or changed as necessary in order to address new laws and changes in contemporary police procedures. Many police departments now have their policies and procedures on compact discs (CD), which allows each officer to receive a copy rather than issuing a bulky 3 ring binder to each officer. Alternatively, the manual can be put on the shared drive in a read-only format. This allows for immediate access by all members of the Department. Policy updates can be e-mailed to officers, updated on the shared drive, or downloaded onto CDs. Outdated policies and procedures can easily be deleted, thereby keeping the manual current.

In addition to giving direction to officers on how they are expected to do their jobs, a comprehensive up-to-date policy and procedure manual provides protection for the community, for the agency, and for the individual employees when lawsuits are filed against any or all of the above. If an officer follows a well-reasoned policy that reflects recommended contemporary police practices, it is a strong defense against allegations of wrongdoing on the part of the police.

The Chief is in the process of revising the Department's operations manual. The draft that exists should be reviewed to make sure that it is consistent with the current structure of the Department (i.e. there are multiple references to the

position of Sergeant which should be eliminated) and to make sure that it is not in conflict with the current CBA. While several chapters still need to be written, one notable omission in the current manual's table of contents is that it lacks a chapter on Report Writing and Records Management which should include direction on how reports should be written and reviewed as well as record retention and destruction that is consistent with state law.

The Pennsylvania Chiefs of Police Association (PCPA) as well as the IACP are two valuable resources for sample polices. Additionally, the PCPA provides a free comprehensive outline for policy manuals:

<http://www.pachiefs.org/assets/docs/detailed%20table%20of%20contents.pdf>

### **ACCREDITATION**

In 2001, Pennsylvania implemented a process through which police departments of all sizes can assess their policies and procedures and determine if they are compliant with professional police standards. The PCPA developed an accreditation program that addresses all of the elements, policies, procedures, and standard operations that should be in existence in a contemporary Pennsylvania police department. Currently, there are over 100 accredited agencies in Pennsylvania and more than 200 are in enrolled in the process.

In preparation for accreditation, members of the police department scrutinize every element of the department's operations to make certain they are consistent with contemporary standards. This includes everything from operating procedures and policies, training, facilities and equipment, to citizen complaint-filing procedures. The complete Accreditation Standards Manual developed by the PCPA is available at [www.pachiefs.org](http://www.pachiefs.org).

Accreditation is a three-phase process. The first phase is the application and enrollment in the accreditation program, for which there is a \$250 fee. The agency is then supplied with all the material needed to create files and to begin the second phase, which is the self-assessment phase. In the second phase, the department examines its own operation to determine what policies and procedures need to be implemented or amended to be in compliance with the standards manual.

When the agency has completed the second phase, a team of outside assessors will come to the agency for the third phase, which is the on-site assessment. The assessors will conduct a thorough two-day review of the agency's files to ensure that the policies are in compliance. Upon successfully passing the assessor's review, the agency will become accredited and remain so for a three-year period.

When a police department gains accreditation from the PCPA, it becomes recognized as being among the best police agencies in Pennsylvania. It instills a sense of pride in the officers, and it can be an incentive for other communities to contract services from that department. Not only does the accreditation process ensure that a police department has up-to date policies and procedures, it may also qualify an accredited agency for a 10% reduction in liability insurance premiums. The reduced premium is because the insurance industry recognizes that an accredited police department is dedicated to maintaining a professional standard of excellence in the performance of their duties and thereby reduces the risk of lawsuits.

The accreditation process is manpower intensive relative to policy development and file building. After the initial administrative processes are complete, an Accreditation Manager can maintain the process on a part-time basis. At the very least, police departments should adopt policies and practices that are accreditation-compliant so as to provide

them with professional best practices, appropriate protocol, guidance and protections for offices and the agency.

### ***POLICE TRAINING***

Training is a critically important aspect of any police department and should be an ongoing process for the department personnel to remain proficient in performing their duties. Training can cover everything from a refresher course in police defensive tactics to the latest in forensic computer crime searches. The only way that a police department can ensure that they have competent and capable police officers on the street is by being committed to training.

Unfortunately, the entire training budget for the Department is \$3000 for 2016 and does not provide for any training over and above the state mandated 16 hours of in-service training required to keep the officers certified. There are free in-service training classes offered by the PA State Boroughs Association, Townships Police Association, and other organizations. Typically, the Department does not participate because staffing is always at a minimum and even the free training will cause overtime which the City cannot afford.

The MPOETC offers grants to law enforcement agencies within the Commonwealth for classes that any department may need. These grants are easy to apply for and are almost always approved for funding. More information can be found at <http://www.psp.pa.gov/MPOETC/training/Pages/Grant-Reimbursement.aspx>.

### ***UNION REPRESENTATION AND COLLECTIVE BARGAINING***

The Monessen Police Officers are members of the Teamsters Local No. 205. The Teamsters have represented the police officers since 1982. Bargaining is conducted between the

Union and the Mayor and all recent contracts have been bargained between the parties (as opposed to going through the arbitration process). The Teamster business agent is assisted by the union steward who is a Lieutenant in the police department.

Labor relations could be construed as being relatively positive in that all contracts have been negotiated agreements and there have been no formal grievances or unfair labor practice complaints filed in at least the past 10 years. Two factors contribute heavily towards this. The first is that the Union's primary concern is saving jobs rather than increasing pay and benefits for the officers. The second is that the members understand the financial constraints that the City is operating under and they have tried to act accordingly. The Union offered the following as an example.

Historically, full time officers worked the street and answered calls in the community and part-time officers were utilized only in the housing projects. Funding for the part-time officers came from a grant from the Westmoreland County Housing Authority. Due to full time positions being eliminated through attrition, there were three full-time shifts per week that needed to be filled with overtime to meet shift minimums. The Union agreed to allow part-time officers to work these shifts. This saves the City considerable money by paying the part-time wages rather than the full-time overtime rate.

Examination of the current CBA provides other examples of concessions on benefits that have been agreed to by the Union. Longevity pay was reduced in varying tiers for junior officers. The retirement health care benefit was also reduced for officers hired after 2009.

A review of the current CBA revealed a simple, clear and reasonable document. The CBA is a 5-year contract that covers the years 2016 through 2020. None of the benefits

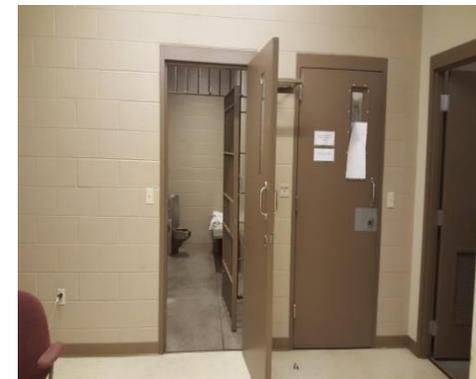
appear to be excessive or unreasonable. The officers agreed to a 50-cent per year wage increase for each year of the contract. The increase is applied across all ranks. This gave the supervisors less of a percentage wage increase than the patrol officers and it gave every employee a reduction in percentage increase in every year of the contract. Part-time officers received the same pay increase which affords them the largest percentage increase of all the work groups.

The Union and Mayor reported that the current contract was agreed to and signed after 3 meetings between the parties. The Union agreed to allow the City to change health care insurance providers and the City agreed to the pay increases.

The Union appears to successfully represent both the full time and part time officers. Part time officers are able to submit requests for contract negotiations and can serve on the contract committee. The Union reports that there is no friction between the part-time and full-time officers. The fact that 8 of the 10 current full-time officers started with the Department in a part-time capacity likely plays a significant role in this relationship.

### **POLICE FACILITIES**

The Department is located in a modern facility that provides adequate space for police operations. The police facility has offices for the Chief and the Lieutenants. It has a reception area which is staffed by the police clerk during daylight hours Monday through Friday. It has a



processing area with work stations for the officers and houses four (4) holding cells. The regional housing center pays for the insurance for the cell block.

### ***EVIDENCE STORAGE AND RESPONSIBILITY***

The Chief handles the evidence function for the Department. This is not recommended for several reasons. The evidence control policy properly calls for unannounced inspections of the evidence storage areas as directed by the agency's chief executive officer. This would put the Chief in the position of appointing a subordinate to inspect his work as the evidence custodian. If discrepancies were found, there is no one to report them to who can conduct an investigation and determine what sanctions should be recommended if wrongdoing should be uncovered. The Chief should assign a trusted officer or police clerk to be the evidence custodian and assign a Lieutenant to conduct annual or semi-annual audits with unannounced inspections during the year. Written reports from the audits and inspections should be forwarded to the Chief who would take any appropriate or necessary actions. Another problem with the Chief as evidence custodian is that the role is extremely time consuming. The Chief needs to be able to address other challenges facing the Department.

### ***EQUIPMENT***

Equipment for the Department is a cause for serious concern. The Department has six (6) computers that are functional but there is no replacement plan. Two of the police vehicles are equipped with cameras but both cameras are broken and there is no money available for repair or replacement. The officers carry Department issued Glock .23 sidearms which the Chief reports are 10-12 years old. Again, there is no schedule for replacement. The officers wear Department issued body armor that were purchased on a grant that was administered in the City Clerk's office. The City had been replacing 1-2 vests per year under the grant funding and this

practice needs to continue. The Department owns 3 ballistic entry vests, ballistic helmets, and 3 riot shields that were purchased through grants.

The police vehicles are not equipped with Mobile Data Terminals (MDTs) which are valuable tools for modern law enforcement. They allow officers to run license plates, driver's licenses, and warrant checks from the police vehicle without tying up airwaves and dispatchers to run them for them. MDTs also protect the integrity of investigations in that people with police scanners cannot monitor police activity. MDTs can also be used to access PennDOT and JNET which gives the officers the ability to bring up photos of subjects to ensure that they have been given legitimate ID information and criminal history information for officer safety and to aid in making proper field decisions. MDTs can be interfaced with Computer Aided Dispatch (CAD) software to allow for silent dispatch for sensitive calls and also with MRW software

The department needs license plate readers. This need is more critical since PENNDOT stopped issuing registration



stickers for license plates at the end of 2016. PENNDOT has indicated that it will use some of the savings from the elimination of the stickers to provide grants for police departments to buy license plate readers:

<https://www.dot.state.pa.us/penndot/districts/district5.nsf/e5da4aa0433a25af852571f400537d15/3574089fad1367a985257f5500556212?OpenDocument> .

**POLICE VEHICLE FLEET**

The police vehicle fleet currently consists of 7 vehicles plus one vehicle that is up for sale and one vehicle that is used only for parts. **Table 11** below provides a list of the active vehicle fleet:

TABLE 11 - POLICE VEHICLE FLEET

CAR #	YEAR	MAKE	MODEL	MILEAGE
				(8-29/16)
7-1 (Chief)	2006	Ford	Crown Victoria	Not Available
2-Jul	2010	Ford	Explorer	69,667
3-Jul	2014	Ford	P/I Utility	68,158
4-Jul	2013	Ford	Taurus	94,181
5-Jul	2008	Ford	Crown Victoria	205,677
6-Jul	2015	Ford	Explorer P/I	6251
7-9 (K-9)	2009	Ford	Explorer	Not Available



There is no schedule for replacing vehicles in the fleet. There have been times when officers have had to double up in vehicles because there were not enough running vehicles in service. Until 2016, the Department’s vehicles were serviced by the Street Department personnel; however, a mechanic left employment with the City and was replaced by a part-time mechanic who only works three (3) days per week. The Department now outsources maintenance and repairs of the police vehicles. The Department was scheduled to replace one vehicle in 2016 but that purchase was cancelled by the City due to financial constraints. There is a police vehicle scheduled for purchase in the 2017 adopted budget. When

the City replaces police vehicles, it enters into a 3-year lease purchase agreement.

The City may have some opportunities to obtain grant funds through various law enforcement agencies. **Appendix D** provides some of the most common grants available through the PA Commission on Crime and Delinquency. (PCCD)

## RECOMMENDATIONS

The City of Monessen Police Department faces formidable challenges and it has not always had the necessary resources to meet those challenges. The police budget has been formulated and passed with little or no input from the Chief.

### ***RECOMMENDATION No. 15 - DEVELOP A DEPARTMENTAL BUDGET THAT WILL BRING THE CITY OF MONESSEN PD UP TO THE STANDARDS OF A MODERN PENNSYLVANIA POLICE DEPARTMENT.***

A well-equipped and well-trained police department is essential to the long term economic health and sustainability of the City. The Chief should be encouraged to develop and present a budget that includes the immediate and long-term needs of the department and this budget should be discussed in great detail with the City Council.

Monessen PD Staffing. Of the 10 comparable communities, Monessen ranks 9<sup>th</sup> in officer to population ratio. This would not be a problem if Monessen did not have serious crime but it does. The 1.7 officer to 1000 population ratio also falls short of the national average of 2.8 officers to 1000 population for cities with under 10,000 populations. This is a busy police department and the IACP police calculation in **Appendix C** shows that, based on the number of calls for service, the City requires a minimum of 13 officers. This can be filled by using part-time officers to supplement full-time positions.

The risk with using so many part-time officers is that from time to time, part-time officers are acting as the officer-in-charge of shifts which is problematic. Part-time officers typically have far less experience, maturity, training, and knowledge of the City than full time officers. Follow up to any incident that occurs on a shift that is manned and

supervised by part-time officers will experience delays until they are scheduled to work again or lack continuity if responsibility for the follow up is transferred to a full-time officer who does not have direct knowledge of the incident.

Any attempts to reduce the number of officers or number of shifts covered should be discouraged. The results of such a decision could be disastrous – potentially the City could see a rise in crime, a loss of confidence by the public, and more population decline. Residents and businesses expect a certain level of public safety from the City.

Monessen PD Funding. The City ranks 9<sup>th</sup> of the 10 comparable communities in percentage of the total budget spent on the police department. If the Department did not participate in the DEA Task Force and receive the drug forfeiture funds, it is doubtful that they could continue to operate. Duquesne and Clairton, 2 comparable cities with comparable crime problems, respectively allocate 200% and 150% more of their total budgets to their police departments than Monessen does.

### ***RECOMMENDATION No. 16 – CREATE A COMPREHENSIVE PLAN TO UPGRADE EQUIPMENT.***

The Chief should be directed to develop an Equipment Plan that would include body armor, sidearms, vehicle cameras, MDTs and License Plate Readers. Add Mobile Report Writing capability to the MDTs to keep officers on the road.

### ***RECOMMENDATION No. 17 - FORMULATE A WELL-REASONED PURCHASE AND VEHICLE ROTATION PLAN***

A vehicle rotation and replacement plan should be developed and included in the comprehensive capital improvement plan (CIP).

***RECOMMENDATION No. 18 - IDENTIFY THE AREAS OF TRAINING THAT ARE MOST NEEDED BY THE DEPARTMENT AND DEVELOP A REALISTIC TRAINING BUDGET TO ACHIEVE THE NECESSARY TRAINING.***

Identify and schedule officers for free or low-cost training. Find ways to allow officers to attend the training sessions identified and build additional training into the budget. Send one officer to a training to be certified to conduct training for other officers. Apply for MPOTEC training grant funds. **Appendix E** provides a schedule of on-line training through the PCPA.

***RECOMMENDATION No. 19 - COMPLETE THE POLICY MANUAL AS SOON AS POSSIBLE.***

The PCPA can supply a sample policy manual for a nominal fee that can be modified for the Department. A complete policy manual will offer much needed direction for the officers, protection from lawsuits for the City, and the ability to hold police officers accountable fairly and consistently.

***RECOMMENDATION No. 20 - CONSIDER ACCREDITATION FOR THE DEPARTMENT TO ENSURE THAT THE DEPARTMENT IS FOLLOWING BEST PRACTICES IN ITS POLICIES AND PROCEDURES.***

At the very least, compare Monessen's policies to make sure they are accreditation compliant.

***RECOMMENDATION No. 21 - REMOVE THE CHIEF FROM THE EVIDENCE FUNCTION.***

Assign a trusted officer or police clerk to be the evidence custodian and assign a Lieutenant to conduct annual or semi-

annual audits with unannounced inspections during the year. Written reports from the audits and inspections should be forwarded to the Chief who should take any appropriate or necessary actions.

***RECOMMENDATION No. 22 - REVISE THE CITY ORDINANCE TO REFLECT THE ACTUAL MAKE-UP OF THE POLICE DEPARTMENT.***

Fill or eliminate the positions of Captain and Detective Lieutenant based on the needs of the Department. Ensure that the correct number of patrol officers are identified and incorporated in the ordinance. Delete the position of Desk Sergeant from the organization chart.

***RECOMMENDATION No. 23 - ENSURE THAT ALL PROMOTIONS IN THE POLICE DEPARTMENT ARE IN COMPLIANCE WITH THE THIRD CLASS CITY CODE, THE MONESSEN CITY CODE, AND THE CIVIL SERVICE RULES AND REGULATIONS.***

It is unclear what criteria is being used for making promotions and assignments but there should be a clear, objective, and validated process for making promotions. If the Civil Service Rules and Regulations are outdated, update them and re-adopt them.

***RECOMMENDATION No. 23 - HIRE A CLEANING SERVICE.***

The police facility is modern and functional but it is not being maintained. The officers should not have to handle custodial functions in addition to their police duties. Such practices are bad for morale and a waste of police resources.

## STREET DEPARTMENT

The review of the City of Monessen Street Department was conducted by Jason A. Dailey, as part of Step IV of the EIP Five-Year Financial and Management Plan for the City of Monessen. Mr. Dailey is currently the Public Works Director for Cranberry Township, Butler County and has over 20 years of experience in local government management, public works instruction, and consulting for local governments. To complete this evaluation, the consultant conducted fieldwork and site investigations, analyzed data, gathered information from comparable local government operations, and conducted extensive research. Personal interviews were held with members of the City staff, City Clerk, Council members, and the Street Department Foreman. The recommendations contained in this report are based on recognized standards, accepted practices, and government mandates.

## ORGANIZATIONAL STRUCTURE

The Street Department consists of eight full-time employees, plus one full-time "Contact Person" who is also a member of the bargaining unit. The "Contact Person" is listed formally in the collective bargaining agreement but for all intent and purposes is the "working foreman" and is charged with both light supervisory duties and task performance duties. The nine full-time employees are members of the American Federation of State County and Municipal Employees (AFSCME) AFL-CIO Council 83 Local 769. The current contract is a three-year agreement that runs from January 1, 2016, through December 31, 2018. There is also a personnel policy that is referenced in the CBA. The CBA also covers the clerical staff in the City. Temporary employees are permitted as part of the contract but are not covered by the agreement. The CBA limits specific tasks that can be performed by



temporary employees and cannot start at any higher wage rate than \$9.50 / hour.

The Department is divided into two operations: Streets and Parks. There are several different job classifications that consist of maintenance, laborer, driver/laborer, heavy equipment operator and mechanic. The contractual hourly start rate is \$9.50 / hour. Employees must complete the 6-month probationary period before they are afforded a 50-cent increase at their anniversary date. The 50-cent increase per year continues for five (5) years, at which point the employee reaches the assigned rate of the classification, which is more than double the starting wage rate. Employees are reimbursed for fees incurred for attaining their CDL. The most senior member of the union works full-time as a skilled laborer. The other five members are classified as laborers for their base pay but often perform jobs classified as skilled and are therefore paid the increased rate for the hours spent on those jobs. Any employee working on any sanitary line receives an additional 25 cents per hour.

The regular work week for all employees, covered by the collective bargaining agreement, consists of eight hours work per day and forty hours per week. The City retains the right to implement shifts throughout the year with employees entitled to shift differential pay for various shifts.

All employees are granted ten holidays and two personal days per year. Employees reaching their 6-month probationary period are entitled to fifteen sick days per year which are earned at the rate of 1.25 days per month. Employees can accumulate 125 days of sick leave. Half of the employee sick leave days are bought back by the City upon retirement at the wage rate at the time of the employee's retirement. The City also provides an accident and sickness policy which pays an employee \$90 per week for 26 weeks after all sick leave is exhausted. There are some serious contradictions in providing the sick leave the City affords an employee with an additional policy for disability and illnesses. The City should verify the consistency with this policy and the Family and Medical Leave Act (FMLA).

Employees hired after January 1, 2005 are not entitled to any longevity pay. However, employees hired before that date are paid \$200 per year for years 1-4 of service and then an additional \$100 per year for every 5 years of service through 30 years of service at which time an employee would receive \$800 per year. There was an even more generous longevity schedule for employees hired before 1991.

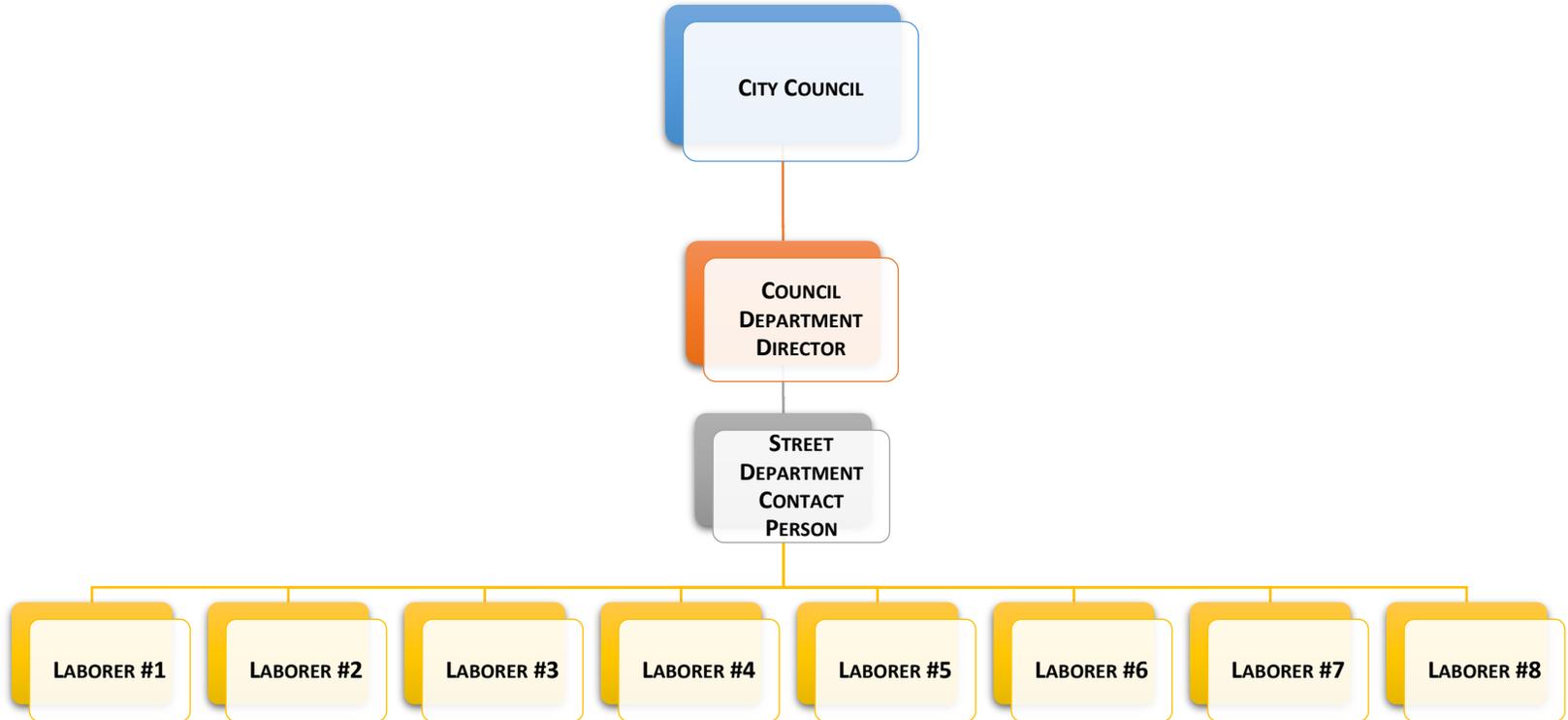
The new contract calls for workers to be paid the overtime rate for all hours over 40 hours worked as required by the Fair Labor Standards Act (FLSA). However, the rate of overtime pay varies. If an employee is called out within three hours of normal start time, or if asked to stay no more than

three hours after end of the shift, the overtime pay is equal to 1.5 times the normal pay. If work is done at any other time the pay is double the normal rate. This requirement to pay overtime at rates above the FLSA is an expensive benefit for the City.

The CBA has a detailed grievance procedure that is ineffective and confusing based on the structure of the current operation and places the "Contact Person" who is a member of the bargaining unit in a compromising position. The CBA calls out the "Immediate Supervisor" as the first step which means that the "Contact Person" or working foreman is charged with settling the grievance. The second step is to the Director of the Department (who is a Councilperson) for whichever Department the grievant is attached. The third step is to City Council. There are specific infractions identified that are grouped by their severity into three categories. The categories are very specific in their identification of unacceptable conduct of employees including those offenses which are grounds for dismissal for the first violation.

Pension, dental, and healthcare plans are specified in the CBA. The CBA permits a \$3500 opt out payment to the employee for not participating in the plan. The City is also providing post-retirement healthcare and supplemental policies for retired employees and their spouses for life with some premium responsibilities for those employees and their spouses hired after 2008. All post-retirement healthcare benefits should be evaluated by the City should be evaluated for elimination in the next contract negotiations. These benefits incur legacy costs for the City that are not sustainable. **Figure 8** is an overview of the Street Department organization.

FIGURE 7 – STREET DEPARTMENT ORGANIZATIONAL CHART



**OBSERVATIONS**

The Department performs general work activities that are tracked by the Contact Person for time keeping purposes. Figure 9 provides a typical employee activity log.

Activities are typical of any public works operation and include general litter cleanup, yard waste, street sweeping,

weed trimming, asphalt patching, sanitary and storm line cleaning, snow removal, parks work, facility maintenance, vehicle maintenance, and garage maintenance.

Based on meetings with the Council Department Director, as well as the Contact Person, it appears that the major functions of the department are as follows:

FIGURE 8 – EMPLOYEE DAILY ACTIVITY LOG

EMPLOYEE	OCCUPATION	Code	DESCRIPTION	13 14 15 16 17					20 21 22 23 24					TOTAL HOURS	RATE	O.T.	AMOUNT
	Garbage - Litter	1															
	Paid Pickup	2															
	Yard Waste	3															
	Streets - Cleaning	4															
	Cut Weeds	5															
	Black Top	6															
	Sewers - Cleaning	7															
	Sewers - Extra	8															
	Snow - Removal	9															
	Sweeper	10															
	Parks / Bldgs.	11															
	Misc. Duties	12															
	Sick Leave	13				8											
	Vacation	14							8	8			8				
	Holiday	15															
	Personal	16								8							
	Garage / Equip.	17		8	8	8		8				8	8				
	FOREMAN	Total		8	8	8	8	8	8	8	8	8	8	80			



- Maintains 47 miles of paved, brick and concrete constructed roadways. There are state roads within the City. The most recent annual liquid fuels allocation for the City was \$270,000, which is primarily used for street lighting costs.
- Operates and maintains a street sweeper. The street sweeper is used seasonally. There are some intermunicipal agreements on sharing this equipment in exchange for demolition assistance.
- Cuts grass for all City-owned properties including an abundant of park maintenance. The City has recently secured funded labor for two seasonal employees to assist in grass cutting and weed eating operations.
- Plows roads using a system of undocumented routes – but the operators are familiar with the routes and experienced in snow removal.
- Purchases road salt through the SHACOG purchasing alliance and stores material in a covered facility near the public works building.
- Uses plain road salt and does not mix anything such as cinders or low temperature additives.
- Salt spreaders are not calibrated.
- Maintains streets using cold patch and hot patch on complaint or observation. Although the street patching is reactive and not proactive, the Department does a relatively good job of keeping up with street patching issues.
- Maintains several City-owned traffic signals. The signal system work is mostly outsourced and maintenance is reactive when issues arise.
- Borrows a Sewer Vactor from Lower Burrell or the New Kensington Sewer Authority when needed for sewer line back-ups.
- Maintains nine City-owned parks.
- Maintains all municipal facilities including City building, the police station, the fire stations, the public works facility.
- Maintains hundreds of storm inlets throughout the City. This is part of the Municipal Separate Storm Sewer System (MS4) program that the City participates in to monitor their stormwater. The City is permitted to maintain its combined sewers where they are currently located but must monitor them more stringently per the DEP.
- Manages and maintains a relatively large fleet of equipment used by the parks and streets operations. Performs both routine and extensive work on vehicles including police vehicles. Most repairs and inspections on heavy equipment are outsourced to a third party.
- Street paving has been mostly outsourced when there were funds to complete these projects. In 2017, the sale of the City building provided capital funds that allowed the City to complete paving projects for the first time in several years.

- Maintains street signs and regulatory signs throughout the City. There is no master list of signs that would show the location of the signs and/or the date that a sign was put into use. Many of the signs are in disrepair and should be replaced.
- Paves roads on an as-needed basis. The road paving is usually dictated by the Community Development Block Grant (CDBG) funds. All road paving contracts are bid out to road paving contractors.
- Responds to and marks PA One Calls.
- Paints curbs and lines on streets and sidewalks when time permits.



SIGN AT KNOX & 4TH ST.

**OPERATING BUDGET**

The history of expenditures in the Street Department is shown in **Table 12**.

TABLE 12 - STREET DEPARTMENT EXPENDITURES 2011-2017

	2011	2012	2013	2014	2015	2016	2017
CATEGORY	ACTUAL	ACTUAL	ACTUAL	ACTUAL	ACTUAL	ACTUAL	BUDGET
Wages Sewer	56	4	13	140	116	100	100
<b>TOTAL PUBLIC WORKS/STREET/SEWER</b>	<b>56</b>	<b>4</b>	<b>13</b>	<b>140</b>	<b>116</b>	<b>100</b>	<b>100</b>
<b>PUBLIC WORKS - 430</b>							
SALARIES	310,723	279,362	287,878	285,619	259,673	222,420	236,945
LONGEVITY	8,400	6,800	7,300	6,000	6,000	6,900	6,900
EMERGENCY OVERTIME	19,235	10,553	23,161	21,731	16,227	17,012	17,500
SICK LEAVE BUY BACK	1,980	7,406	1,505	2,564	2,458	2,500	2,500
MATERIALS, R & M	72,606	130,676	86,439	56,858	44,908	37,045	50,000
NEW EQUIPMENT	0	0	7,550	-	-	2,000	6,000
ENGINEERING SERVICE	7,648	54,472	24,971	49,342	135,837	80,164	80,000
TREE SERVICE	0	0	0	-	2,846	-	-
<b>TOTAL PUBLIC WORKS</b>	<b>420,591</b>	<b>489,269</b>	<b>439,005</b>	<b>422,114</b>	<b>467,950</b>	<b>368,041</b>	<b>399,845</b>
<b>SALT &amp; CINDERS - 432</b>							
Salt & Cinder	101,796	57,522	108,548	94,441	127,849	113,000	113,000
<b>TOTAL SALT &amp; CINDERS</b>	<b>101,796</b>	<b>57,522</b>	<b>108,548</b>	<b>94,441</b>	<b>127,849</b>	<b>113,000</b>	<b>113,000</b>
	2011	2012	2013	2014	2015	2016	2017

STREET SIGNS - 433	ACTUAL	ACTUAL	ACTUAL	ACTUAL	ACTUAL	ACTUAL	BUDGET
Street Signs	35,974	3,415	131	1,081	358	1,000	1,000
<b>TOTAL STREET SIGNS</b>	<b>35,974</b>	<b>3,415</b>	<b>131</b>	<b>1,081</b>	<b>358</b>	<b>1,000</b>	<b>1,000</b>
STREET LIGHTING - 434							
TRAFFIC LIGHTS	3,475	2,226	3,429	4,855	2,828	3,000	3,000
STREET LIGHTING	176,738	173,946	174,506	174,398	193,323	200,137	201,000
<b>TOTAL STREET LIGHTING</b>	<b>180,213</b>	<b>176,172</b>	<b>177,935</b>	<b>179,253</b>	<b>196,151</b>	<b>203,137</b>	<b>204,000</b>
ROAD MATERIALS - 438							
Road Materials	16,361	17,784	6,476	15,786	17,585	15,000	15,000
<b>TOTAL ROAD MATERIALS</b>	<b>16,361</b>	<b>17,784</b>	<b>6,476</b>	<b>15,786</b>	<b>17,585</b>	<b>15,000</b>	<b>15,000</b>

SOURCE: MONESSEN FINANCIAL RECORDS AND GRS ANALYSIS

The operating budget for public works operations has all the major categories of a typical public works operation. As is common, the majority of this department’s budget is made up of salaries, salt materials, costs associated with repair and maintenance of the vehicle fleet, and street lighting. There is no allocation budgeted for actual road repairs, supplies, general construction, or equipment purchases. Other expenses that are not identified in the budget, that are usually found in a municipal public works budget include

training, office supplies, stone, pipe, grates, highway sealant, radio repairs and purchases, maintenance repairs to the street department garage, equipment rental, and line painting.

The Department’s primary activity is reactive maintenance. There is little planning and therefore no budgeting for short or long-term road work. The Department is reactive and therefore must scramble when something major occurs that demands the Department’s resources at that moment. If there were better planning of the Department activities there would be opportunities for more proactive work. Some of these items include:

- Seal-coating streets to extend their useful life
- Attend training classes that are offered from time-to-time to improve efficiency, safety, and productivity
- Proactive cleaning and reconstructing storm inlets
- Painting lines and curbs
- Street sweeping on a more routine basis in commercial areas and neighborhoods



**MUNICIPAL COMPARISON**

A budget comparison with other comparable cities of similar budgets and demographics was completed as part of this review and shown in **Table 13**. Of the nine other

communities Monessen is in the middle of those relative to Public Works and Highways expenditures. It is also about average for expenses for Solid Waste collection and removal. There is a need for additional supplies and maintenance to catch up with infrastructure repairs and improvements.

TABLE 13 - PUBLIC WORKS & HIGHWAYS BUDGET IN COMPARABLE CITIES<sup>8</sup>

MUNICIPALITY NAME	COUNTY	POP.	TOTAL EXPENDITURES	PUBLIC WORKS	SOLID WASTE	OTHER PUBLIC WORKS
JEANNETTE CITY	WESTMORELAND	9654	\$6,404,703	\$672,348	\$810,416	\$5,880
ALIQUPPA CITY	BEAVER	9438	\$6,219,082	\$1,022,0690	\$490,015	
BEAVER FALLS CITY	BEAVER	8987	\$11,113,732	\$1,429,010	\$430,290	
MONESSEN CITY	WESTMORELAND	7720	\$6,449,354	\$853,748	\$469,060	\$3,125
CONNELLSVILLE CITY	FAYETTE	7637	\$4,714,358	\$529,431		
CLAIRTON CITY	ALLEGHENY	6796	\$5,104,253	\$1,081,161	\$299,427	
DUQUESNE CITY	ALLEGHENY	5565	\$5,265,601	\$668,999	\$308,556	
ARNOLD CITY	WESTMORELAND	5157	\$5,912,834	\$542,327	\$1,088,306	\$1,320
FARRELL CITY	MERCER	5111	\$5,990,048	\$670,105		\$13,885
MONONGAHELA CITY	WASHINGTON	4300	\$3,018,610	\$556,190		

DCED MUNICIPAL STATISTICS, [WWW.DCED.PA.GOV](http://WWW.DCED.PA.GOV), 2014

## RECOMMENDATIONS

### ***RECOMMENDATION NO. 24 – PROVIDE TRAINING OPPORTUNITIES FOR EMPLOYEES.***

The City currently provides no regular training for the employees in the Public Works Department. There are free programs offered by the LGA, the DCED, the League of Cities, the PSAB, and PSATS. Training provided to employees can greatly affect their productivity and efficiency. Advantages of training include improvements in morale, motivation, productivity, and quality of services. Training must be identified as a priority and recognized as such in the general fund budget.

As a starting point, the Director should contact the insurance company's risk management agent to obtain material on basic safety training. In addition to the L&I Paths training that has been done recently, monthly "tool box talks" or pre-season snow and ice training would be a good way to get the employees together and start a program of scheduled safety training.

### ***RECOMMENDATION NO. 25 – INSTALL AN AUTOMATED SYSTEM TO TRACK COMPLAINTS AND REQUESTS FOR SERVICE.***

A system, once in place, will allow any staff person to enter requests for service, enter new information as the complaint is addressed, and close out the complaint once the issue is resolved. The system will serve as a valuable management tool, as reports will be able to be printed on a regular basis, showing all activity within the department. The system can also be used for accessing historical information that someday may need to be used by management. The implementation of such a system should be coordinated on a

City-wide basis especially with code enforcement because this system could also benefit other departments. There is currently only a paper work order system being used and it is not consistent across the City.

### ***RECOMMENDATION NO. 26 – INSTALL AND USE A COMPREHENSIVE VEHICLE AND EQUIPMENT MAINTENANCE RECORDS SYSTEM AS THE BASIS FOR THE CITY'S REPLACEMENT SCHEDULE FOR EQUIPMENT AND VEHICLES.***

Maintenance records should be kept for each of the vehicles as to whether the work is completed in-house or shipped elsewhere. These records play a big part in the decision to replace, maintain, or repair vehicles.



A review of the current fleet indicates that the City has a relatively new truck fleet. This was accomplished mostly with purchases all at the same time without proper planning for operations and financing. The City needs a program whereby it commits to an ongoing program of vehicle lease/purchases that will:

- Ensure that there is a constant infusion of new equipment into the fleet
- Ensure that the employees are driving and operating equipment that is safe and effective
- Reduce maintenance costs for the fleet as a whole
- Allow management to have more certainty regarding the costs of vehicles when putting together the annual general fund budget.

***RECOMMENDATION NO. 27 – DEVELOP A LONG-RANGE PAVEMENT MANAGEMENT PLAN FOR STREET PAVING AND FUND IT WITH A DEDICATED TAX LEVY.***

A long-range plan for street paving would ensure that community goals are met, inform the public of the prioritization of upcoming projects, encourage efficient utility replacement and construction, and allow the City to be proactive. Planned paving should be set up in a pavement management environment where conditions are recorded and maintenance routinely scheduled. The City should consider a Road Maintenance tax levy of 2 mills that would generate about \$104,000 per year to be used in routine street paving.

***RECOMMENDATION NO. 28 – CONSIDER CRACK SEALING AND MICRO-SURFACING STREETS.***

Unprotected asphalt surfaces are sufficiently porous to allow water to seep into the base courses. The water softens the aggregate and reduces the overall load carrying capacity of the pavement. More severe damage is caused by the expansion of the trapped water in the pavement during winter months. The freeze-thaw cycles create large cracks and the problem is steadily worsened.

The City should consider sealcoating streets that have been constructed in the last 5 to 10 years and are in fairly good condition. The sealcoat will create an impervious barrier that will no longer allow the water to seep into the pavement. The sealcoat will also protect the roadway from ultraviolet rays and deicing materials.

The City should also consider sealcoating streets that have just been paved. Tests conducted by various municipalities indicate that sealcoating new streets will provide even longer asphalt life.

***RECOMMENDATION NO. 29 – TAKE ADVANTAGE OF THE COUNTY GIS MAPPING.***

Westmoreland County is one of the few in the Commonwealth that provides GIS tax parcel mapping to its communities. The base mapping layer is the cornerstone to any GIS mapping solution and is valuable information for the City to expand upon. The City has an extensive map room at its public works facility. These paper maps have important historical value and should be incorporated into the GIS system that the County provides. The City should require the City Engineer, WEC, to obtain the county GIS tiles and begin to transfer the sanitary, storm, and utility information to the GIS system.

The LGA offers internships to college students for projects such as these which the City should consider. Full and partial project scholarships are available and would provide a low cost, high output product that would memorialize these important maps. The link for the internship is <http://localgovernmentacademy.org/mip-student-application>

***RECOMMENDATION NO. 30 – TRACK OVERTIME IN THE DEPARTMENT BY CATEGORY IN THE GENERAL FUND BUDGET.***

Overtime is tracked as one general line item in the budget, so it is impossible to undertake any practical analysis of how overtime is used and whether it is effective in addressing critical scheduling requirements. It is recommended that the Finance Department break down overtime usage into specific categories and that the Department records this information as a part of the payroll process in order to allow for a more focused analysis of overtime usage. This will be particularly useful during future budget years.

Cost containment can be achieved by managing the overtime budget through scheduling techniques and the use of part-time employees. But due to a lack of categorization of overtime by specific use (e.g. cover regular shifts, training, snow removal, emergency response, etc.), it is not possible to determine if cost containment is an option.

### ***RECOMMENDATION No. 31 – EVALUATE THE CITY GARAGE FOR IMPROVEMENTS AND MARKETABILITY***

The City Parking garage is a liability. The City leases space on the top and bottom levels of the garage but the garage is in severe disrepair and is in need of costly repairs. The garage should have a cost-benefit plan for improvements developed by the



MONESSEN CITY PARKING GARAGE

City Engineer. The Plan should include an estimate of the improvements needed, a valuation of potential revenue to be generated after the improvements, and the value of the facility should the City wish to divest itself of this asset. If the City determines the best path is to sell the facility, an RFP should be prepared and bids should be taken for the facility.

### ***RECOMMENDATION No. 32 – CLEAN CATCH BASINS ON A REGULAR BASIS.***

A proactive approach should be considered and Department personnel should be deployed on a regular basis to clean catch basins throughout the City. This will decrease the

amount of clean-up that is needed after storms, and will lessen the likelihood of flood and stormwater damage to both public and private property.

### ***RECOMMENDATION No. 33 – SCHEDULE THE STREET SWEEPER REGULARLY AND USE IT MORE FREQUENTLY***

The City owns a valuable piece of machinery that isn't currently used as often as it should be. The City's street sweeping machine should be regularly scheduled but is not scheduled because there is a general lack of planning and manpower. The use of this machine in the commercial and residential districts will help to improve the look of the City as well as provide some positive public relations. Street sweeping also helps to keep stormwater structures clean and free from debris which is a requirement of the MS4 regulations.

### ***RECOMMENDATION No. 34 – THE MUNICIPAL FACILITIES SHOULD BE BETTER MAINTAINED AND SCHEDULED FOR REGULAR UPGRADES AND IMPROVEMENTS***

The City officials are charged with protecting, preserving, and maintaining the City assets. There is also a mandate to reduce injury and liability claims by maintaining infrastructure, facilities, and equipment to an acceptable level. Municipally owned facilities such as the City building, the police facility, and the street department garage require regular attention. The problem is that there are not enough Department employees available to concentrate on the maintenance of these facilities and still address the various other tasks and responsibilities assigned to this Department. The continual upgrade and maintenance of City assets should be part of a long-term comprehensive CIP document that begins to develop a plan for funding these improvements on a regular basis.

**RECOMMENDATION NO. 35 – HIRE MORE SEASONAL AND PART-TIME SUMMER EMPLOYEES FOR THE PUBLIC WORKS DEPARTMENT**

The Department has many tasks that are better suited for seasonal laborers. Maintenance activities naturally expand during the summer months when street patching, grass cutting, trash and debris removal, line painting, and facility landscaping become more important. Summer employees could be used for most of these activities as well as assist the department to be more proactive. Cleaning catch basins and ditches, addressing park equipment, and performing inside building maintenance are also activities that can be assigned to seasonal employees.

The City also has a high number of blighted and vacant lots to maintain and the City could easily use additional summer employees for cutting grass and clearing right-of-way on these properties. Using summer employees is a relatively inexpensive solution that can provide maximum benefits while the skilled full-time laborers are better able to focus on road maintenance, street sweeping, sanitary sewer maintenance, and stormwater projects.

**RECOMMENDATION NO. 36 – REACH OUT TO THE MUNICIPALITIES SURROUNDING IT TO BEGIN A FORMAL PROGRAM OF DOCUMENTED SHARED SERVICES.**

In order to make the City a more efficient and cost-effective operation, the City officials should make a concerted effort to engage other communities in discussions about opportunities for the sharing of municipal services. Currently, the City has a few intermunicipal arrangements that could be formalized and expanded. For instance, there is a successfully managed joint refuse contract with North Belle Vernon. There is also an arrangement whereby the City shares its Sewer Vector with Donora and in turn they provide an excavator and operator for house demolitions. The City also shares the Vector with the City of Washington in exchange for the use of its tub grinder. Shared services and equipment help the City with cost savings, increased responsiveness, and capacity building. A system could be installed that tracks costs and measures the value of exchanges while keeping the current arrangements transparent to the City Council. Shared service arrangements are good for all involved.

PARKS AND RECREATION



CITY PARK AMPHITHEATRE

The Parks and Public Property Department is overseen by one member of the City Council and supported and maintained by Street Department employees. There are no Parks Department employees - the Department relies on two of the full-time Street Department employees and the occasional part-time workers to support the maintenance work required at the parks.

The City owns park lands, facilities, and equipment that support the park and recreation efforts with an annual budget allocation of about \$193,400 that is generated primarily from a dedicated real estate tax levy. Most decisions about the parks and recreation issues are made by the full City Council. **Table 14** is a complete history of expenditures for the Parks and Recreation activities.

TABLE 14 – THE CITY OF MONESSEN PARKS AND RECREATION BUDGET

	2011	2012	2013	2014	2015	2016	2017
<b>REVENUE:</b>	<b>ACTUAL</b>	<b>ACTUAL</b>	<b>ACTUAL</b>	<b>ACTUAL</b>	<b>ACTUAL</b>	<b>ACTUAL</b>	<b>BUDGET</b>
REAL ESTATE TAX - CURRENT	210,709	218,978	222,730	180,980	207,806	220,000	188,000
CITY PARK PERMITS	6,410	3,500	6,480	3,050	2,400	5,400	5,400
MISC. RECEIPTS	97	-	-	-	82,391	-	-
<b>Total Revenue</b>	<b>217,215</b>	<b>222,478</b>	<b>229,210</b>	<b>184,030</b>	<b>292,598</b>	<b>225,400</b>	<b>193,400</b>
<b>EXPENDITURES:</b>	<b>2011</b>	<b>2012</b>	<b>2013</b>	<b>2014</b>	<b>2015</b>	<b>2016</b>	<b>2017</b>
	<b>ACTUAL</b>	<b>ACTUAL</b>	<b>ACTUAL</b>	<b>ACTUAL</b>	<b>ACTUAL</b>	<b>ACTUAL</b>	<b>BUDGET</b>
PARK EMPLOYEE WAGES	-	-	-	15,126	146,279	154,182	158,037
SUPPLIES	8,251	3,785	4,480	909	1,131	1,410	1,500
GASOLINE	4,455	3,085	3,890	960	765	754	1,500
TELEPHONE	738	441	600	474	599	383	600
ELECTRIC	8,526	6,553	8,262	6,228	8,208	10,754	10,000
WATER & SEWAGE	4,647	4,621	4,261	4,930	7,142	5,552	5,000

EXPENDITURES (CONT.)	2011 ACTUAL	2012 ACTUAL	2013 ACTUAL	2014 ACTUAL	2015 ACTUAL	2016 ACTUAL	2017 BUDGET
R & M - VEHICLES	2,298	1,394	26,063	69	41	131	1,000
R & M - EQUIPMENT	1,506	10,343	3,328	7,744	983	2,362	2,500
R R CROSSING	8,824	5,711	9,081	9,278	9,278	11,499	12,400
RECREATION CONTRIBUTION	4,380	5,619	-	-	-	-	-
PARK RENOVATIONS	6,580	33,665	29,364	9,881	16,090	22,595	-
PORTAJOHNS RENTALS						-	-
TRANSFER TO NEW BANK	-	-	-	-	82,391	-	-
INTERFUND TRANSFER	58,359	(5,711)	40,000	(2,600)	-	-	-
<b>Total Expenditures</b>	<b>108,565</b>	<b>69,507</b>	<b>129,331</b>	<b>52,999</b>	<b>272,908</b>	<b>209,623</b>	<b>192,537</b>

**OPERATING BUDGET**

The Department receives funding primarily from the dedicated recreation tax levy. The Department also receives allocations from time-to-time from miscellaneous local non-profits and grant funds. The budget primarily consists of wages and benefits with few funds allocated towards supplies, maintenance, or replacement funds for equipment and facilities.

The City is fortunate that it has active volunteerism to improve park facilities and promote activities within its park system. For example, the "Concerts in the Park" at the City Park Amphitheater is an active group of individuals that have put together a summer concert series.



COLUMBUS PARK BALLFIELD

**FACILITIES AND SERVICES**

The Department supported by Street Department employees maintains and operates the following parks facilities: City Park, Ninth Street Park, Columbus Park, Hoover & Crest Street Park, Motheral Park, Mahalic Boat Launch Park, Shawnee Park and a soccer field park. The parks all offer distinct park amenities with City Park being the largest and offering the most amenities. City Park offers a walking trail, ballfields, amphitheatre, tennis courts, pavilions, passive open space and play structures. Columbus Park has a ballfield and concession stand. The Mahalic Boat Launch is uniquely situated along the Monongahela and has an attractive shelter and benches, a restroom facility, and the boat launch with dock space. Ninth Street Park has a pavilion, basketball

courts, open space, and play structures. This facility requires extensive mowing.

The Hoover Street Park is mostly abandoned and overgrown and requires the removal of play structures that are no longer serviceable. Motheral Park is a small passive open space area with benches and some landscaping. This was the former site of a dilapidated structure turned into quality park space.

### **PROGRAMMING**

The City has no Recreation Director and there is no formal programming managed by the City.

### **PARK MAINTENANCE**

The Street Department operations are divided into Streets and Parks with overlap and sharing of resources including personnel and equipment. Guidance on parks maintenance comes from the respective Council person responsible for each division. There is little operational guidance provided to the labor force for park maintenance and tasks and functions are being primarily driven by the Councilperson for the Streets operation.

Because the parks and facilities were constructed at various times, there is little continuity to the aesthetics, installation methods, colors, or fixtures selected. For instance, numerous styles of benches installed with and without concrete pads require different levels of maintenance and subsequently vary in the amount of time it takes to mow and weed-whack around them. Additionally, the types and styles of fencing at the various parks varies widely and often requires special fencing repairs such as split rail versus cyclone. There is a need for standardization and planning relative to maintenance practices that will limit the need for various styles and special costly fixtures that may not be available over short periods of time.



MOTHERAL PARK

The use of seasonal labor is necessary to carry out the extensive maintenance required for the parks facilities. The City pays a premium wage for skilled full-time labor and these employees are better suited for construction and facility related projects. The City has had success with seasonal labor but has not made a commitment to employ them consistently. The cost benefit of hiring seasonal labor for park maintenance is a much better solution than hiring additional full-time employees. It also provides summer employment for high-school and college age students in the City.

### **OBSERVATIONS**

The City parks are a tremendous asset for the community. Parks and recreational opportunities provide a social benefit that promotes a positive atmosphere in a safe and clean environment. The Streets Department has the primary responsibility for the parks maintenance and upkeep. While the funding for the Parks appears to be high, much of the

money is for wages and benefits for staff time. Labor is always a major component of maintenance but supplies and equipment replacement is equally important in public parks.



Over two-thirds of the budget is designated for personnel wages which does not leave much room for maintenance items or contracted services for improvements.

The City owns an abundance of parks and green space that require an extensive amount of knowledge of specific equipment and repairs. The amount of grass to be maintained and areas to be trimmed requires several days per week for just normal upkeep during the regular growing season and nearly every day when the growing season is at its peak. Planning for any addition to any of the parks should keep maintenance time as well as sustainability in mind. Plans should also include safety updates on ADA requirements for walking surfaces and changes to consumer safety products.

Overall, the parks are very well maintained in season. While there are not specific work tasks or check lists prepared, the work force has excellent attention to detail and due to the tenure of the employees, the work is understood and properly carried out. But there is a need for consistent direction and overall development of maintenance plans in general. There is plenty of room to improve efficiencies from the type of equipment selected for mowing, to how maintenance equipment is transported, to painting or removing old and dilapidated play structures.

## RECOMMENDATIONS

### ***RECOMMENDATION NO. 37 - ESTABLISH ROUTINE MAINTENANCE AND INSPECTION SCHEDULES TO INCREASE PUBLIC SAFETY AND REDUCE LIABILITY.***

The amount of maintenance needed at the City parks is overwhelming for the Department and the curb appeal at all of the parks has suffered. If the Department established a routine maintenance and inspection schedule, the parks

appearance and functionality would rise. Public spaces are required to be safe and accessible to all members of the public. Unsafe playground equipment and walkways and areas covered by debris are, not only unsightly and deteriorate a community asset, but also can lead to liability issues for the City.



CITY PARK HISTORIC STEPS

***RECOMMENDATION No. 38 – HIRE A SEASONAL PARKS AND RECREATION DIRECTOR***

While the actual oversight of the Parks and Public Property is assigned to a Council person, it is unrealistic to expect that any one person will have the expertise or time to put together programming and oversee the large park system that the City owns. The City should consider hiring a seasonal employee to oversee the Parks and Recreation operation in order to coordinate maintenance activities in the parks, foster community relationships for the future, and sustain these activities over a period of time. The Director should focus on

both the physical improvements and recreation programming for the community. The Director could be an assistant to the Council Director for Parks and Public Property and assigned duties associated with this operation.

***RECOMMENDATION No. 39 – PERFORM A COMPREHENSIVE ANALYSIS OF FUNDING OPPORTUNITIES THAT COULD SUPPORT RECREATION PROGRAMS AND CAPITAL PROJECTS.***

Various local, state, and federal funding programs are available to help in funding recreation programs, facilities, and personnel. The Pennsylvania Department of Conservation and Natural Resources (DCNR) offers grant programs to aid in rehabilitation and development of parks and recreation facilities, land acquisition to support active or passive recreation, and planning studies to assess project feasibility or to plan comprehensively for the recreation needs. Most competitive grant programs carry local match requirements and require applicants to document cash or in-kind



contributions (e.g. staff time) proportionate to the requested grant amount. Securing the required match for a competitive grant is a challenge for many municipalities. In some cases, match can be comprised of several funding sources, from CDBG funds to direct cash contributions to donated services. The Commonwealth's programs recognize the appraised value of land as an eligible match when the land will be incorporated as part of the recreation project. Grant funds represent a one-time cash infusion and should not be utilized to balance a municipal budget. But grant funds can represent a viable source of funding to offset the costs associated with major capital projects. Some opportunities are provided under the following programs.

**Greenways, Trails and Recreation** – There are regional trails not far from Monessen. Trails are desirable to promote healthy, active lifestyles. Trails also promote economic activities in and around their locations. Act 13 of 2012 establishes the Marcellus Legacy Fund and allocates funds to the Commonwealth Financing Authority (the "Authority") for planning, acquisition, development, rehabilitation and repair of greenways, recreational trails, open space, parks and beautification projects.

**Department of Conservation and Natural Resources (DCNR) – Community Conservation Partnerships Program (C2P2)** – Parks and Recreation Planning, Development, Land Acquisition, and Partnership Projects.

**Fish and Boat Commission – Boat Launch Infrastructure Grants** – The Commission has a number of grant programs that provide funding in support of fishing, boating and aquatic resource conservation. A list of the major grant programs are available at <http://www.fishandboat.com/Transact/Grants/Pages/default.aspx>

### ***RECOMMENDATION NO. 40 - CONDUCT A PARK SIGN INVENTORY AND REMOVE FADED AND UNNECESSARY SIGNS***

It is important for the public to be able to find the City parks, know the park that they are visiting, and understand the rules of the park. There are many signs that have been installed over the years that should be evaluated for their use and overall appearance. A sign inventory should be conducted in terms of sign reduction and replacement. New park entrance signs and rules signs should be installed at every park.

### ***RECOMMENDATION NO. 41 - CERTIFY AT LEAST ONE PESTICIDE APPLICATOR THROUGH THE DEPARTMENT OF AGRICULTURE.***

The City must spray herbicides and pesticides in and around public facilities to control vegetation. Municipalities are required to have at least one certified applicator, licensed through the Commonwealth, in order to use even small amounts of products like "Roundup." Additional information relative to the full requirements of certification may be found through the Penn State Agriculture Extension at this link <http://extension.psu.edu/publications/agrs-118>

### ***RECOMMENDATION NO. 42 – DEVELOP A STRATEGIC PLAN THAT TAKES A COMPREHENSIVE VIEW OF THE CITY'S PARKS AND RECREATION PROGRAMS.***

A strategic planning session should be scheduled to determine the course that should be established for the next

several years. Strategic planning should include discussion about:

1. Where are we going? (Mission)
2. How do we get there? (Strategies)
3. What is our blueprint for action? (Budget, Goals, and Objectives)
4. How do we know if we are on track? (Control)

Issues for discussion should also include:

5. Are there any programs or services that we currently provide that we should stop providing? If yes, which programs?
6. Are there any new programs that the City should start offering?
7. What opportunities should the City pursue over the next five years?
8. What challenges is the City likely to face over the next five years?

It may be helpful to work with an independent consultant who has training in recreation planning to facilitate discussions between the City and the residents. The goal of this strategic planning process should be to establish goals that can be achieved within a reasonable timeframe. Funding may be available through DCNR for this purpose.

***RECOMMENDATION No. 43 – REVIEW FEES FOR PROGRAMMING ON AN ANNUAL BASIS.***

The City should annually review all fees charged for rentals and facility usage to ensure that the fees cover the recreation program expenses. Reviewing the fees on an annual basis during the regular budget adoption process will ensure that adequate charges are imposed to recoup the City’s cost of



NINTH STREET PARK PAVILION

providing the programming so that the programs are sustainable.

***RECOMMENDATION No. 44 – WORK WITH THE BUSINESS COMMUNITY TO ESTABLISH PEDESTRIAN MAPPING AND A BUSINESS CALL-OUT PROGRAM.***

The City is fortunate to be part of the Mon Valley Chamber of Commerce. The Chamber has an active presence with City officials and businesses. The paid staff are professional and open to ideas that help promote not only the membership but also the towns that they serve. The City should consider developing a program jointly with the Chamber that would call out businesses within the downtown area on a map so that visitors can visit while walking in the downtown area. There are often grants available for such ventures and the City could apply for a joint promotion with the local business community.

## COMMUNITY DEVELOPMENT DEPARTMENT

### OBSERVATIONS

The City's Department of Community Development is located at the City's Municipal Building and is under the direction of the Mayor. The Department includes the Community Development Director and the part-time code enforcement officer that is responsible for property maintenance administration. The Community Development Director is a full-time, non-union employee of the City.

The Community Development Director is responsible for administration, grants management, and oversight of the City's CDBG program. The Building and Code Inspector is responsible for code administration, residential building inspections, property maintenance inspections, and administration of the zoning ordinance. K2, a third-party inspection agency, completes all commercial and high-level plan review and inspection services primarily for new construction and commercial additions or change of uses.

The ideas for the CDBG program are typically generated through this office with the input of the Mayor and City Council. The main responsibility of the Community Development Office is to administer the CDBG funds that the City receives annually as an entitlement community. These funds must be used for the benefit of low to moderate income residents. The funds are used within the City for a variety of eligible projects. The Community Development Office also applies for and administers funding from other federal and state sources.

### COMMUNITY DEVELOPMENT BLOCK GRANT PROGRAM

Since 2011, the Department's expenditures have decreased every year. During the five-year period reviewed, the City's

overall CDBG budget decreased by \$56,000 which is nearly equal to the costs that the City would typically allocate towards the administration costs associated to the program. In an effort to minimize the impact to the City's general operating budget, the Community Development Department has taken the maximum allowable administrative amount of the total award for administration during these years. Beginning in 2017, City does not fund the administrative costs of personnel from the CDBG program but rather from the General Fund.



The City's CDBG program funds have primarily been used for demolitions, road projects, sewer rehabilitation projects and recreational programs. In recent years, the program funds have been used more for demolition and sewer rehabilitation projects and less on road projects.

The Department Director also provides extensive administrative support to the code enforcement officer and City operations by issuing permit and notice mailings including: plumber licenses, tenant fees, line usage fees,

amusement tax letters, and occupancy permit letters. The Director also processes a portion of the lien letter requests and assists with county Health Department required inspections. This position also handles walk-in traffic relative to code complaints. The top complaints received in this office are property maintenance related such as overhanging and fallen trees and rodent control.

**Urban Design Ventures** – The City has contracted services with Urban Design Ventures for oversight of the CDBG program. The Director consults them for legal compliance, application assistance, information gathering, and electronic submissions. In turn, Urban Design ventures charges 10% of the awarded application. There are additional consulting fees charged to the City for grants and administrative services. A history of the City’s CDBG Program Funding from 2011 – 2015 is shown below. The funding has decreased from \$335,000 in 2011 to \$279,000 in 2015.

FIGURE 9 – CDBG ANNUAL FUNDING ALLOCATIONS

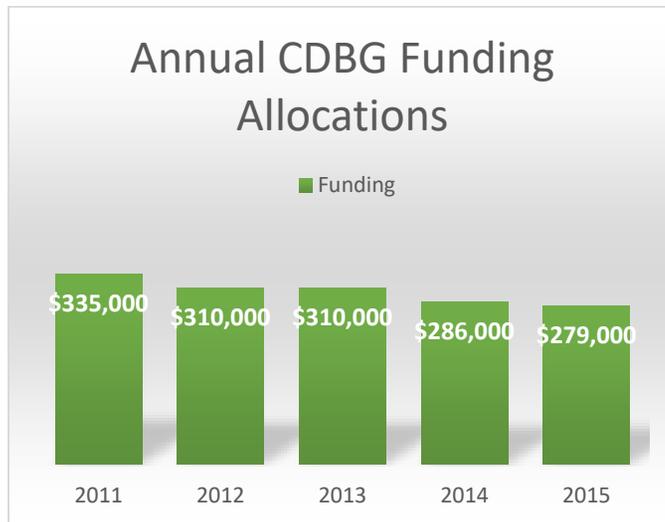


TABLE 15 – COMMUNITY DEVELOPMENT BLOCK GRANT PROGRAM

BUDGET				
PROGRAM	2012	2013	2014	2015
TOTAL CDBG FUNDS	310,000	310,000	286,000	279,000



**OTHER ECONOMIC AND COMMUNITY DEVELOPMENT FUNCTIONS**

The Department has partnered with Westmoreland County to expand participation in programs and projects for City residents. The County HOME program was recently renewed with the City as an example of these types of program partnerships.

**ZONING HEARING BOARD**

The Department does not have oversight responsibilities for the Zoning Hearing Board. The Board has struggled with

recruiting and retaining knowledgeable members and is hampered by an outdated zoning ordinance.

FIGURE 10 – COMMUNITY DEVELOPMENT DEPARTMENT STRUCTURE



**PROPERTY MAINTENANCE & CODE ENFORCEMENT**

The City has recently hired a part time code enforcement officer to enforce the property maintenance code. The code enforcement officer is provided a vehicle to perform his duties. Response to complaints is typically reactive and few have made it to the magistrate for further enforcement. Notices are documented manually and are tracked in a notebook daily. At the end of the month a report is generated for the City Council that details the activities.

**BUILDING INSPECTION**

The Director does not have direct oversight responsibilities for the contracted building inspection contract. The building inspection is overseen and managed by the City Clerk under a contract. The code enforcement officer performs all residential inspections and K-2 Engineering, a third-party independent contractor, provides all commercial inspection services, plan reviews, and any other blueprint or architectural review services.

**REDEVELOPMENT AUTHORITY**

The Redevelopment Authority of the City of Monessen is not currently active but still exists. For years, it was in the middle of legal issues surrounding a judgment over demolition of properties. In 2017, the Authority was able to settle the issues around the judgment and is now in the process of reactivating its Board. When it was active, it served as a partner with the Department for property acquisition and development projects.

**RECOMMENDATIONS**

**RECOMMENDATION NO. 45 – DEVELOP A COMPREHENSIVE PLAN AS REQUIRED BY SECTION 301 (C) OF THE PENNSYLVANIA MUNICIPALITIES PLANNING CODE (MPC).**

In addition to what is required to be in the Plan by the MPC, the City’s Plan should continue the downtown revitalization plan, update the market assessment and economic development study, and include a strategic housing and neighborhoods plan. It should include a specific long-term action strategy that can be monitored for progress.



***RECOMMENDATION No. 46  
– FOLLOWING THE  
ADOPTION OF A  
COMPREHENSIVE PLAN,  
UPDATE THE CITY’S ZONING  
ORDINANCE AND  
SUBDIVISION AND LAND  
DEVELOPMENT ORDINANCE  
(SALDO)***

The City must update its land use regulations to prepare for economic development opportunities. The City has a

Zoning Ordinance but no SALDO. The Zoning Ordinance mentions a Planning Commission but does not identify how the Commission is to be staffed, what responsibilities the Commission has, or the process for recommendations and approvals. A legally defensible and workable Zoning Ordinance is essential for improving the community development functions in the City and attracting sustainable and desirable development.

***RECOMMENDATION No. 47 – THE CODE  
ENFORCEMENT OFFICER SHOULD REPORT DIRECTLY  
TO THE COMMUNITY DEVELOPMENT DIRECTOR.***

In older communities, the code enforcement function is the most important operation for enhancing the business district, stabilizing neighborhoods and preserving existing housing stock. Coordination between the Mayor, City Clerk, Council, Director, and Redevelopment Authority is going to be important to the City’s economic development activities. A better Departmental structure and coordination amongst the Community Development Department, Code Enforcement,

and Redevelopment Authority will enable a single mission of revitalization to be accomplished.

***RECOMMENDATION No. 48 – UPDATE MARKETING  
BROCHURES FOR THE PROGRAMMATIC ACTIVITIES  
SPONSORED.***

The City’s website and marketing material should be updated to include information that directs inquiries to the Economic Growth Connection of Westmoreland. Programs are specific to Westmoreland County but are also available through state and the federal agencies for redevelopment and reinvestment. These programs should also be included on the City website.

***RECOMMENDATION No. 49 – DEVELOP AND PROVIDE  
TURNKEY PACKETS FOR RESIDENTS, CONTRACTORS,  
AND DEVELOPERS.***

The Community Development Department should develop and provide the public with a checklist of items required for zoning permits, special exceptions, subdivision and land development applications and associated fees. Packets can be prepared in advance with all of the items necessary for the permit requester to begin the process. The prepared packets should outline the necessary approvals and timelines needed for various steps of the construction and/or development process. This is an enormous benefit to residents, business owners, and potential developers. Much of the routine information and permit applications should be available on the City’s website so that residents can save time and resources by downloading and completing applications in advance of an inspection or permit request.

***RECOMMENDATION No. 50 – DEVELOP A STRATEGIC APPROACH TO MARKETING AND DEVELOPING PROPERTIES IN THE CITY.***

There are several vacant industrial and commercial properties within the City that may be of interest to private developers. The market assessment completed as part of this project should be used for more informed decision making for future land use for the City and land acquisition for the Redevelopment Authority. The Department should complete an economic development planning process, using the market assessment information that includes the identification of marketable sites that are controlled by the City, the prioritization of those sites, and the conceptual design for the priority sites. Based on the information from the economic development plan, the Department can prepare a "Request for Proposals" that invites developers to submit proposals for development of the priority sites.

***RECOMMENDATION No. 51 – IMPROVE TECHNOLOGY TO TRACK CODE ENFORCEMENT, INSPECTION, AND BUILDING PERMIT ACTIVITY.***

A hardware and software program should be purchased and implemented to track all code enforcement, building code, planning commission, and zoning hearing board activity. This software will provide reporting capabilities that will standardize reports for department heads and elected officials. This software will allow the code official and the community development staff to monitor the quality of housing stock. A database with this information will allow the departments to prioritize properties for demolition and rehabilitation with CDBG monies based on their risk to property values, safety, and proximity to valuable community resources. The County GIS system should be able to provide the base layer of information for this software.

***RECOMMENDATION No. 52 – INCLUDE THE FEES CHARGED IN THE COMMUNITY DEVELOPMENT DEPARTMENT IN THE ANNUAL FEE RESOLUTION.***

The current fee resolution only includes information on code enforcement. No information is identified for: Land Development, Sanitary Sewer, Water, Subdivision, or any other fees paid to the City. A comprehensive fee schedule should be included in the annual fee resolution during the budget process.

***RECOMMENDATION No. 53 – INCLUDE MATERIAL REGARDING COMMUNITY DEVELOPMENT AND CODE ENFORCEMENT ON THE WEBSITE***

The website is not current with correct contracted services and should include all development ordinances, planning studies, marketing information, and permitting information. The following should be included on the websites for residents, businesses, and developers: Development Ordinances; Up to date Zoning Map; Code Ordinances, specifically the Property Maintenance Ordinance; Signage Ordinances; Name and Contact for Zoning Ordinance/Development Coordinator; Building Inspection Coordinator; Land Development Process; PennDOT Contact information; Fee Resolution; Utility Contact Names/Information; Landlord Tips for screening residents; businesses to frequent in town (Community Development), and available commercial property (Community Development).etc.

***RECOMMENDATION No. 54 – COMMIT ADDITIONAL FINANCIAL RESOURCES TO THE CODE ENFORCEMENT BUDGET.***

The code enforcement budget is very small compared to comparable communities. This primarily covers contracted services for K-2 and the staff for the Department. The current code enforcement officer has shown his ability to increase revenues and is aggressive at enforcement while gaining relative compliance. Additional funds will enable the part-time code officer to obtain certifications, attend training sessions, and obtain other necessary materials and supplies that will enhance the effectiveness of the department.

***RECOMMENDATION No. 55 – TAKE ADVANTAGE OF AVAILABLE FUNDING INSTRUMENTS AND GRANT PROGRAMS THAT ARE AVAILABLE TO THE CITY.***

There are a number of programs that should be part of the Community Development Department’s “tool box” in supporting and facilitating economic development in the City. Some of these programs are:

The **Industrial Sites Reuse (ISRP)** program provides grants and low-interest loans for environmental assessments and remediation of “brownfield” sites. The program is designed to foster the cleanup of environmental contamination at industrial sites, thereby bringing blighted land into productive reuse.

The **Municipal Assistance Program (MAP)** is created to help local governments efficiently and effectively plan and implement a variety of services, improvements, and soundly managed development. The program provides funding for three groups of activities – 1) shared service; 2) community planning; and 3) floodplain management. The program is administered by the Governor’s Center for Local Government Services (GCLGS) in the DCED.

The **Neighborhood Stabilization Program (NSP)** and **Neighborhood Assistance Program (NAP)** was created to

assist local governments with community development programs that focus on economic stimulus and community support activities. The program provides tax incentives for private companies and financial institutions that provide funding for local community development activities in the forms of tax credits for their state taxing liabilities. The program is administered by the DCED.

The **Tax Increment Financing Guarantee Program** (the program) is designed to promote and stimulate the general economic welfare of various regions and communities in the Commonwealth of Pennsylvania and assist in the development, redevelopment and revitalization of brownfield and greenfield sites through the use of Tax Increment Financing (TIF) in accordance with the Tax Increment Financing Act of July 11, 1990, as amended, 53 P.S. §6930.1 et seq. (the TIF Act). The program is part of an effort by the Commonwealth Financing Authority (CFA) and the DCED to provide credit enhancement for TIF projects to improve market access and lower capital costs through the use of guarantees to issuers of bonds or other indebtedness (“TIF Debt Obligations”).

The **Local Economic Revitalization Tax Assistance (LERTA)** Act, Act 76 of 1977, P.L. 237; 72 P.S. § 4722, is a mechanism to implement strategic financial opportunities for older communities to spark revitalization. Many Pennsylvania municipalities have developed a LERTA program for their municipalities to initiate reinvestment in the community. Municipalities that have LERTA grant property owners obtain a tax incentive to improve their properties within an area designated for revitalization.

***RECOMMENDATION No. 56 – BECOME AN ACTIVE MEMBER IN COUNTYWIDE ECONOMIC DEVELOPMENT ORGANIZATIONS.***

Most governmental agencies will not provide funding assistance or technical support to individual communities for the purpose of economic development. The state and federal agencies require regional planning and regional projects in order to solicit funds. The City should participate in the regional planning efforts of Westmoreland County and the Westmoreland County Industrial Development Corporation to the best of their ability for a number of reasons:

- Economic development activities are regionally based and require a regional approach

- County, state, and federal representatives are more likely to acknowledge and provide resources for a regional group
- There are currently programs and resources that may be available to the City through the county
- The City will be better perceived and better accommodated if there is a sense that the City is cooperating with its adjacent communities.

## TECHNOLOGY REVIEW

The review of the City's technology function was conducted by David A. Soboslay, a sub consultant for the GRS team. David has over 25 years of experience in local government management and has worked directly with technology issues related to local government for much of that time. To complete this evaluation, the consultant conducted fieldwork and site investigations, analyzed data, gathered information from comparable local government operations, and conducted extensive research. Personal interviews and conversations were held with the following persons regarding issues with the City's administrative computer network and the police computer network.

- City Clerk
- CDBG Clerk
- Treasurer's Office
- Accounting Clerk
- Health Inspection Officer
- Police Chief
- Police Secretary
- Police Lieutenant
- Mayor

Other information for this report was gathered via e-mail and through numerous phone conversations.

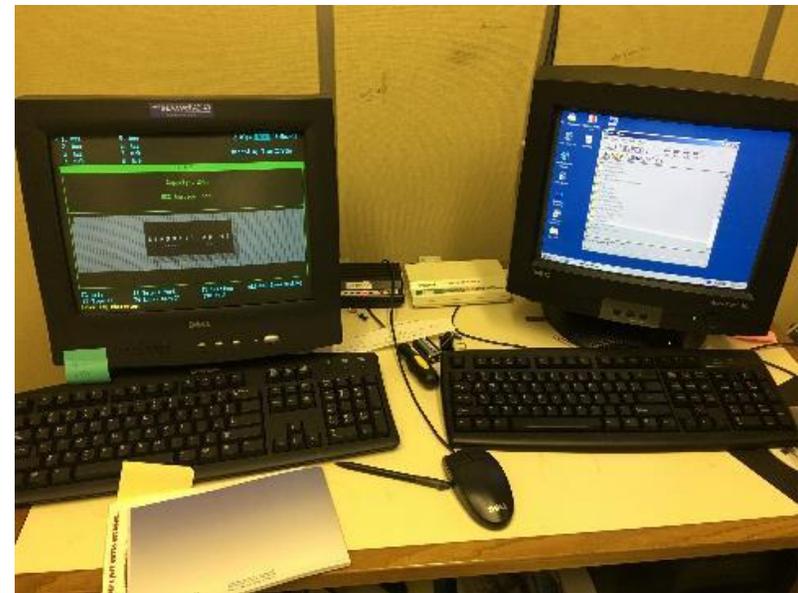
## OVERVIEW

Over the past few years, as revenue declined, technology expenditures were limited. Even though the City had limited resources in its general fund operation for technology, it has been able to maintain two separate computer networks. Both networks are stable and are able to respond to the ever-

increasing demand for information. This responsiveness in turn enables the City staff to complete their day-to-day tasks.

Technology services in the City are provided through a number of different sources, which include the following:

- Computer Connections Inc of Greensburg oversees networking, hardware issues, and some application issues
- Software Systems Incorporated (SSI) maintains the Utility program and is working to help the City transition to the FundWare system.
- Arrow Systems maintain the City's phone system.
- A third-party vendor created and maintains the City's web site
- Westmoreland County supports all issues related to JNET Access. The Pennsylvania's Justice



Network (JNET) is the Commonwealth's primary public safety and criminal justice information broker.

- Crystalline Technology manages the elaborate set of video cameras located throughout the City.
- Metro Alert manages the ALERT V2 Record Management System in the police department.
- Staley Communications maintains the radios used by the police department.

**ADMINISTRATIVE LAYOUT**

The computer workstations, printers, and server at the City building are spread throughout the administrative offices. A breakdown of the internal network connections at the City Building are shown in **Figure 11**:

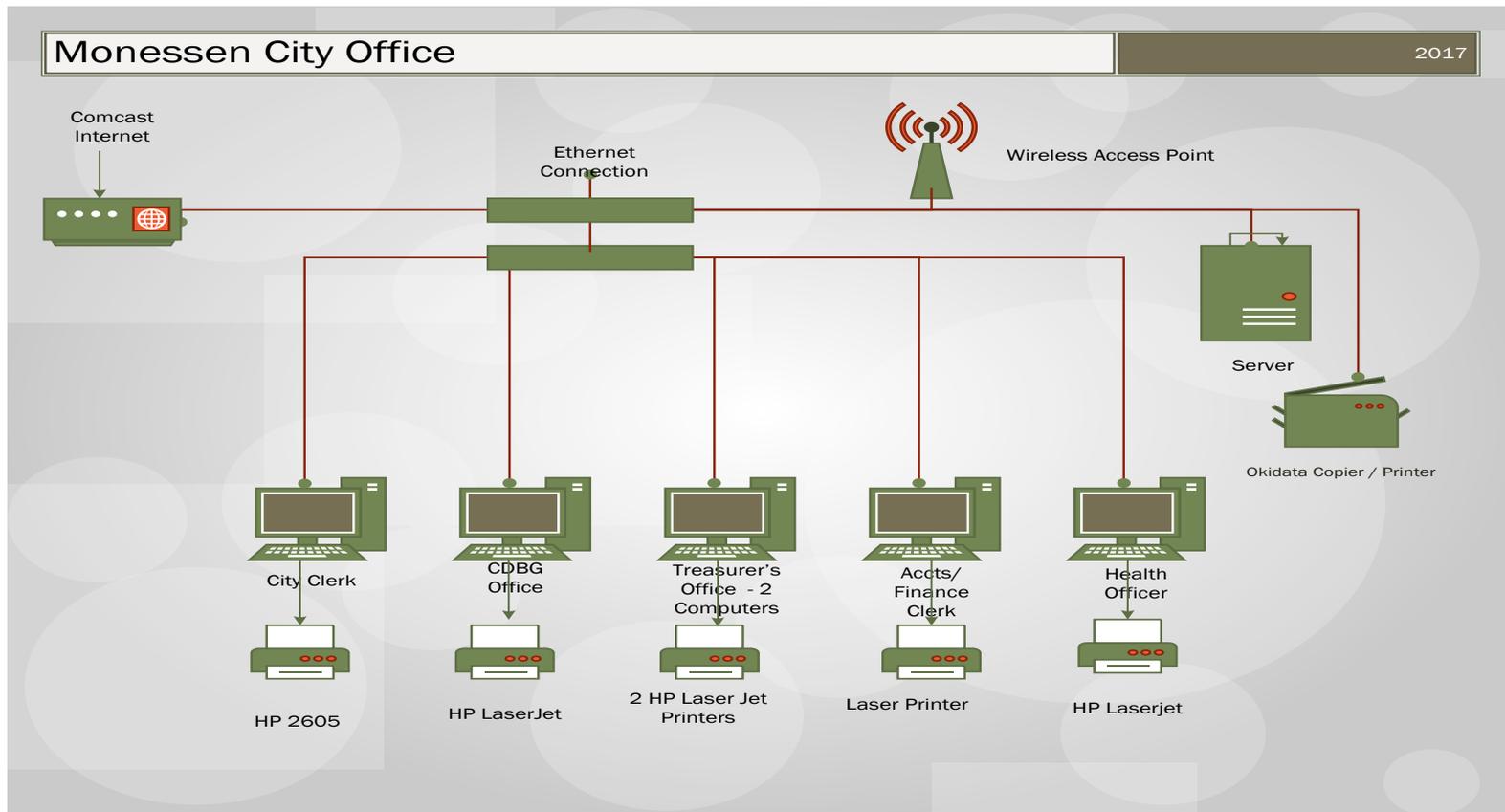


FIGURE 11 - ADMINISTRATIVE DEPARTMENT TECHNOLOGY LAYOUT

- The administrative network is connected to the internet via a Comcast® modem providing the appropriate speed and bandwidth.
- All of the users have access to a local printer or a network printer.
- There is a wireless access point that is available and password protected.
- Several mapped drives have been created on the administrative server that are shared by the administrative staff. However, it is hard to tell whether the information stored on the server is being backed up. As more and more information is generated, a municipality is unable to operate without access to the information on the server. For this reason, it is critical to have a dependable system in place to safeguard valuable information. Over the last few years "cloud based" backup, recovery and restore options have emerged as a secure, cost-effective, and reliable solution. "Cloud-based" back-up replaces tape and optical drive back-ups which are often expensive, can become obsolete, and can be lost or stolen when being transported off-site. Cloud-based back-ups are also valuable for disaster restoration purposes. If the computer network is destroyed for any reason, a cloud-based backup can be used to restore user information as well as key network settings and security protocols.
- FundWare is the financial software used by the City. The City Clerk is the only user that has full access to the complete program. There are issues regarding the number of concurrent users that are limited by the number of user licenses owned by the City.
- E-Mail is extremely disjointed and is not hosted by the City on its server.
- The CDBG Office uses Quicken™ financial software to track its programming needs. This software is



intended more for personal use than for commercial use.

- The Treasurer's Office uses the utility billing module to bill for current solid waste fees, and the delinquent bills are collected by Portnoff Associates.
- The Treasurer's Office also bills and collects property taxes for the City, the County, and the school district. The FundWare software is also used to record various miscellaneous revenues for building permits, occupancy permits, etc.
- The code enforcement officer, who is also the health officer, and has a computer for writing correspondence and sending notices. He also has a tablet that utilizes on-line software for inspection purposes. The software syncs with the PA state Health Department database.
- The City uses K-2 Engineering for UCC related permits. K-2 also acts as the zoning officer for the City.

- The Accounts / Finance Clerk utilizes Fundware to write checks and for payroll purposes.
- Many of the computers in the administrative area have the same password used to log onto the network.
- There are numerous computers and telephone handsets laying around the offices and storage areas. These are outdated pieces of equipment that have not been used in some time.

### ***POLICE DEPARTMENT LAYOUT***

The computer workstations, printers, and server in the police department are distributed throughout a number of rooms as shown in **Figure 12**. A breakdown of the internal network connections at the police department is as follows:

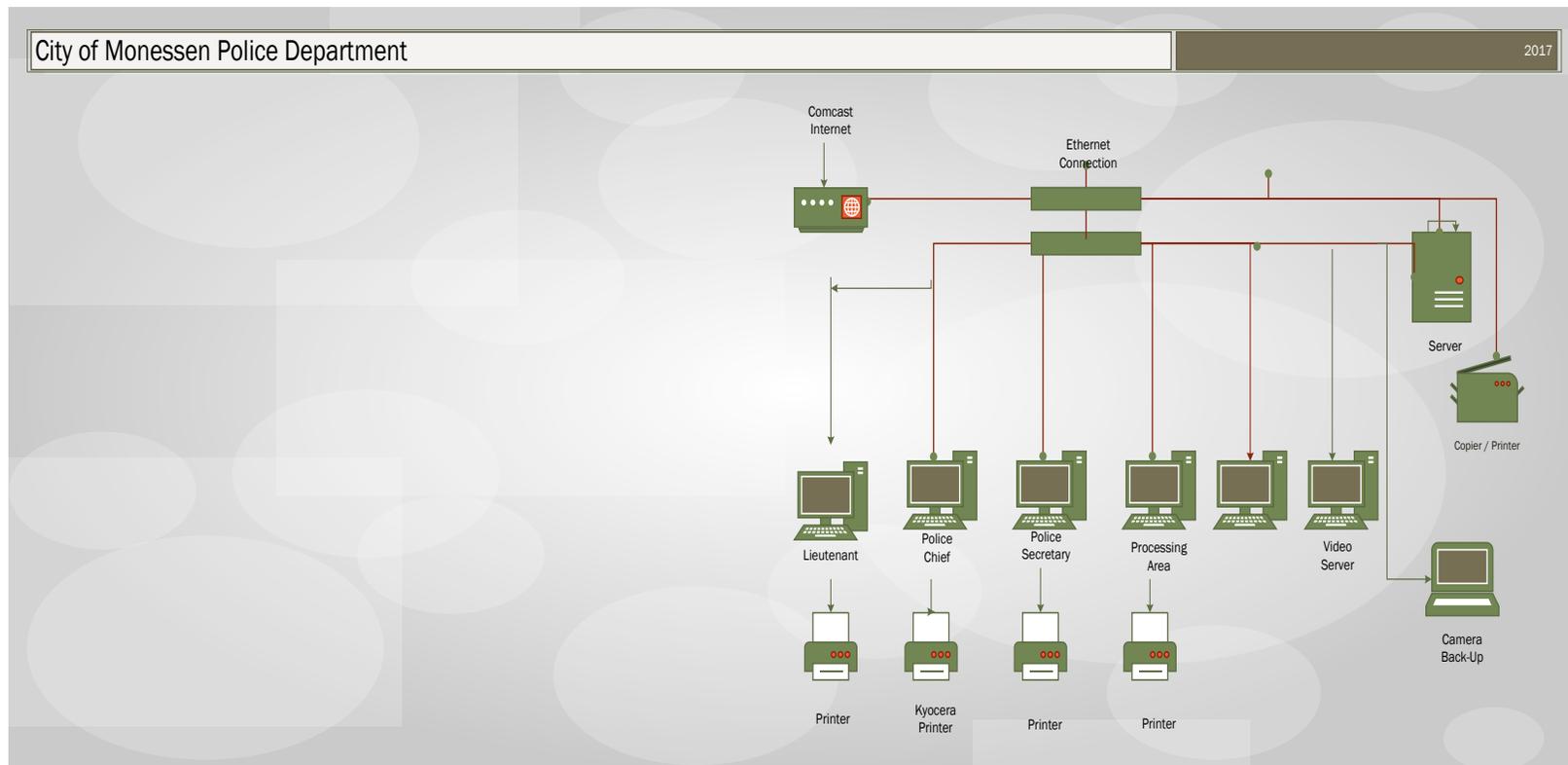


FIGURE 12 - POLICE DEPARTMENT TECHNOLOGY LAYOUT

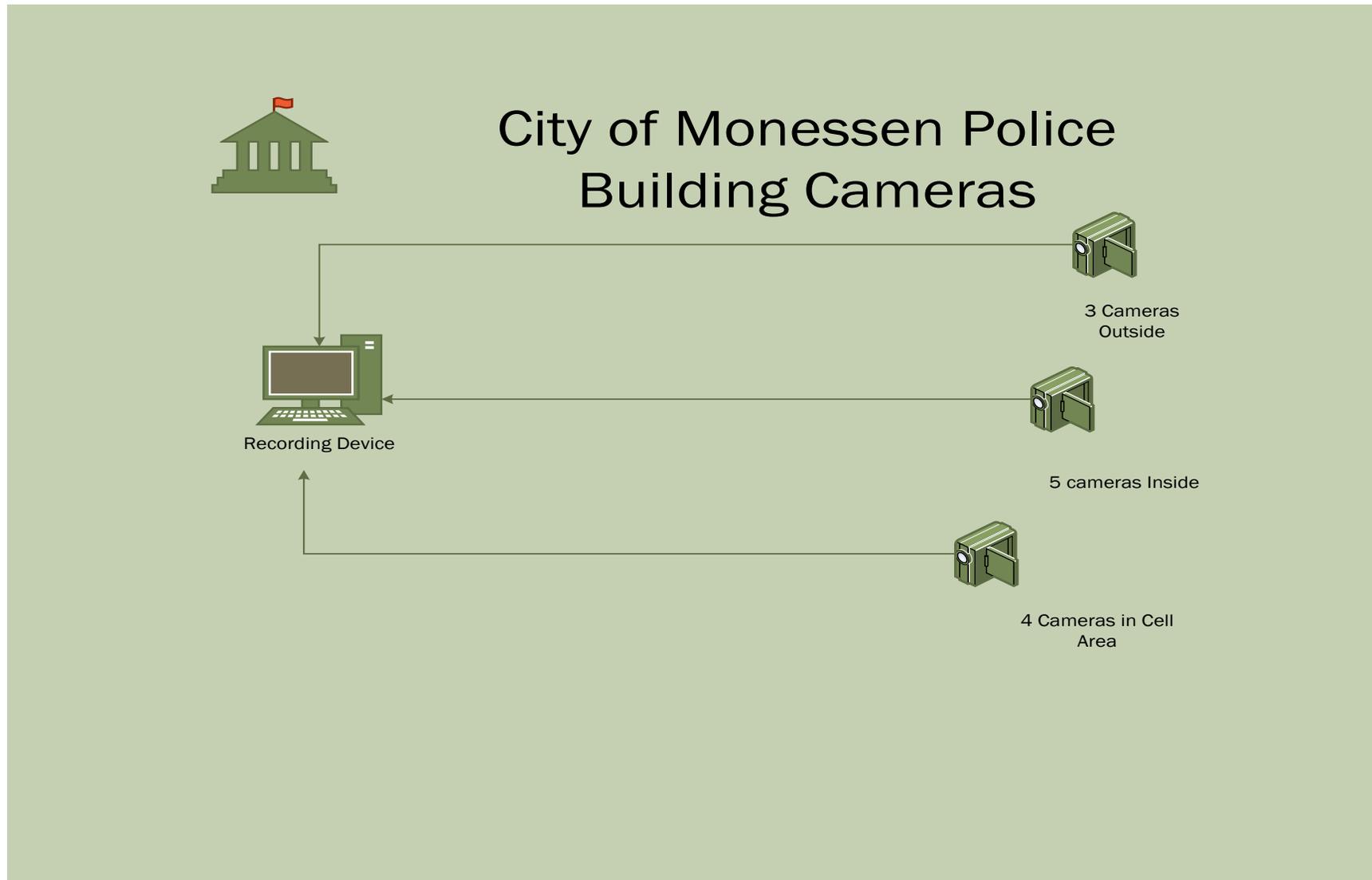
- The police network is connected to the internet via a Comcast® modem.
- The police use the ALERT V2 software for their day to day record management system.
- The police server is backed up off site on a regular basis.
- The police have no laptops or MDTs in their patrol vehicles.
- The police department connects to the PA Justice Network (JNET) through the network. JNET is designed for use by the criminal justice and law enforcement community. Some of the items accessible to the officers through JNET include birth certificate information, domestic relations warrants, PA state police criminal history records, facial recognition software, and drivers' license records.
- The typical workstation has access to a local drive and one network drive.
- The Department uses special software that dumps information from seized cellular phones for analysis by department personnel.
- The police department uses radios that operate on Westmoreland County's 800 Mghz system.
- Only one of the seven police vehicles has a camera. The city owns a second camera but it is broken.



### ***VIDEO CAMERAS – POLICE STATION***

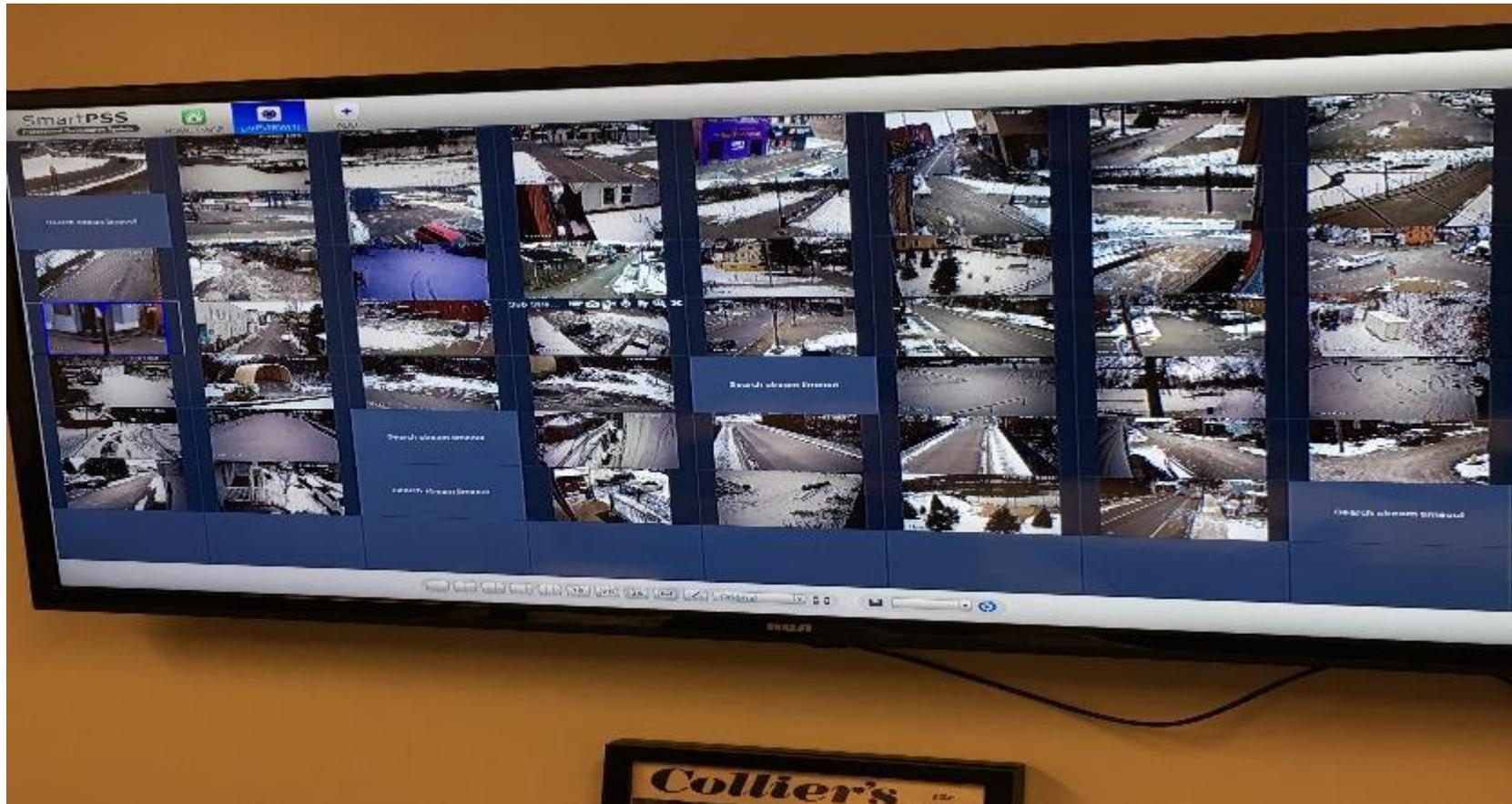
The City of Monessen police station is equipped with a digital video recording system that records information provided by multiple security cameras. There are three cameras outside the building, five cameras inside the building, and 4 cameras monitoring the cell area. **Figure 13.** The cameras help the police department to gather video information from three areas in the City

FIGURE 13 – POLICE BUILDING CAMERAS CONFIGURATION



**VIDEO CAMERAS – CITY-WIDE**

The City of Monessen police station is also equipped with a monitoring system that allows personnel to view areas of the City through sixty-four different cameras. The cameras have helped the City in its day to day police investigations.



### ***GENERAL NETWORK ISSUES***

The City's computer networks are supported on a daily basis by a third-party off-site consultant. Most networking issues and monitoring can be done from the consultant's remote location. However, from time to time, there are some problems that require the consultant to be on the premises.



From a general networking standpoint, there are network-based improvements that need to be made over time that will help with the management of the system. These improvements include the purchase and implementation of an exchange server, a message archiver, and a web filter.

### ***CITY WEBSITE***

The City website is designed and maintained by a third-party vendor. While the page is set up to cover many informational areas, the information presented is simple and does not

provide much detail. There is no current information available on the website regarding meeting agendas, minutes, or financial reporting. The recommendation section of this report will cover the website and possible improvements.

### ***OBSERVATIONS***

#### ***BUDGET TRENDS***

A review of expenditures from 2011 through 2017 shows that there is no dedicated source for IT. The finance department, on average, has between ten and twenty thousand dollars for the maintenance of its finance software. The police department also receives, on average, five to ten thousand dollars for the maintenance of its ALERT software.

#### ***ANALYSIS OF OPERATING DEFICIENCIES***

There is no budgetary commitment to the sustained use and improvement of computer hardware, software, and support in the City organization. Nor is there a recognition that information technology is an integral part of the City's operations. Every department depends on computer hardware and software not only for the storage of information, but as a tool to help manage the budget, provide communication, and even support personnel processes.

Funds should be allocated in the annual budget process to ensure that a percentage of the City's computers have functional hardware and software. This annual allocation of budget funds will help to ensure that the desktop software is current enough to communicate with the other PCs, the network, and peripherals such as printers and scanners. There should also be a rotating schedule for hardware and software, so that the annual budget amount for these items

becomes a standard allocation for a constant amount over time.

### ***POLICIES AND PRACTICES***

The City does not have written, formal policies related to the general use of computers and technology. Users are free to visit any website, download material, and stream audio or video, thus taking up huge chunks of available bandwidth. A policy should be developed and put in place to regulate the users within the system, and the policy should be communicated and explained to the users in great detail. After policies are developed and communicated, they should be strictly enforced. This is for the protection of the employees and for the protection of the City – many of the most expensive lawsuits are related to technology, internet access, and social media. A sample technology policy is included in **Appendix F**.

### ***RECOMMENDATIONS***

As part of the evaluation process, the review relied on standards, benchmarks, and best practices commonly used in the IT industry. A set of best management practices was used to measure the effectiveness of the City of Monessen technology management system.

### ***NETWORK-WIDE***

#### ***RECOMMENDATION NO. 57 – DEVELOP INVENTORIES THAT CLEARLY IDENTIFY COMPUTER EQUIPMENT, SOFTWARE, AND PERIPHERALS***

A complete record of computers, networking devices, servers, and software on respective workstations should be

TABLE \_\_ – COMPUTER REPLACEMENT SCHEDULE (2018-2020)

developed and routinely maintained in the City Clerk’s Office. A complete inventory should be maintained in order to make informed decisions at budget time as well as to help to keep an equipment replacement schedule up to date. The inventory schedule can also be used when updating the City’s insurance appraisal list every year. A complete inventory of the current computer hardware and software has been developed for the City as part of this study and is included in **Appendix A**. The City should include the costs of repair, upgrades, and replacement of IT equipment as part of its CIP development. All departments rely on technology for their day to day operations and a breakdown in any part of the network or technology loop can create a crisis for the City’s operation. It is important for the City to continuously review and budget for these improvements by developing a replacement schedule.

Computers should be replaced every three to four years in order to keep IT expenditures at a constant level and avoid a spike in expenditures. The proposed replacement plan for the City shown in **Table 16** focuses on server upgrades and replacements. Both the administrative network and the police network are designed in such a way that users store most, if not all, of their data on the server



TABLE 16 -TECHNOLOGY REPLACEMENT SCHEDULE 2018-2020

YEAR 1	YEAR 2	YEAR 3
2018	2019	2020
Admin Server	City Clerk	Police Secretary
Police Server	CDBG Office	Chief’s Office
Printers	Treasurer’s Office	Police Chief
	Treasurer’s Office	Lieutenant
	Treasurer’s Office	Video Server
	Code / Health Office	Processing #1
	Health Officer	Processing #2
	Finance Department	

SOURCE: CITY PERSONNEL INFORMATION AND GRS ANALYSIS

It should be noted that the replacement schedule shows groupings of departments: all of the administration computers are about the same age and specifications, and all the police computers are the same age. The police computers were purchased with a grant. As part of the replacement, the recommendation is to replace the servers first, and then follow up in 2019 and 2020 with the replacement of the desktop units.

**RECOMMENDATION No. 58 - STANDARDIZE AND CENTRALIZE E-MAIL.**

The City does not have an overall centralized system of email and this should be a priority item for management. The police officers and the administrative employees all use email addresses that are not hosted by the City.

In order for the City to take control of this function, Microsoft® Exchange Server software should be purchased and implemented for the City’s network, and should also enable the police department to utilize the functionality of the exchange server. The exchange software will do the following:

- Standardize the e-mail addresses for all users that access the system.
- Allow users to browse a company directory to find an individual’s e-mail address. Under the current system there is no standard format for employee e-mail addresses. The exchange server, in conjunction with Microsoft Outlook®, will eliminate the guessing game for employees.
- Allow individual e-mail addresses to be organized into distribution groups such as Council, planning

commission, patrolmen, sergeants, administrative employees, etc.

- Provide system users the ability to share other employees' schedules and set up meetings with permission. As long as users keep their schedule in Microsoft Outlook®, the exchange server will allow employees access to each other's schedules.
- Allow the City to back-up all e-mail from a central location for archiving purposes. In the event of a lawsuit or even a simple public request for information, an IT Consultant will be able to access any and all e-mails. Additional hardware may be needed for this function.
- Allow the City to make instantaneous changes to the system when needed.
- Allow the City to configure smart phones to be able to send and receive emails from the exchange server.

The installation of email through Microsoft Office® 365 should also be explored only if archiving and retrieval capabilities are available for the group administrator.

#### ***RECOMMENDATION No. 59 - BEGIN TO PURCHASE EQUIPMENT FOR GENERAL NETWORKING PURPOSES.***

As the City's network or networks continues to grow, there are items that must be purchased in order to maintain the network, keep the network secure, ensure that the City's IT policies are enforced, and enable the City to provide information when requested by the public. Therefore, as funds permit over time, the following items should be purchased and implemented:

- A message archiver that is designed to archive e-mail



communications sent and received by users throughout the organization should be installed. This piece of equipment would help the City to respond to requests for public information, as well as quarantine information that may be needed for litigation purposes.

- A web filter that would help the City to enforce any current or future Internet usage policy.

#### ***RECOMMENDATION No. 60 - UPDATE POLICIES AND PROCEDURES SO THAT THEY ARE CONSISTENT WITH THE CURRENT OPERATING ENVIRONMENT.***

A user-friendly manual should be developed in the event the City changes consultants or if there is change in administrative personnel. The manual will need to be periodically updated to reflect the current operating system; passwords of the various servers; how the servers and desktops are being backed up, and how to track the various software licenses that are in use across the network.

#### ***RECOMMENDATION No. 61 - CREATE AND INSTALL A DISASTER RECOVERY PLAN***

All information from both servers needs to be backed up to an off-site data center. This will allow the City, through its consultant, to completely restore its network and user data in a matter of hours instead of days or weeks. A disaster recovery plan should be assembled so that all of the details

of the restoration process are reviewed and distributed to key personnel.

***RECOMMENDATION No. 62 - CONSIDER HIRING AN IT DIRECTOR***

There are a lot of users and two servers operating in City departments. There is no single person in charge of this function. While the employees should be commended for going above and beyond in keeping the servers running, a professional is needed to take charge and provide a vision for technology in the city. If the city cannot afford a full time IT professional, it should get one of its third-party companies currently providing support to take the lead on this matter.

***ADMINISTRATIVE DEPARTMENT***

***RECOMMENDATION No. 63 - THE CITY WEBSITE SHOULD BE EXPANDED AND UPDATED.***

The City has a website that was developed and is maintained by a third-party consultant. The website provides contact information but little more. A review of the website shows that:

- The information on the website appears to be stale and should be updated in a timely manner.
- The meeting agendas, meeting minutes, regular financial reports, and other typical documents are not shown at all on the website.
- The annual budget is not shown on the website for public scrutiny or comment.

The City should update the website with a fresh new look and possibly a fresh and easy way for the staff to keep information up to date. The City needs to find a company

that specializes in working with municipalities, specializes in web design for municipalities, and provides a simple and easy-to-use interface for making updates.

Often there are people within a community who have an interest and possess knowledge about website design and development. The City should consider establishing an ad hoc citizens' committee to discuss the website and how to best address the need for an update. The committee should be charged with developing a structure and suggesting content for the site. A review of the websites of neighboring municipalities and counties will help to highlight what is the most popular and proper content. Items such as elected official's information, staff information, meeting minutes, meeting agendas, recreation programs, tax payments, budgets, and an updated list of businesses with links in the City should be discussed by the committee. The committee should make a final recommendation in writing to the City Council concerning both format and content.



***RECOMMENDATION NO. 64 – DEVELOP AND ADOPT A POLICY THAT GOVERNS THE USE OF TECHNOLOGY.***

The City should develop an Internet and e-mail policy as soon as possible. Furthermore, with the high use of social networking services such as Facebook and Twitter, the City needs to consider the adoption of a social media policy that is designed to protect the interests of the City as well as outline what employees can and cannot do with this type of access to the internet. At a minimum, the City should:

- Train its department heads to talk to the City Clerk when questions arise about accessing certain online information.
- Establish written policies so employees know what is permitted at the workplace and what is not permitted at work.
- Adopt a “Blogging and Social Networking Policy” to regulate or prohibit employees from engaging in online social networking and Internet blogging.
- Educate employees on the policy. Notify the employees of the policy and inform them that it will be strictly enforced. Publish and distribute the policy to all employees and require a signed acknowledgement from each employee.
- Monitor compliance with the policies.
- Be consistent with enforcement of the policies.
- Incorporate social networking language into existing policies and agreements such as the use of City-owned computers and employment agreements.



A sample technology policy is provided in **Appendix F**.

***RECOMMENDATION NO. 65 - THE CITY SHOULD PROVIDE TECHNOLOGY TRAINING FOR ITS EMPLOYEES.***

Training and development helps in optimizing the use of human resources to achieve organizational goals as well as individual goals. For this reason, it is important to continually train department supervisors so that they can be the first level of contact for employees having trouble with IT issues. This will also allow the City to cut back on its expenses with its third-party IT vendor.

***RECOMMENDATION NO. 66 - THE CITY SHOULD CONSIDER THE PURCHASE OF A SOFTWARE PROGRAM THAT, AT A MINIMUM, CENTRALIZES PARCEL INFORMATION, PERMIT INFORMATION AND COMPLAINT INFORMATION.***

The City should look to purchase, or pay a yearly fee, for software that will track parcel information, permit information, and complaint information. A report generator must be flexible enough to produce standard monthly reports as well as custom queries. In the end, the software must allow the City to share all of this information among its employees in an easy to find manner. Currently, there is no centralized record keeping between the building officials and the code officer. The City should consider software that will run on the administrative server or a web-based product that is accessed via the internet.

***RECOMMENDATION NO. 67 - PURCHASE A SOFTWARE PROGRAM THAT IS DESIGNED FOR THE WORK IN THE CDBG OFFICE.***

The Quicken software that is currently in use is meant to be used for personal finance. The City should consider software

that is aligned with HUD’s best practices. The *One Roof* software should be examined to see if it meets the City’s needs.

**POLICE DEPARTMENT**

***RECOMMENDATION No. 68: INSTALL CAMERAS IN ALL POLICE VEHICLES.***

The City should make a budgetary commitment or secure grant funds for the purchase and installation of video cameras in the police vehicles. The cameras should be positioned to record forward toward the roadway as well as the rear seat of the vehicle. The cameras should have the capability to connect wirelessly to the police computer network to dump



video files to the server. The use of cameras in the vehicles will record exactly how events occur and can protect the officers and the City from frivolous claims that can easily be defended through the use of video.

***RECOMMENDATION No. 69 - REPLACE ALL MOBILE AND BASE RADIOS.***

The City utilizes the 800 mghz system that is owned and operated by Westmoreland County. The radios that are currently being used are being phased out by the

manufacturer and will no longer be serviced. The City needs to purchase at least 20 portable radios (1 for each officer) and then 7 mobile radios (1 for each vehicle).

***RECOMMENDATION No. 70 - INSTALL MOBILE DATA TERMINALS (MDTs) IN ALL POLICE VEHICLES.***

MDT’s would allow the officers to access information directly in their cars, and would also be able to access JNET.

***RECOMMENDATION No. 71 - THE CITY SHOULD INSTALL LICENSE PLATE READERS IN THEIR VEHICLES.***

Due to the high price of this equipment, the recommendation would be to start with one or two of these cameras, installed in police vehicles. This will allow a patrol car to easily identify vehicles that have been stolen, vehicles that have multiple tickets assigned to it, or just monitor traffic if left at a specific location.

***RECOMMENDATION No. 72 - USE A RESIDENT NOTIFICATION SYSTEM SUCH AS NIXLE.***

Nixle is a community messaging system that can be used at minimal cost to the City. Residents can sign up on-line to receive text messages or emails concerning safety issues, community events, or whatever information the City wishes to broadcast to its residents. Examples of information that might be sent out via Nixle include road closures due to construction or accidents, utility interruptions, a reminder that garbage day has been pushed back due to a holiday, or even that the date for Trick or Treat has been changed due to inclement weather.



## APPENDIX A – COMPUTER INVENTORY

COMPUTER LOCATION	COMPUTER USE	TYPE	PROCESSOR	MEMORY (RAM)	HARD DRIVE MEMORY	OPERATING SYSTEM	OFFICE VERSION
Administration	City Clerk	Desktop	Intel Core i5	4 GB	500 GB	Windows 7	2013
Administration	CDBG Office	Desktop	Intel Core i5	3GB	500 GB	Windows 7	2010
Administration	Treasurer's Office	Desktop	Intel Core i5	4GB	500 GB	Windows 7	2010
Administration	Treasurer's Office	Desktop	Intel Core i5	4 GB	500 GB	Windows 7	2010
Administration	Treasurer's Office	Desktop	Intel Core i5	2 GB	150 GB	Windows Vista (Do not replace)	
Administration	Code / Health Office	Desktop	Intel Dual Core	2 GB	450 GB	Windows 7 SP1	2010
Administration	Health Officer	Surface Tablet				Microsoft Mobile	
Administration	Finance Dept	Desktop	Intel Dual Core	2GB	450 GB	Windows 7 SP1	2010
Police	Processing Room Computer #1	Desktop	Intel Dual Core	8 GB	450 GB	Windows 7 SP1	2010
Police	Processing Room #2	Desktop	Intel Dual Core	8 GB	450 GB	Windows 7 SP1	2013
Police	Police Secretary	Desktop	Intel Dual Core	8 GB	450 GB	Windows 7	2015
Police	Chief's Office	Desktop	Intel I5 quad core	8 GB	450 GB	Windows 7	2015
Police	Police Chief	Desktop	Intel I5 quad core	8 GB	450 GB	Windows 7	2015
Police	Lieutenant	Laptop	Intel I5 quad core	8 GB	450 GB	Windows 7	2015
Police	Video Server	Desktop	Intel I5 quad core	4	2.72 TB	Windows 7	None

## APPENDIX B – PURCHASE ORDER PROCEDURE POLICY

### PURCHASE ORDER PROCEDURE POLICY

The purpose of a purchasing procedure policy is to clearly define the process by which services and commodities are procured, contracted for, received, audited during invoice processing and, ultimately, approved for payment. It also ensures proper record keeping. The policy implements budgetary controls, controls on aggregate spending and safeguards against special interests. The procedures outlined in this policy will apply to negotiated contracts and competitive bidding, as well as routine purchases.

The goal of the purchasing function is to procure the highest quality in commodities and services, meeting the specifications, at the least expense to the City. It encourages open, competitive pricing and savings or cost avoidance through bulk or quantity purchases. The vendor list will ensure that all vendor and contractors comply with the procedures outlined in this policy, as well as any additional contractual obligations. Aggregate spending will limit unnecessary stocking of supplies by departments for daily use.

All purchases will be made in accordance with the current City ordinance, with respect to competitive bidding policy and procedures.

The procedures outlined in this document will serve to strengthen internal controls by segregating the various tasks, while virtually eliminating the duplication of tasks and paper handling. The procedures make the departments responsible for the respective budgets and ensure timely payment of invoices through a streamlined electronic procedure. Proper data input results in financial information that can be sorted by vendor or types of purchases, giving more accurate data for compiling the annual budget.

#### I. BIDDING PROCEDURES:

1. The City Council shall appoint a Purchasing Agent for the City which may be the City Manager.
2. Except as otherwise authorized by the City Code, all materials, equipment, supplies and contractual services, when the estimated cost thereof exceeds \_\_\_\_\_, shall be purchased by formal written contract from the lowest responsible bidder. All sales of personal property which have become obsolete and unserviceable, when the estimated value shall exceed \$ \_\_\_\_\_, shall be sold by formal written contract to the highest responsible bidder. Sales of real estate valued at \$ \_\_\_\_\_ or more shall be sold by formal written contract to the highest responsible bidder. All awards shall be made by the City Council.
3. When the award is not given to the lowest responsible bidder, a full and complete statement of the reasons for placing the contract elsewhere shall be placed in the minutes of the Council meeting following the award. In interpreting this action, the burden of proof rests with the City, if other than the lowest responsible bidder is awarded the contract.
4. If all bids received are for the same total amount or unit price, quality being equal, the contract shall be awarded to a local bidder. When the decision can be made in no other way, the contract shall be awarded to one of the tie bidders by drawing lots in public.

5. Notices inviting bids shall be published in a newspaper of general circulation in the City, in accordance with legal requirements. The newspaper notice shall include general descriptions of the articles to be purchased or sold, shall state where bid forms and specifications may be secured and the time and place for opening bids. In all cases, a notice inviting bids will be posted in an appropriate place in the City Building at least ten days preceding the last day for the receipt of proposals.
6. The Purchasing Agent also shall solicit bids from all prospective vendors and contractors by mailing them copies of bids with the necessary specifications, and any other information which will acquaint them with the proposed purchases.
7. Bids exceeding the statutorily established threshold for Citys shall be sealed, shall be identified on the envelope, shall be submitted no later than the time stated in the public notice inviting bids, and shall be opened at a public meeting at the time and place stated in the public notice. A tabulation of all bids received shall be made available for public inspection.
8. When deemed necessary by the City Council, bid deposits shall be returned to unsuccessful bidders within five days after the awarding of the contract(s). The successful bidder shall forfeit any deposits required upon failure on the part of the bidder to enter into a contract within fifteen days after the award.
9. A performance bond in the amount of \_\_\_\_\_% of the proposed contract shall be required from the successful bidder before entering into the contract. If such bond is not provided within fifteen days of the award of such bid, the award shall be void. The contractor shall furnish such other bonds and insurance coverage as may be required by law and/or bid specifications.
10. No contract or purchase shall be subdivided to avoid requirements of these rules.

## II. REQUISITION PROCEDURE:

1. The department supervisor (or designee) will initiate a requisition on a formal City requisition form for all purchases of commodities, including services, except for pre-paid items as defined by City policy, items under \$\_\_\_\_\_ (assuming the line-item budget will support the purchase), and emergency purchases as defined by City ordinance.
2. The requisition process is the required method of entering into a contract for payment of goods and services by the City, except as otherwise noted in this policy or by City ordinance.
3. Departments will follow the office supplies requisition procedure when requesting items inventoried by the Manager's Office.
4. The Purchasing Agent will ensure that inventoried supplies are adequate to meet the needs of the various departments without stockpiling excess supplies. The costs for such items will be distributed across the department budget line items at the time the respective department requests such items from the inventory.
5. The Purchasing Agent will utilize the requisition requests accumulated from the departments to determine the level of supplies to purchase in bulk and inventory for use by all departments.
6. Separate requisitions should be initiated when ordering for different funds (i.e. General Fund, Sewer Fund, Liquid Fuels Fund, Capital Fund, etc.)
7. Requisitions that are initiated under any grant program will be entered only by the Secretary in order to ensure that the expenses are recorded properly to the respective grant accounts. These requests should be provided by the

department supervisor to the Manager in writing clearly identified as relating to a specific grant program. The accounting codes for grant programs will be available to the department supervisors.

8. Requisitions are sequentially pre-numbered by year.
9. All requisitions require complete vendor information, pricing, description, account distribution and justification before being sent to the Manager for approval (*this is the responsibility of the department supervisor*).
10. All vendors selected at time of requisitioning must have an address, phone number, and complete information on file.
11. If the vendor is not currently on-file, the department supervisor must provide the vendor information via e-mail to the Secretary who will set up a new vendor if appropriate.
12. The Purchasing Agent may change the vendor on a requisition if it is in the best interests of the City and/or department but will discuss this with the department supervisor prior to making the change.
13. Requisitions flagged as "over budget" will not be processed – the system will prevent the department supervisor from initiating such a requisition. In order to proceed, the department supervisor must provide written justification for the purchase and request an inter-department budget transfer in writing to the Manager.
14. After the Secretary verifies that funds are available, any necessary budget transfer must be approved by the Manager before the requisition can be processed.
15. Once the requisition is in order, the department supervisor submits it to the Secretary
16. The Secretary (or designee) will check the open requisition file each morning to review requisitions that are pending approval. It is the responsibility of the department supervisor to notify the Secretary of any emergency requisitions coming through the system.
17. The Secretary will verify that the requisition does not exceed the line-item budget, falls within the program goals of that department as outlined in the annual budget, and contains all appropriate vendor information, account distribution and pricing.
18. All requisitions meeting said guidelines will be approved by the Secretary. Once approved, the Secretary forwards the requisition to the Manager.
19. The Manager will check the open requisitions pending approval regularly and will provide approval (or disapproval) no later than \_\_\_\_\_ morning of each week. Only those requisitions that have been previously approved by the Secretary will be submitted for approval.
20. The Manager approves or rejects the requisition and returns it to the department supervisor with or without comments.
21. For requisitions over \$\_\_\_\_\_, the requisition will be submitted to the Commissioner of Finance for approval. Only those requisitions that have been approved by the Secretary and Manager will be presented for approval. The Commissioner will either approve the requisition or return it to the department supervisor with written comments.
22. Department supervisors are to check the open requisition file regularly to ensure that their requisitions have been approved, or to correct rejected requisitions if applicable.
23. Department supervisors should discuss rejected requisitions with the person rejecting it and re-submit if correctable.
24. Requisitions will be kept in hard copy format in the Manager's Office. However, department supervisors may print hard copies of the requisitions at any time for their files.

III. PURCHASE ORDER PROCEDURE:

1. On each and every \_\_\_\_\_, all requisitions that have received final approval are converted to purchase orders by the Purchasing Agent. The system will automatically assign purchase order numbers in numeric sequence by year.
2. Requisitions from various departments may be combined into a single purchase order when using the same vendor. The Purchasing Agent may change the vendor on a requisition as discussed in #5 in the Requisition Procedure.
3. The conversion process will confirm purchase order approval. The budget allocation is not encumbered in the system until the requisition is converted to a purchase order.
4. The Secretary will process the purchase orders and print a Purchase Order Report that will be retained in a three ring binder and clearly marked "Purchase Order Reports."
5. After the purchase orders are processed, the Secretary will print three copies of the purchase order in three different colors – white, yellow, and pink.
6. Copies of the purchase order will be distributed as follows:

White Copy – to department supervisor for placement of order via telephone or mail  
Yellow Copy – to Secretary for file until invoice is received  
Pink Copy – to be retained by department supervisor for use as receiving slip

7. Once the department supervisor has received the white and pink copy of the purchase orders, he/she may place the order accordingly since this assures that all required approvals are in order. Placing an order without having the purchase order in hand is prohibited by this written purchase order procedure policy except in the cases of emergencies as defined under the City ordinance.
8. Section \_\_\_\_\_ of the Monessen and Monessen City Code states that "in case of actual emergencies, \_\_\_\_\_". The department supervisor must submit a confirming purchase order as soon as possible after the emergency that provides a record of the emergency, together with a report of the circumstances of the emergency.
9. Outstanding purchase orders will be reviewed monthly and reported to the department supervisors by the Purchasing Agent requesting explanations and updates.
10. Purchase orders outstanding at year end will be liquidated and re-issued against the new budget year, unless it is fulfilled within the sixty-day window for accruals.

IV. RECEIVING PROCEDURE:

1. Products are shipped to the respective departments from where the purchase order was issued for receipt verification against the pink copy of the purchase order.
2. Bulk items purchased for use by all departments will be kept in the Manager's Office and individual departments will sign for supplies as needed by their respective departments.

3. The Manager's Office will keep an inventory of all items on hand and make a physical count of the inventory every calendar quarter.
4. Inventoried supplies will be recorded as an asset when ordered and charged to the appropriate department when requisitioned from inventory (which will have the effect of reducing the asset).
5. All bills of lading, shipping lists and packing lists shall be attached to the pink copy of the purchase order by the department supervisor. The department supervisor must sign the pink copy of the purchase order and submit it, with all other documents, to the Secretary.
6. The Secretary will match the pink receiving copy (and support documents) to the yellow copy and retain both in a file awaiting receipt of an invoice.
7. The Secretary will indicate items received in the system and match up the pink receiving slip, the yellow copy of the purchase order and the invoice prior to issuing payment for any service or item.

APPENDIX C – IACP STAFFING CALCULATION

<b>Crafton Police Department IACP Patrol Staffing Calculation</b>				
<b>Current Patrol Staffing</b>		<b>10 Sworn Police Officers</b>		
Chief	1			
Sergeant	3			
Patrol Officers	5			
<b>TOTAL</b>	<b>9</b>			
<b>STEP 1 - Determine the number of complaints and/or incidents responded to annually by the police department</b>				
<i>Calculation Based on Actual Calls:</i>		<i>Calculation Based on Population:</i>		
<b>Ending 12/31/15</b>	<b>3,104</b>	<b>Call Factor</b> 0.55	<b>x</b>	<b>Population</b> 5,151
				<b>Estimated Calls</b> 2833
<b>STEP 2 - It is generally assumed that it takes 45 minutes or .75 hours to handle an incident</b>				
		<b>Incidents</b>		<b>Time per Call</b>
Calculation Based on Population =		2833	x	0.75
Calculation Based on Actual Calls =		3104	x	0.75
				<b>Incident Hrs</b>
				2125
				2328
<b>STEP 3 - Add a multiplier of 3 as a buffer factor and time for preventative patrol. Experience has shown that 1/3 of an officer's time should be spent handling requests for service. Other time is for supervision, eating, personal time, service of equipment, and other unknowns.</b>				
		<b>Incident Hrs</b>		<b>Multiplier</b>
Calculation Based on Population =		2125	x	3
Calculation Based on Actual Calls =		2328	x	3
				<b>Total Hours</b>
				6374
				6984
<b>STEP 4 - Divide by 2,920 - the number of hours for one basic patrol officer for one entire year (365 x 8 hours)</b>				
		<b>Total Hours</b>		<b>Hours/Year</b>
Calculation Based on Population =		6374	÷	2920
Calculation Based on Actual Calls =		6984	÷	2920
				<b>Officers</b>
				2.18
				2.39
For rounding purposes - the number of police officers needed to respond to the incidents is approximately 5.				
<b>STEP 5 - If police officers worked every day of the year, the number of officers needed would be approximately . However, it is necessary to determine the average amount of time off that must be assumed for each officer. This number is calculated below.</b>				
				<b>Non-Patrol Hrs</b>
Vacation Days Average 15 days				120
Regular Off Days (104)				832
Personal Days Off (4)				32
Sick Leave Average 10 days				40
Bereavement Leave Average 4 days				32
Training Days Average 7 days				56
Holidays				64
		<b>Total Time Off</b>		<b>1176</b>
				<b>(147 Days)</b>
		<b>Total Available Hours</b>		<b>1744</b>
				<b>(218 Days)</b>
<b>STEP 6 - Divide the Available Hours for the Year by the Hours that are Unavailable</b>				
		<b>Total Hrs</b>		<b>Unavailable</b>
		2920	÷	1176
				<b>Factor</b>
				2.70
<b>STEP 7 - Multiply the Factor for available time for patrol duty by the number of officers needed to respond to patrols.</b>				
		<b>Factor</b>		<b># Officers</b>
Calculation Based on Actual Calls =		2.70	x	2.39
				<b>Total Needed</b>
				6.45
<i>Based on the IACP calculation, there are approximately 7 officers necessary to staff the patrol function. This figure does not include administration or specialties such as detectives or investigators, or supervisors who do not generally answer calls, generate reports, and make arrests.</i>				

## APPENDIX D – PCCD GRANT OPPORTUNITIES

### FUNDING AND GRANTS PROCESS

#### HOW TO GET AND MANAGE FUNDS

PCCD announces all funding opportunities on this webpage and you can subscribe to receive email notifications when these opportunities are available. Unsolicited applications are not accepted. Most funding opportunities are competitive, with agencies selected based on the merits of their submission. Both you and your agency must be registered with the PCCD s system to apply for and manage grants. Click [here](#) to register for funding announcement notifications.



#### REGISTERING

Applying for PCCD funding through Egrants is not difficult, but does require registering and establishing security roles. Allow enough lead time before applying for funds to process the necessary forms. [More ...](#)

#### COMPETITIVE GRANT PROCESS

For a general overview of the standardized process PCCD follows when issuing, reviewing and awarding competitive grants to applicants...click [here](#).

#### FEDERAL APPLICATION REQUIREMENTS

All potential agency applicants and sub-recipients for federal funding must have a DUNS number (a unique, nine-digit identification number for each physical location of your business) and be registered with the System for Award Management (SAM, formerly CCR). Here's how to do that: [More ...](#)

<http://www.pcced.state.pa.us/portal/server/pa/community/funding>

## APPENDIX E – ON-LINE TRAINING OPPORTUNITIES

1. Online Training from the Pennsylvania Chiefs of Police Association
2. Free online training for you and your police department.
3. PAVTN is the only place that has the MPOETC Mandatory In-Service Training Courses ONLINE
4. The PAVTN provides the following benefits:
  - Training that is free
  - Training that requires no travel or schedule changes
  - Training that is based on the latest instructional design
  - Training that delivers clear and consistent content

There is no more challenging profession than police work. Protecting citizens, preserving the peace and putting their lives on the line are all in a day's work. Police officers deserve our full support. Integral to that support is training that is relevant, streamlined, and cost-effective. Online training gives officers more advanced skills, time, and resources to fight crime. That is what PAVTN.net provides.

In this era, resources are severely limited at every level of government. By bringing law enforcement training online, multiple agencies can share curricula, develop classes that address critical needs, and update training quickly. Through the use of audio narration, video, and interactive scenarios, officers gain the critical knowledge to improve their skills, serve the public, and advance their careers. This vision is taking shape today.

### **The evidence is clear. Online training is the way.**

A December 2009 survey found that 94 percent of Pennsylvania Chiefs of Police Association respondents support Internet-based training to save time, money and improve mandatory law enforcement training.

- Safer public • Cost effectiveness • Less time training
- More engaged officers • Up-to-the-minute information • Expanded curricula
- Better training • Administrative efficiency • 24/7 online access

Our organization is a collaborative effort between law enforcement professionals, government agencies, and interested private concerns in the chain of law enforcement. We welcome your suggestions on all aspects of our operations. We are actively seeking partners in providing courses that address the needs of society, officers and law enforcement agencies throughout Pennsylvania. We are learning, too.

**Pennsylvania Chiefs of Police Association** 3905 North Front Street, Harrisburg, PA 17110 Tel: (717) 236-1059

## APPENDIX F - SAMPLE TECHNOLOGY POLICY

### CITY OF MONESSEN AND MONESSEN GENERAL INTERNET AND COMMUNICATIONS EQUIPMENT USE POLICY

ISSUE DATE:

EFFECTIVE DATE:

#### 1.0 POLICY

1.1 EMPLOYEE USE OF THE CITY'S COMPUTER SYSTEMS AND TECHNOLOGY IS A PRIVILEGE AND NOT A RIGHT. ALL DATA AND MESSAGES ON THESE SYSTEMS ARE THE PROPERTY OF THE CITY. SYSTEM USERS SHOULD HAVE NO EXPECTATION OF PRIVACY IN THE CONTENTS OF THEIR ELECTRONIC COMMUNICATIONS, FILES OR ANY OTHER USE OF TECHNOLOGY. THE CITY MANAGEMENT MAY MONITOR, REVIEW, LOG OR OTHERWISE UTILIZE ANY ACTIVITY OR INFORMATION ON ITS SYSTEM. INAPPROPRIATE, UNAUTHORIZED AND ILLEGAL USE MAY RESULT IN CANCELLATION OF USAGE PRIVILEGES AND APPROPRIATE DISCIPLINARY ACTION.

1.2 EMPLOYEES ARE EXPECTED TO OBEY ALL LAWS, TO RESPECT THE RIGHTS OF OTHERS, AND TO REFRAIN FROM BEHAVIOR THAT MAY DAMAGE THE CITY'S REPUTATION WITHIN THE COMMUNITY. THE REQUIREMENTS SET FORTH IN THIS POLICY COVER THE USE OF CITY COMPUTER SYSTEMS, TECHNOLOGY AND COMPUTERS OF ANY TYPE, INCLUDING BUT NOT LIMITED TO WORKSTATIONS, MICROCOMPUTERS, CELL PHONES, IPADS, ELECTRONIC NOTEBOOKS AND TABLETS, NETWORKS AND NETWORK RESOURCES.

1.3 SENDING, RECEIVING, DOWNLOADING, PRINTING, COPYING OR OTHERWISE DISSEMINATING CONFIDENTIAL INFORMATION, IS A VIOLATION OF THIS POLICY. UPON TERMINATION OF EMPLOYMENT, EMPLOYEES MUST RETURN ALL CITY-OWNED EQUIPMENT, ELECTRONIC FILES, AND DATA (INCLUDING ANY AND ALL COPIES OF FILES AND/OR DATA) TO THE CITY MANAGER.

1.4 THE CITY PURCHASES AND LICENSES THE USE OF VARIOUS COMPUTER SOFTWARE FOR BUSINESS PURPOSES AND DOES NOT OWN THE COPYRIGHT TO THIS SOFTWARE OR ITS RELATED DOCUMENTATION. UNLESS AUTHORIZED BY THE SOFTWARE DEVELOPER, THE CITY DOES NOT HAVE THE RIGHT TO REPRODUCE SUCH SOFTWARE FOR USE ON MORE THAN ONE COMPUTER. EMPLOYEES MAY ONLY USE SOFTWARE ON LOCAL AREA NETWORKS OR ON MULTIPLE MACHINES IN ACCORDANCE WITH THE APPLICABLE SOFTWARE LICENSE AGREEMENT. THE CITY PROHIBITS THE ILLEGAL DUPLICATION OF SOFTWARE AND ITS RELATED DOCUMENTATION.

1.5 IN ORDER TO ENSURE THE INTEGRITY OF THE CITY'S OPERATIONS AND THE AVOIDANCE OF INAPPROPRIATE USE OF THE CITY'S PROPERTY, THIS POLICY IS INTENDED TO CONFIRM THE AUTHORIZED USES OF THE INTERNET AND COMMUNICATIONS EQUIPMENT WHICH ARE PROVIDED BY THE CITY TO ITS EMPLOYEES FOR THE PURPOSE OF PERFORMING JOB FUNCTIONS, INCLUDING COMMUNICATION, INFORMATION EXCHANGE AND RESEARCH.

#### 2.0 DEFINITIONS

2.1 "COMMUNICATIONS EQUIPMENT" IS DEFINED AS ANY AND ALL COMPUTER EQUIPMENT, TELEPHONE EQUIPMENT OF ANY KIND, CELLULAR TELEPHONES, PERSONAL DIGITAL ASSISTANTS, PAGERS, IPADS, ELECTRONIC TABLETS AND NOTEBOOKS, AND RADIO EQUIPMENT.

### 3.0 USE OF INTERNET

3.1 INTERNET ACCESS IS PROVIDED BY THE CITY FOR WORK RELATED PURPOSES. THE FOLLOWING GUIDELINES HAVE BEEN ESTABLISHED TO HELP ENSURE RESPONSIBLE AND PRODUCTIVE INTERNET USAGE. WHILE INTERNET USAGE IS INTENDED FOR JOB RELATED ACTIVITIES, INCIDENTAL AND OCCASIONAL BRIEF PERSONAL USE THAT COMPLIES WITH THE CITY'S POLICIES IS PERMITTED WITHIN REASONABLE LIMITS OR MAY BE USED WHILE AN EMPLOYEE IS OFF-DUTY. EMPLOYEES MAY NOT USE THE INTERNET FOR PERSONAL PURPOSES AT TIMES WHEN THEY ARE SUPPOSED TO BE PERFORMING WORK DUTIES.

3.2 ALL INTERNET DATA THAT IS COMPOSED, TRANSMITTED OR RECEIVED VIA CITY COMPUTER COMMUNICATIONS SYSTEMS IS CONSIDERED TO BE PART OF THE OFFICIAL RECORDS OF THE CITY AND AS SUCH IS SUBJECT TO DISCLOSURE TO LAW ENFORCEMENT OR OTHER THIRD PARTIES. CONSEQUENTLY, EMPLOYEES SHOULD ALWAYS ENSURE THAT THE BUSINESS INFORMATION CONTAINED IN INTERNET EMAIL MESSAGES AND OTHER TRANSMISSIONS ARE ACCURATE, APPROPRIATE, ETHICAL AND LAWFUL.

3.3 DATA THAT IS COMPOSED, TRANSMITTED, ACCESSED OR RECEIVED VIA THE INTERNET MUST NOT CONTAIN CONTENT THAT COULD BE CONSIDERED DISCRIMINATORY, OFFENSIVE, OBSCENE, THREATENING, HARASSING, INTIMIDATING OR DISRUPTIVE TO ANY EMPLOYEE OR OTHER PERSON. EXAMPLES OF UNACCEPTABLE CONTENT MAY INCLUDE BUT ARE NOT LIMITED TO, SEXUAL COMMENTS OR IMAGES, RACIAL SLURS, GENDER-SPECIFIC COMMENTS OR ANY OTHER COMMENTS OR IMAGES THAT COULD REASONABLY OFFEND SOMEONE ON THE BASIS OF RACE, AGE, SEX, RELIGIOUS OR POLITICAL BELIEFS, NATIONAL ORIGIN, DISABILITY, SEXUAL ORIENTATION OR ANY OTHER CHARACTERISTIC PROTECTED BY LAW.

3.4 INTERNET USERS SHOULD TAKE THE NECESSARY ANTI-VIRUS PRECAUTIONS BEFORE DOWNLOADING OR COPYING ANY FILE FROM THE INTERNET. ALL DOWNLOADED FILES ARE TO BE CHECKED FOR VIRUSES; ALL COMPRESSED FILES ARE TO BE CHECKED BEFORE AND AFTER DECOMPRESSION.

3.5 ABUSE OF THE INTERNET ACCESS PROVIDED BY THE CITY IN VIOLATION OF LAW OR THE CITY'S POLICIES IS PROHIBITED AND MAY RESULT IN DISCIPLINARY ACTION, UP TO AND INCLUDING TERMINATION OF EMPLOYMENT.

3.6 UNAUTHORIZED USE OF THE INTERNET IS STRICTLY PROHIBITED. UNAUTHORIZED USE INCLUDES, BUT IS NOT LIMITED TO: CONNECTING TO THE INTERNET WITHOUT AN AUTHORIZED ACCOUNT; ILLEGALLY ACCESSING, USING, REPRODUCING, DOWNLOADING OR DISSEMINATING COPYRIGHTED FILES INCLUDING BUT NOT LIMITED TO SOFTWARE, TEXT, MUSIC, AUDIO OR VIDEO FILES; ACCESSING, POSTING, VIEWING, SENDING OR DOWNLOADING SEXUALLY EXPLICIT OR PORNOGRAPHIC MATERIAL; NON-JOB-RELATED SOLICITATIONS; ACCESSING OR VIEWING SEXUALLY EXPLICIT WEBSITES; ACCESSING DATING WEBSITES; ACCESSING SOCIAL MEDIA SITES; ACCESSING FANTASY SPORTS SITES; SENDING COMMUNICATIONS THAT ARE OFFENSIVE, THREATENING, DEFAMATORY, DEMEANING, SEXUALLY EXPLICIT, PORNOGRAPHIC OR DISRUPTIVE; GAMBLING; ENGAGING IN FRAUD, PLAGIARISM, COPYRIGHT INFRINGEMENT OR ANY ACTIVITY IN VIOLATION OF FEDERAL, STATE OR LOCAL LAWS; COMPUTER "HACKING," INTENTIONALLY SPREADING COMPUTER VIRUSES OR ENGAGING IN SIMILAR ACTIVITIES; OR ATTEMPTING TO DISABLE OR COMPROMISE THE SECURITY OF INFORMATION CONTAINED ON THE CITY'S COMPUTERS.

3.7 USERS MAY NOT ESTABLISH INTERNET OR OTHER EXTERNAL NETWORK CONNECTIONS THAT COULD ALLOW UNAUTHORIZED INDIVIDUALS TO GAIN ACCESS TO THE CITY'S SYSTEMS, NETWORKS OR INFORMATION.

#### 4.0 E-MAIL

4.1 ALL EMAIL CORRESPONDENCE SENT, RECEIVED, COMPOSED, ACCESSED OR STORED ON CITY SYSTEMS IS THE PROPERTY OF THE CITY OF CITY. EMAIL IS A TOOL TO BE USED FOR JOB-RELATED PURPOSES. PERSONAL USE OF EMAIL SHOULD BE LIMITED.

4.2 EMPLOYEE EMAIL COMMUNICATIONS SHOULD NOT BE CONSIDERED PRIVATE, NOTWITHSTANDING ANY SUCH DESIGNATION BY THE SENDER OR THE RECIPIENT. EMAIL IS NOT THE PLACE FOR DISCUSSING SENSITIVE ISSUES, SUCH AS SUSPICIONS, EMPLOYEE PERFORMANCE, DISCIPLINE, HIRING OR FIRING.

4.3 THE CITY HAS THE RIGHT TO MONITOR EMPLOYEE EMAIL ACCOUNTS AT ITS DISCRETION. IN CERTAIN SITUATIONS (E.G. LEGAL ACTION INVOLVING THE CITY), THE CITY MAY ALSO BE COMPELLED TO PRESERVE, ACCESS, REVIEW AND/OR PRODUCE MESSAGES SENT OVER ITS EMAIL SYSTEM.

4.4 EMAIL MAY NOT BE USED TO SOLICIT OTHERS FOR COMMERCIAL VENTURES, RELIGIOUS OR POLITICAL CAUSES, OUTSIDE ORGANIZATIONS OR OTHER NON-BUSINESS MATTERS.

4.5 DISRUPTIVE NON-WORK RELATED EMAIL COMMUNICATIONS (E.G., MASS EMAILS, SPAM, CHAIN LETTERS, NON-JOB-RELATED SOLICITATIONS OR PERSONAL BUSINESS VENTURES) ARE PROHIBITED. EMPLOYEES SHALL NOT SUBSCRIBE TO NEWS GROUPS, MAILING LISTS OR OTHER SERVICES UNLESS THE SUBSCRIPTION IS FOR A WORK-RELATED PURPOSE. ALL NON-WORK RELATED SUBSCRIPTIONS ARE PROHIBITED.

4.6 EMPLOYEES SHALL NOT TRANSMIT TRADE SECRETS, COPYRIGHTED MATERIAL OR OTHER CONFIDENTIAL INFORMATION.

4.7 EMAIL MESSAGES THAT ARE OFFENSIVE, THREATENING, DEFAMATORY, DEMEANING, SEXUALLY EXPLICIT OR PORNOGRAPHIC, DISRUPTIVE OR UNLAWFUL ARE PROHIBITED. EMPLOYEES SHALL NOT USE EMAIL TO TRANSMIT MESSAGES THAT ARE IN VIOLATION OF ANY CITY POLICIES, INCLUDING THOSE THAT PROHIBIT INAPPROPRIATE CONDUCT, DISCRIMINATION AND HARASSMENT.

4.8 EMPLOYEES SHOULD REGULARLY DELETE ACCUMULATED EMAIL AND EMPTY EMAIL "TRASH" IN ORDER TO KEEP THE CITY'S COMPUTER SYSTEM FREE OF UNNECESSARY CLUTTER. HOWEVER, THERE MAY BE SOME INSTANCES WHERE THE CITY INSTRUCTS EMPLOYEES TO PRESERVE EMAIL CORRESPONDENCE, INCLUDING THOSE THAT HAVE BEEN DELETED TO THE "TRASH" FOLDER. IN THESE INSTANCES, ALL EMPLOYEES ARE REQUIRED TO COMPLY WITH THE CITY'S INSTRUCTIONS. ANY EMPLOYEE WHO DELETES EMAIL OR ITEMS IN A TRASH FOLDER AFTER SUCH A DIRECTIVE WILL BE SUBJECT TO DISCIPLINE UP TO AND INCLUDING TERMINATION OF EMPLOYMENT.

4.9 THE EXISTENCE OF "DELETE" FUNCTIONS DO NOT RESTRICT OR ELIMINATE THE CITY'S ABILITY OR RIGHT TO ACCESS ELECTRONIC INFORMATION. EMPLOYEES SHOULD BE AWARE THAT DESPITE THE AVAILABILITY OF A "DELETE" OPTION, EVEN DELETED MESSAGES MAY BE ELECTRONICALLY RETRIEVABLE. EMAIL SHOULD BE CONSIDERED A FORMAL AND PERMANENT FORM OF COMMUNICATION.

5.0 USE OF COMMUNICATION EQUIPMENT

5.1 PERSONAL USE OF COMMUNICATIONS EQUIPMENT SHOULD BE KEPT TO A MINIMUM.

5.2 THE PRECEDING SECTIONS 3.0 AND 4.0 APPLY TO THE USE OF ALL COMMUNICATIONS EQUIPMENT.

5.3 MISUSE OF COMMUNICATION EQUIPMENT IS A VIOLATION OF THIS POLICY AND MAY RESULT IN DISCIPLINARY ACTION UP TO AND INCLUDING DISMISSAL FROM EMPLOYMENT.

6.0 PASSWORDS

6.1 PASSWORD USE MUST HAVE THE CITY’S APPROVAL. EMPLOYEES WILL NOTIFY THE CITY OF THE NEED TO USE PASSWORDS. PASSWORDS MAY BE USED ONLY FOR THE PURPOSE OF SECURING INFORMATION WHEN THE INFORMATION RELATES TO CITY BUSINESS AND A PASSWORD IS NECESSARY TO PROTECT THE INFORMATION OR KEEP IT CONFIDENTIAL.

6.2 EMPLOYEES MUST PROVIDE PASSWORDS TO THE \_\_\_\_\_ OR \_\_\_\_\_ UPON REQUEST.

6.3 EMPLOYEES SHALL NOT DISCLOSE THEIR PASSWORDS OTHER THAN TO THE \_\_\_\_\_ OR \_\_\_\_\_. EMPLOYEES MAY NOT SHARE EMAIL PASSWORDS, PROVIDE EMAIL ACCESS TO ANY UNAUTHORIZED USERS, OR ACCESS THE EMAIL ACCOUNT OF ANOTHER WITHOUT AUTHORIZATION. EMPLOYEES SHALL NOT POST, DISPLAY OR MAKE AVAILABLE ANY INFORMATION RELATED TO ACCESSING CITY SYSTEMS AND NETWORKS, INCLUDING, BUT NOT LIMITED TO, PASSWORDS.

6.4 THE EXISTENCE OF PASSWORDS DOES NOT RESTRICT OR ELIMINATE THE CITY’S ABILITY OR RIGHT TO ACCESS ELECTRONIC INFORMATION.

SIGN OFF

I HAVE READ AND UNDERSTAND THE IMPLICATIONS OF THE CITY’S TECHNOLOGY, EMAIL, AND COMMUNICATION POLICY. I UNDERSTAND THAT A VIOLATION OF THIS POLICY MAY RESULT IN DISCIPLINARY ACTION UP TO AND INCLUDING DISMISSAL FROM EMPLOYMENT WITH THE CITY OF CITY.

\_\_\_\_\_  
EMPLOYEE

\_\_\_\_\_  
MANAGER

\_\_\_\_\_  
DATE