



CITY OF MONESSEN EARLY INTERVENTION PROGRAM

EARLY INTERVENTION PROGRAM 5 YEAR FINANCIAL MANAGEMENT PLAN

STEP 5 – MULTI-YEAR PLAN ADOPTION

STEP 6 – IMPLEMENTATION AND PROCESS RENEWAL



Prepared and Submitted by:

*Grass Root Solutions
June 2017*

TABLE OF CONTENTS

ACKNOWLEDGEMENTS	1
STEP 5: MULTIYEAR PLAN ADOPTION	2
GOALS AND ACTION ITEMS.....	3
GOAL 1: THE CITY WILL CONTINUE TO STRENGTHEN THE REVENUE BASE AND ADOPT COST-CONTAINMENT STRATEGIES	5
GOAL 2: THE CITY WILL HIRE A CITY ADMINISTRATOR AND MOVE TOWARDS A COUNCIL-MANAGER FORM OF GOVERNMENT	19
GOAL 3: THE CITY WILL UPGRADE TECHNOLOGY AND RECORD MANAGEMENT SYSTEMS.	23
GOAL 4: THE CITY WILL CREATE A BLIGHT AND VACANT PROPERTY COMMITTEE	29
GOAL 5: THE CITY WILL DEVELOP A LONG-TERM PLAN FOR FINANCING CAPITAL PROJECTS.....	32
STEP 6: FIVE-YEAR PLAN IMPLEMENTATION AND PROCESS RENEWAL.....	37
GOAL 6: THE CITY HAS THE STRUCTURE AND CAPACITY TO IMPLEMENT THE PLAN	39
GOAL 7: THE CITY HAS DEVELOPED A FUNDING STRATEGY FOR IMPLEMENTATION OF THE PLAN.	43
CONCLUSION	48
APPENDIX A – SUMMARY OF PLAN RECOMMENDATIONS	49

ACKNOWLEDGEMENTS

The Grass Root Solutions (GRS) team would like to thank the Monessen City officials, management, and staff for their excellent cooperation and assistance. Without their support, this project would not have been possible.

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

GRS TEAM

Deborah J. Grass	Project Manager
Gary Scheimer	Police Consultant
Jennifer Hass	Financial Analyst
HRG Engineering	Revitalization Plan
Jason Dailey	Public Works, Code Enforcement
David Soboslay	Technology

DCED

Michael Foreman	Local Government Policy Specialist, PA Department of Community and Economic Development Governor's Center for Local Government Services
-----------------	--

*THIS PROJECT WAS PARTIALLY FUNDED
THROUGH A GRANT FROM THE PENNSYLVANIA
DEPARTMENT OF COMMUNITY AND ECONOMIC
DEVELOPMENT, GOVERNOR'S CENTER FOR
LOCAL GOVERNMENT SERVICES UNDER THE
EARLY INTERVENTION PROGRAM*

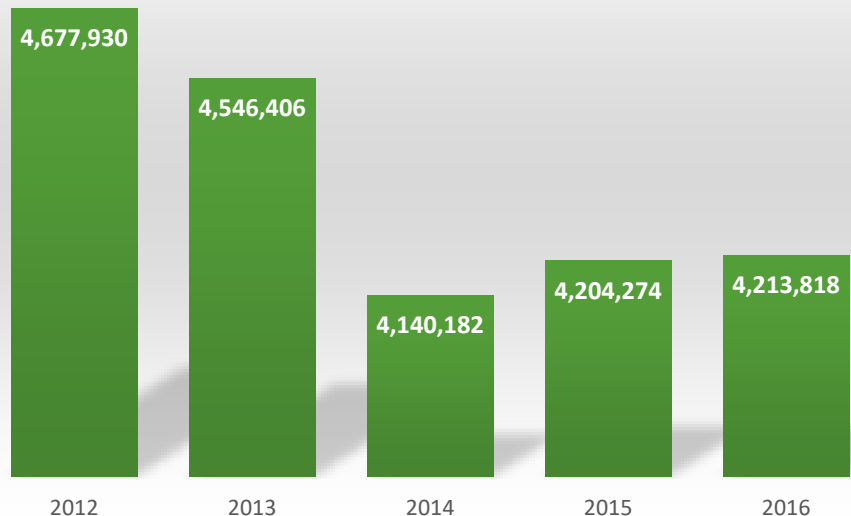
STEP 5: MULTIYEAR PLAN ADOPTION

In Steps 1, 2, and 3 of the Early Intervention Program (EIP) and Five-Year Plan (Plan), financial issues were addressed and revenue enhancements and cost containment strategies were identified based on the historical trend analysis and the five-year projections for future revenue and expenditures. The City of Monessen (City) has a revenue base that has been steadily declining over the past five (5) years. This trend is primarily due to the following reasons:

- Real estate assessed values decreased from \$60.2 million in 2012 to \$58.9 million by 2017 partly because Westmoreland county has not conducted a reassessment of property for decades.
- For this reason, the City increased the real estate tax levy in 2012 from 33.85 to 35.85 then reduced taxes in 2015 from 35.85 to 35.53 creating a deficit in 2015. As a result, the City was forced to raise taxes in 2016 to 37.43 increasing the revenue collected from \$1.8 million in 2015 to \$1.9 million in 2016.

The City of Monessen has a revenue base that has been steadily declining over the past five (5) years.

TOTAL GENERAL FUND REVENUE 2012-2016



- The median value of a single-family home in the City is \$75,800 but the median county assessed value is only \$36,000 due to outdated assessment values.
- Act 511 taxes, especially earned income tax, have exhibited steady increases over the past five years.
- The median household income, at \$35,447 in 2016, is lower than many neighboring communities with the exception of Charleroi and Donora.
- City residents, with an average real estate tax bill of \$5,000 annually (for City, county, and the school district), have one of the higher tax burdens when compared to their neighbors.

In Step 4 of the EIP, the management audit of the departments identified the structure, staffing, and operational improvements that are recommended for support of a streamlined, more effective organization that would be strong and flexible enough to meet the demands of modern life and the constantly

increasing demand for public services. These recommendations focused on setting professional standards, modeling best practices, streamlining staff, and adopting a regional approach for the delivery of services.

The EIP guidelines state that Step 5 of the EIP should be structured to identify the City's top five financial and management priorities. Additional prioritization is to be conducted at the departmental level. Interdepartmental objectives that are City-wide or county-wide in nature are to be detailed in the Plan. The EIP guidelines require that each objective is to contain a detailed action plan that describes (1) what is to be achieved, (2) the budgetary impact, (3) the timing and deadlines for each action step, and (4) which employee or agency has the primary responsibility for the objective.

GOALS AND ACTION ITEMS

Based on the information derived from the financial analysis and management reviews and discussions with officials and staff, the consultant team is recommending a Plan that includes action steps and sets deadlines for activities necessary for the City's fiscal and organizational health. The Plan focuses on revenue growth strategies, expenditure reductions from service-delivery efficiencies, adoption of best practices, and intergovernmental cooperation strategies.


The Plan identifies five priorities for the City and a set of action steps within each priority. This Step 5 should be read in conjunction with the recommendations that are included in other sections of the Plan. For each priority, Step 5 includes (1) critical success factors, (2) action steps, (3) the person or department responsible for each action step, (4) the timelines for the action steps, and (5) the probable financial impact of achieving each goal.

Considering and implementing these recommendations will take significant effort by City officials and staff. Many of the recommendations and goals will challenge the traditional notions and practices that the City has adopted over time, but many of the current practices are ineffective and are no longer useful for cultivating and supporting a modern and effective local government organization.

As a result of the review, analysis, and synthesis of material and information from Steps 1 through 4 of the Plan, and after several discussions with Council about the goals of the Plan, the following priority goals for the City have been identified.



TABLE 1 – TOP FIVE PRIORITY GOALS FOR LONG-TERM SUSTAINABILITY



GOAL 1: THE CITY WILL CONTINUE TO STRENGTHEN THE REVENUE BASE AND ADOPT COST CONTAINMENT STRATEGIES.
GOAL 2: THE CITY WILL HIRE A CITY ADMINISTRATOR AND MOVE TOWARDS A COUNCIL MANAGER FORM OF GOVERNMENT.
GOAL 3: THE CITY WILL UPGRADE THE FINANCIAL SYSTEM AND RECORD MANAGEMENT TECHNOLOGY.
GOAL 4: THE CITY WILL CREATE A BLIGHT AND VACANT PROPERTY COMMITTEE
GOAL 5: THE CITY WILL DEVELOP A 5-YEAR CAPITAL IMPROVEMENT PLAN.

GOAL 1: THE CITY WILL CONTINUE TO STRENGTHEN THE REVENUE BASE AND ADOPT COST-CONTAINMENT STRATEGIES

The ability to generate revenue and contain costs is critical to the health and sustainability of a local government operation. Currently, the City does not naturally generate sufficient revenue to support the cost of basic services that would prevent raising taxes in the future. The cost of collective bargaining contracts, benefits, and energy costs increase at a faster rate than revenue naturally increases. The gap between the revenue generated and the cost of delivering municipal services cannot be filled by any one action or decision, but rather must be addressed over time by adopting a posture of fiscal discipline and open dialogue with employees, residents, neighboring communities, and policymakers in the region.



REAL ESTATE TAXES

The largest revenue by far, at 33% of the annual budget, is real estate taxes. Real estate taxes are calculated based on the assessed value of taxable real estate in the City and the millage rate adopted by the City Council on an annual basis during the budget process. In Westmoreland County, updated assessments have not been completed in over forty (40) years. The impact is crippling because assessed values in the City decrease every year while market values increase. The total assessed value of the City has decreased from \$60.2 million in 2012 to \$58.9 million in 2017.

The local elected Treasurer who is also the Tax Collector collects real estate taxes at a 90% collection rate which is comparable to many Third Class cities. The City should carefully examine its current collection methods and make improvements where possible. A two percent (2%) increase in collection of current taxes would generate \$43,000 in new revenue; a 5% increase would generate \$105,000 which equates to over 2 mills of tax.

TABLE 2 – REAL ESTATE TAX COLLECTION – ASSESSED VALUES AND MILLAGE RATES

ASSESSED VALUES AND MILLAGE CALCULATIONS 2012-2016					
Fiscal Year	2012	2013	2014	2015	2016
Assessed Value	60,257,790	60,134,690	59,973,830	59,281,390	58,919,190
Millage Rate	0.035850	0.035850	0.035850	0.035530	0.037430
Tax Bills	2,160,242	2,155,829	2,150,062	2,106,268	2,205,345
Less 2% Discount	(43,205)	(43,117)	(43,001)	(42,125)	(44,107)
Expected Collection	2,117,037	2,112,712	2,107,061	2,064,142	2,161,238

Table 2 (continued)					
Actual Collection (General)	1,317,253	1,247,505	1,212,699	1,205,562	1,279,090
Actual Collection (Debt)	297,704	374,067	425,983	421,004	426,004
Actual Collection (Library)	54,941	49,983	50,017	50,001	45,775
Actual Collection (Recreation)	218,978	222,730	180,980	185,997	182,359
Total Actual Collection	1,888,876	1,894,286	1,869,679	1,862,564	1,933,228
Collection Rate	89.22%	89.66%	88.73%	90.23%	89.45%
Dollars Per Mill	52,688	52,839	52,153	52,422	51,649

Although increasing real estate tax millage is the easiest method for generating additional revenue from this source, it is also the most controversial and least desirable. Raising real estate taxes is usually a last resort for local officials because it affects property owners who may not have the resources to pay higher taxes. The City's decision in 2015 to reduce taxes was probably short-sighted because it resulted in a larger increase than would have been necessary in 2016 in order to address shortfalls. Instead of reductions, communities are advised to establish reserve funds that are available to address future shortfalls.

One way to increase the real estate tax collection is to ensure that the housing values in Monessen continue to steadily increase. This can be done through a focus on code enforcement and blight removal in the City that allows the properties to naturally continue to increase in value. Furthermore, the redevelopment of vacant land for use as taxable property can help to expand the tax base.

ACT 511 TAX REVENUE

Act 511 taxes are the second largest revenue source, at 17% of the annual budget. The rates for Earned Income Tax (EIT), deed transfer tax, and Local Services Tax (LST) are established at specific levels in the authorizing statutory language of Act 511. The City's current taxing rates are at the statutory maximum.

Beginning in 2012, the City's EIT was collected by Berkheimer Associates who have been appointed by the Westmoreland County Tax Collection Committee (TCC). Business taxes and LST are also collected by Berkheimer Associates under a separate contract with the City. The collection of EIT for the City has improved with the full implementation of Act 32 and the county-wide collection system. It is important that the City continue to actively participate and fulfill its oversight responsibilities as part of the Westmoreland County TCC to ensure the highest possible collections in the future. The history of the Act 511 tax collection for the City is shown in **Table 3**.

TABLE 4 – HISTORY OF ACT 511 COLLECTION 2010 – 2015

ACT 511 TAXES-310	2012 ACTUAL	2013 ACTUAL	2014 ACTUAL	2015 ACTUAL	2016 ACTUAL	2017 BUDGET
REAL ESTATE TRANSFER TAX	29,501	25,913	33,436	33,512	40,329	35,000
EARNED INC TAX-CURR YEAR	539,261	580,872	599,270	614,010	586,481	550,000
MERCANTILE TAX-CURR YEAR	31,890	35,657	34,155	36,341	28,913	34,000
LST TAX	57,683	78,558	81,474	75,988	78,610	73,000
Total Act 511 Taxes	658,334	721,000	748,336	759,850	734,333	692,000

SOURCE: MONESSEN CITY FINANCIAL RECORDS AND GRS ANALYSIS

It should be noted that the City collection of business taxes is very low. In 2016, only \$28,913 was collected which is less than any comparable City reviewed. The City currently levies .5 mills on mercantile wholesale, .75 mills on mercantile retail, and .75 mills on business privilege which are at the statutory limit. This is not reflected in the amount of taxes collected for the past 5 years. Comparable cities like Beaver Falls, Clairton, and Connellsville all collected over \$200,000 per year during the same timeframe. This issue needs to be carefully examined. The City should consider using an outside vendor to conduct an audit of the businesses in the City and to collect these taxes.

FEES AND CHARGES FOR SERVICES

The City receives fees for providing services to residents and businesses. These revenues make up only about 3% of the City's overall revenue. This is low and should be examined to determine if fees can be increased or added as part of the mix for revenue generation. In many cases, municipalities are not charging the full amount for providing services to residents. Fees should be analyzed to make sure that the costs of labor, materials, overhead, and delinquent charges are being included in the calculation of the fee. By charging fees appropriately, the City could become less reliant on tax revenue and more reliant on charges for services. This practice can help to stabilize the revenue base because the City Council can establish and change fees at any time. **Table 5** provides an overview of these revenues.

TABLE 5 – GENERAL GOVERNMENT CHARGES FOR SERVICES

GENERAL GOVT. REVENUES - 361	2012 ACTUAL	2013 ACTUAL	2014 ACTUAL	2015 ACTUAL	2016 ACTUAL	2017 BUDGET
ZONING FILING FEE	350.00	350	-	-	-	-
MUNICIPAL LIEN LETTERS	10,275.00	10,575	11,625	12,900	13,050	12,000
TAX CERTIFICATION	12,375.00	13,413	14,020	16,840	17,540	18,000
Total General Govt. Revenues	23,000	24,338	25,645	29,740	30,590	30,000

PUBLIC SAFETY - 362						
POLICE REPORTS	2,994	3,114	2,617	2,906	2,722	3,000
LOCK-UP FEES	11,900	9,625	13,125	10,500	7,250	10,000
EAT & DRINK LICENSE	950	900	950	650	550	1,000
SIGN PERMITS	2,180	2,045	2,160	1,020	680	1,500
HEALTH INSPECTIONS	1,450	1,250	1,100	650	800	1,500
OCCUPANCY PERMITS	12,700	7,750	13,900	10,500	9,175	10,000
LANDLORD FEE	13,950	16,225	17,475	14,325	14,175	15,500
FIREWORKS PERMIT	-	-	1,900	1,960	1,760	1,800
Total Public Safety	46,124	40,909	53,227	42,511	37,112	44,300
HIGHWAYS & STREETS - 363						
METER RESERVATIONS	25,720	27,000	22,675	19,325	21,300	20,000
ON-STREET PARKING	16,044	15,624	12,444	15,502	12,299	13,000
OFF-STREET PARKING PERMITS	11,840	13,200	13,575	16,150	11,300	12,000
OFF-STREET PARKING METERS	2,932	3,836	4,739	6,633	5,768	6,000
Total Highways & Streets	56,536	59,660	53,433	57,610	50,667	51,000

SOURCE: MONESSEN CITY FINANCIAL RECORDS AND GRS ANALYSIS

The City should also consider implementing and increasing fees in some areas. Furthermore, the City should consider adopting a Fee Resolution during its annual budget process outlining all fees that are charged for services provided by the City so that these fees are easily available for the staff and public for daily operations. Adopting such a resolution provides a reminder that the fees should be examined and considered for increases each year. Examples of additional fees that should be considered for implementation or increases are:

- Parking meter rates
- Sewer tap-in fees
- Subdivision and Land Development (SALDO) fees
- Zoning compliance permit fee
- Recreation fees
- Sign permits
- Rental occupancy permit
- Driveway opening permit
- Sidewalk opening permit
- Recreational facilities fees – pavilion, courts, and fields
- Junkyards and junk dealers

A sample Fee Resolution was provided in **Steps 1-2-3-Appendix C** of the EIP report.

TECHNICAL ASSISTANCE, AND TRAINING

The effects of a sound financial management system can be seen throughout the fiscal year. Beyond providing the data and information necessary to comply with external reporting and oversight requirements, it acts as a foundation for local decision-making and policy-making processes.¹ In order to establish a sound financial management system that includes the proper internal controls, the City staff should be provided every opportunity for training, technical assistance, and support to enhance the current financial reporting system. The City should budget for professional memberships and training for the City Administrator and certification for the Finance Director through the Pennsylvania Government Finance Officers Association (GFOA). This would help to provide the strong financial experience and skills that are necessary for the Council to have confidence in the financial management system.

In addition, the Department of Community and Economic Development (DCED) Governor's Center for Local Government Services provides technical support in the form of written publications and peer assistance. Through this program, the City can receive one-on-one assistance and training on-site for matters such as fund accounting, internal controls, governmental reporting, capital planning, and enterprise fund management. The City should apply to DCED for this technical support which is free of charge to the City at www.dced.pa.gov.

SEWER FEES

The City provides for the maintenance, repairs, and upgrades of the sanitary sewer conveyance system and is part of the Mon-Valley Sewage Authority who provides sewer treatment for the region. The City expends about \$400,000 from this fund in any given budget year. The City charges a "line usage fee" that provides funds for maintaining and upgrading the sanitary sewer conveyance system. **Table 6** provides an overview of the Sanitary Sewer Fund and the operations related to this fund.

TABLE 6 – HISTORY OF SEWER FUND REVENUES AND EXPENDITURES

REVENUE:	2012 ACTUAL	2013 ACTUAL	2014 ACTUAL	2015 ACTUAL	2016 ACTUAL	2017 BUDGET
PENNVEST					218,317	-
MISC.	4,140	4,320	3,864	140,131	3,528	4,000
LINE USAGE FEE	1,570,239	398,446	318,335	341,964	291,726	525,000
NEW BANK ACCOUNT	-	-	-	44,564	-	-
Total Revenue	1,574,380	402,766	322,199	526,658	513,571	529,000

¹ Southwest Planning Commission, *Standards for Effective Local Government*, adopted by the International City and County Management Association.

EXPENDITURES:	2012 ACTUAL	2013 ACTUAL	2014 ACTUAL	2015 ACTUAL	2016 ACTUAL	2017 BUDGET
LINE USAGE EXPENSE	1,639,300	401,319	133,771	517,894	446,986	491,000
TRANSFER TO NEW BANK	-	-	-	44,564	-	-
INTERFUND TRANSFERS	-	-	62,700	250	80,000	38,000
Total Expenditures	1,639,300	401,319	196,471	562,708	526,986	529,000
DIFFERENCE	(64,921)	1,446	125,728	(36,050)	(13,415)	-

SOURCE: CITY FINANCIAL INFORMATION, GRS ANALYSIS

The sewer fees that are charged to residents do not always cover the sewer expenses. Although the public works department carries out most of the maintenance, repairs, and upgrades for the sewer and water systems, the City does not routinely reimburse the General Fund for these expenses. City reimbursement through fees can help to reduce the need for increasing taxes. It is important to carefully recognize all costs associated with each of these services and to set the fees consistent with the costs. The following guidelines should be considered to enhance the revenue collection and the reimbursement of these fees to the General Fund.

STEP 1 – Continually cross reference and check property owner and rental property lists for billing purposes. This list should be continually maintained and updated in the City’s computer system and should be cross checked regularly through deed transfer lists, rental inspections, and occupancy permits.

STEP 2 – Routinely analyze the fees to determine whether the fee charged to the customers covers the cost of all personnel compensation and benefits, equipment, training, certifications, delinquent collections, and uncollectable accounts. Make sure that the rate charged to consumers is sufficient to cover these costs.

STEP 3 – Personnel compensation and benefits should include administrative and public works hours that are expended for the upkeep of the sanitary sewer operation and the oversight of billing and collection. This includes time spent for meetings and training related to this operation.

STEP 4 – Include the long-term costs for replacing capital equipment, facilities, and infrastructure in the fee structure when establishing the rates.

STEP 5 – Adjust the reimbursement annually during the budget process, based on the information derived from the analysis of direct and indirect costs for providing the service.

This calculation should be completed as soon as possible to address the rates that will be set by the City in fiscal year 2018. Reimbursements should be made to the General Fund based on actual expenditures on a regular basis.

STORM WATER MANAGEMENT FEES

In June of 2013, the Pennsylvania General Assembly adopted legislation that provides for the establishment of storm water management authorities for the purpose of storm water planning and management in municipalities. Storm water management can now be treated like a utility similar to sanitary sewers, electric, and water. The new law also gave municipalities the ability to assess a fee for this service based on a uniform measurement for the impact from each property. All property owners who generate storm water runoff from hard surfaces would pay the fee.

There is currently additional legislation proposed that would allow cities to levy this fee without creating a municipal authority. If this legislation is enacted, the City should move forward with the opportunity to raise additional funds for making MS4 and other storm water management corrections in the system.

The most common measurement is an "equivalent storm water unit" or ESU based on the amount of impervious surface on a given property. Typically, the unit is developed based on the most common residential category and its average impervious area. An ESU is then developed for every residential and commercial category and monthly fees are established based on this calculation. For example, a single-family property with an ESU factor of 1 might pay \$5 per month while a three-unit property would have an ESU factor of 1.5 which would increase the rate to \$7.50 per month. Commercial buildings might have a value of 2 which would increase



their rate to \$10 per month. In Monessen, a fee of only \$5 per month for the 2,500 occupied units and 250 commercial units could raise approximately \$180,000 annually for storm water management and flooding projects. This would provide much needed support for these activities.

Pennsylvania Approves Stormwater Utilities

On July 9, Pennsylvania Gov. Tom Corbett signed SB 351, legislation that gives municipalities the ability to form storm water utilities. These new authorities will coordinate planning and implementation of storm water programs by region or watershed. The storm water utilities can levy a fee to fund programs that address storm water pollution and flooding. Many Pennsylvania municipalities were hesitant to create such authorities before, due to fear of legal challenges. The ability to create storm water utilities should help Pennsylvania face storm water challenges, including managing flooding throughout the Susquehanna River Basin and curtailing nutrient and sediment pollution reaching Chesapeake Bay. This law may also help municipalities with consent decrees, such as Pittsburgh and Allegheny County. In addition, it will help the state consolidate responsibility for storm water management. According to an American Rivers blog, responsibility for land use — and thus runoff — in Pennsylvania is managed by more than 2500 municipalities. Of all the nation's small urban municipalities eligible to hold storm water permits, nearly one-sixth are in Pennsylvania.

Water Environment Federation, "Stormwater Management," July 30, 2013
<http://stormwater.wef.org/2013/07/pennsylvania-approves-stormwater-utilities/>

MANAGEMENT AND FINANCE

The most important tool for cost containment is financial management reporting. It is impossible to control those things that are not measured and reported on a regular basis. The City currently produces timely and complete financial reports through its accounting system and the reports are used for decision-making purposes. The Council, City Administrator, and department supervisors should receive monthly reports that include:

- Budget compare reports for all funds
- Balance sheets for all funds (bank account balances)
- Tax Collector's monthly report
- Interim financial reports including cash flow monitoring

The City should encourage the department supervisors to take a more active role in developing and administering their budgets. The supervisors should be given regular budget reports from the accounting system so that they can monitor their budgets in real time. Supervisors 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 annual maintenance), support data, and justification for the purchase.

Not every vacant position should automatically be filled. The Board should determine on a case by case basis whether the position is necessary and whether it brings value to the local government operation.



The Finance Office should set up a routine procedure that will require a complete analysis of cost prior to any new hire in any department. The City's personnel costs make up about 85% of the overall budget, and it is, therefore, necessary to evaluate every position prior to the Council approval of a new hire. The analysis should include not only starting costs, but also 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 hiring decision. Not every vacant position should automatically be filled. The Council should determine on a case by case basis whether the position is necessary and whether it brings value to the local government operation.

POLICE DEPARTMENT

The City spends about 22% of its budget on police services. This seems low compared to comparable cities but does not include employee benefits and pension payments which are estimated to be another \$450,000. This brings the total spent for police services in Monessen to a level that is more comparable to Beaver Falls, Connellsville, Clairton, and Farrell.

The City has one of the lowest per capita staffing. It is a busy department, with about 9,000 calls for service in a year which require about 6,500 hours for patrolling alone. It also has more per capita crime than most of the comparable cities with the exception of Duquesne and Farrell. **Table 7** provides information about staffing and budgets in the comparable cities.

TABLE 7 – POLICE DEPARTMENT EXPENDITURES/STAFFING IN COMPARABLE CITIES

MUNICIPALITY NAME	OFFICERS PER 1,000 (FTE)	COUNTY	POPULATION	TOTAL EXPENDITURES	POLICE EXPENDITURES
JEANNETTE CITY	1.3	WESTMORELAND	9654	6,404,703	2,119,106
ALIQUIPPA CITY	1.9	BEAVER	9438	6,219,082	2,164,436
BEAVER FALLS CITY	2.1	BEAVER	8987	11,113,732	1,481,543
MONESSEN CITY	1.7	WESTMORELAND	7720	6,449,354	890,128
CONNELLVILLE CITY	2.0	FAYETTE	7637	4,714,358	1,455,856
CLAIRTON CITY	1.9	ALLEGHENY	6796	5,104,253	1,094,765
DUQUESNE CITY	3.5	ALLEGHENY	5565	5,265,601	1,501,534
ARNOLD CITY	1.8	WESTMORELAND	5157	5,912,834	866,340
FARRELL CITY	2.7	MERCER	5111	5,990,048	1,264,248
MONONGAHELA CITY	2.6	WASHINGTON	4300	3,018,610	782,896

SOURCE: PA DCED MUNICIPAL STATISTICS, 2015

The City has the management right to set the size of the police force and the number and rank of the officers on the force. The City can review the size and rank of their officers from time to time to determine what manpower is necessary and whether the use of part-time officers to fill schedules should be expanded. It is important that the City monitor the overtime costs and use of part-time police officers to the maximum benefit.

The City signed a five-year agreement with the police department represented by the Teamsters Local 205 covering years 2016 through 2020. Some items in the current collective bargaining agreement that should be addressed when possible are:

1. The current healthcare language provides coverage for all employees, spouses, and dependents with no contribution by employees for health, dental, and vision care. There should be a contribution by employees of at least 10% of the premium which is typical for municipalities.
2. The City provides healthcare for retired employees, spouses, and dependents not only until the retiree reaches age 65, but also after. The City is required to provide a 65+ supplemental for employees and spouses for the rest of their lives. This is the most expensive post-retirement healthcare benefit that we have seen for any municipality. The City should consider eliminating this benefit for future hires.
3. There is language in the police contract that provides for time and one-half if an officer is scheduled to work less than twelve hours between shifts. The scheduling should be controlled so that officers do not work "short shifts." This can be done with the efficient scheduling of part-time officers.
4. Beginning in 2016, the pay rate was raised to \$15.25 per hour for starting part-time police officers and will rise to \$17.25 by 2020. The City may want to consider the award of some limited time off and partial benefits to make the position more attractive to potential candidates. Some departments guarantee the officers a certain number of hours per week. The City has done a good job of retaining part-time officers who then become full-time police officers. By employing and retaining part-time officers, the City has more flexibility in managing the schedule and potentially reducing overtime.
5. The longevity provided is very generous. Although it has been reduced from a maximum of 15% of base salary to 7% of base salary, by 2020 it will represent \$4,050 per officer for those officers that have reached the maximum longevity payment.
6. Paid leave time is very generous. A 20 year police officer is eligible for 30 vacation days, 15 sick leave days, 5 personal days, and 11 holidays for a total of 61 days of paid leave. This means that a police officer could be on paid leave about 25% of the year. Much of the paid leave in police departments is covered through the use of overtime compounding the cost of this benefit. For this reason, paid leave should be reduced when possible.
7. The City should change the normal retirement service requirement from 20 years to 25 years of service in order to reduce the unfunded liability in the pension plan.
8. The City should negotiate an increase to employee pension contributions from 4.5% to 5%.
9. The City should confer with the Solicitor about the mandatory retirement age of 70 that is shown in the most recent contract. It may need to be converted to an ability to carry out "essential functions" clause.

PUBLIC WORKS, STREETS, AND HIGHWAYS

The Monessen Street Department consists of eight full-time employees plus one full-time "Contact Person" who is a working foreman and a member of the bargaining unit. The Contact Person is charged with both supervisory duties and task performance duties. The nine full-time employees are members of a collective bargaining agreement under the American Federation of State County and Municipal Employees (AFSCME) AFL-CIO Council 83, Local 769. The City signed a new contract with the union that expires in December of 2018. **Table 8** provides an overview of total public works expenditures in various comparable communities. Monessen spends about 10% of its budget for public works but this does not include expenditures for employee benefits and pensions which are estimated to be another \$105,000. This makes Monessen comparable to Aliquippa, Beaver Falls, and Clairton which are at the higher end of the comparable cities.

TABLE 8 – PUBLIC WORKS EXPENDITURES IN COMPARABLE CITIES

MUNICIPALITY NAME	COUNTY	POPULATION	TOTAL EXPENDITURES	PUBLIC WORKS EXPENDITURES
JEANNETTE CITY	WESTMORELAND	9654	6,404,703	672,348
ALIQUIPPA CITY	BEAVER	9438	6,219,082	1,022,069
BEAVER FALLS CITY	BEAVER	8987	11,113,732	1,429,010
MONESSEN CITY	WESTMORELAND	7720	6,449,354	853,748
CONNELLSVILLE CITY	FAYETTE	7637	4,714,358	529,431
CLAIRTON CITY	ALLEGHENY	6796	5,104,253	1,081,161
DUQUESNE CITY	ALLEGHENY	5565	5,265,601	668,999
ARNOLD CITY	WESTMORELAND	5157	5,912,834	542,327
FARRELL CITY	MERCER	5111	5,990,048	670,105
MONONGAHELA CITY	WASHINGTON	4300	3,018,610	556,190

SOURCE: DCED MUNICIPAL STATISTICS WEBSITE, 2015 DATA

The City has the management right to set the size of the public works department and the number and duties of the employees in the department. The City entered into a three-year contract with AFSCME, Council 83, Local 769 in 2016 that expires in 2018. Some issues that should be addressed in the current contract are:

1. The contract provides that overtime shall be paid for hours worked beyond eight (8) hours in one day. This should be changed to forty (40) hours in a week to be consistent with the Fair Labor Standards Act.
2. The probationary period should be extended from 180 days to one year.

3. The hospitalization language is restrictive for the Employer by referencing a specific product. It also requires coverage of employees and dependents. There should be a contribution by employees of at least 10% of the premium.
4. The City provides healthcare for retired employees, spouses, and dependents not only until the retiree reaches age 65, but also after. The City is required to provide a 65+ supplemental for employees and spouses for the rest of their lives. This is the most expensive post-retirement healthcare benefit that we have seen for any municipality. The City should consider eliminating this benefit for future hires.
5. Employees have been paying only 5% of their wages into their pension plans since 1985. This amount should be increased at the next bargaining session in order to better fund the pension Plan.

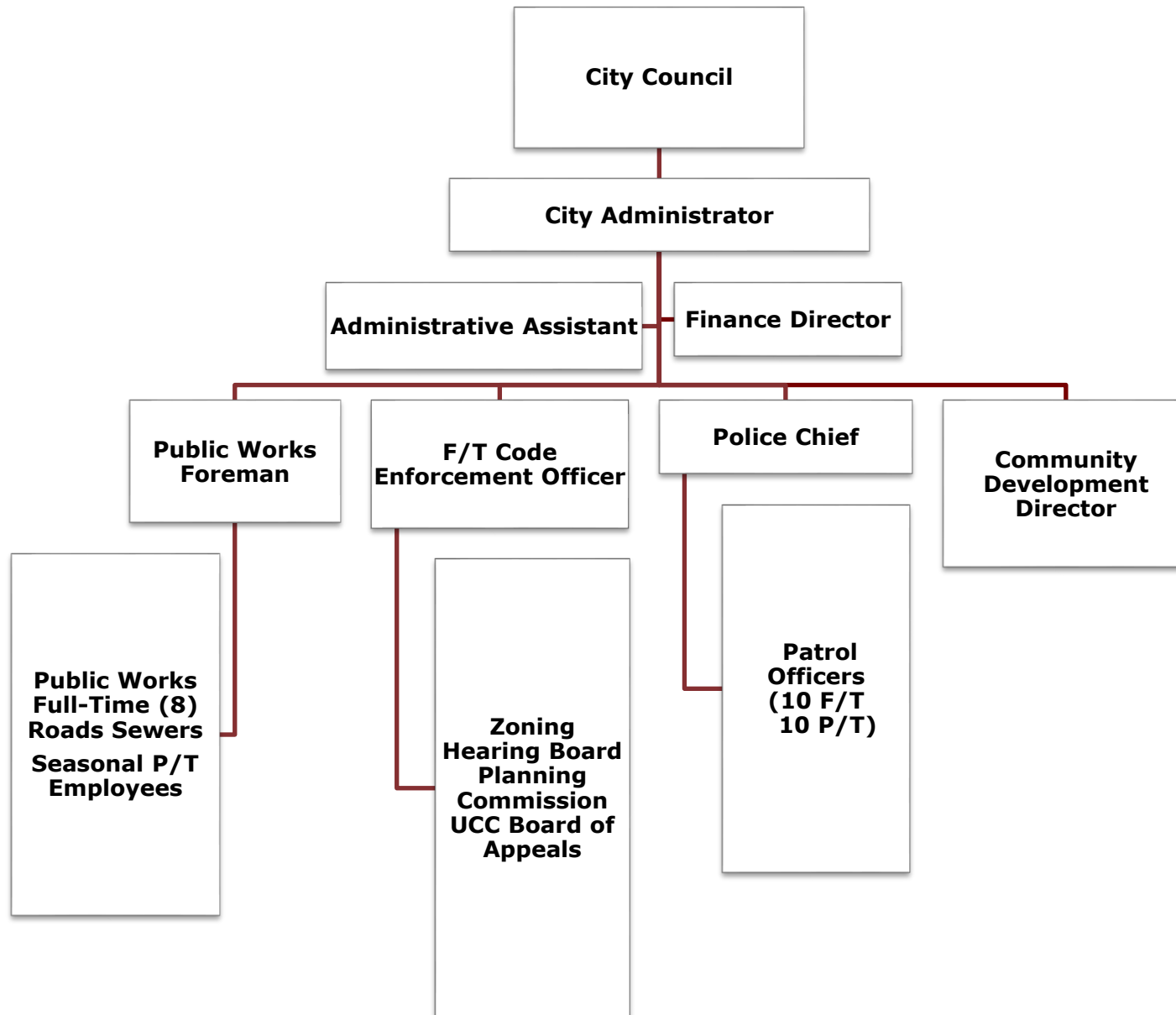
LEVELS OF STAFFING IN DEPARTMENTS

The largest expenditures for any local government, by far, are related to compensation and benefits. For that reason, the City must constantly explore the best methods for delivering quality services with the most cost-effective staffing possible. As part of Step 4 of the EIP, the consultant team reviewed current staffing, work practices, and collective bargaining agreements as part of its management audit for each department. The consultant team then identified best practices that are applicable for each department. As a result of this review, the specific staffing structure as shown in **Figure 1** is recommended for the City.

Although the recommended level of staffing cannot be unilaterally implemented without negotiation with the various collective bargaining units, it is a structure and staffing level that should be the goal for the organization. By adopting the staffing structure and levels shown, the City will be able to achieve several important objectives from this study:

- Contain costs by supporting the same level of current positions into the future.
- Examine each position to ensure that the person appointed has the requisite skills and experience to bring value to the organization.
- Expand the use of part-time police officers.
- Expand the use of seasonal employment in the public works department.
- Continue to work with the County especially for special services like investigation and crime prevention.
- Provide support for more training and implementation of technology.





MONESSEN EIP AND FIVE-YEAR PLAN					
GOAL 1: THE CITY WILL CONTINUE TO STRENGTHEN THE REVENUE BASE AND ADOPT COST-CONTAINMENT STRATEGIES.					
To achieve this goal, we must address the following critical success factors:					
We must have...		We must be...			
<ul style="list-style-type: none"> An aggressive tax collection strategy More revenue from fees Upgraded and expanded accounting and record management system 		<ul style="list-style-type: none"> Less dependent on tax revenue; recover more fees A community that provides excellent service Efficient, effective and diligent about personnel and resources 			
To meet this goal we will...		Responsibility	Implementation Schedule (Years)		
			1	2-3	4-5
Action 1A	Provide support, technical assistance, memberships and training for the City staff for financial management	- Council	X	X	X
Action 1B	Upgrade technology to achieve better reporting, record management, and cost accounting.	- City Administrator	X	X	
Action 1C	Create a system to analyze, adjust, and implement appropriate fees for sewer line usage; ensure that fees cover all costs	- City Administrator - Engineer	X	X	X
Action 1D	Adopt an annual fee resolution with all City fees.	- City Administrator	X	X	X
Action 1E	Consider establishment of a storm water management committee to study the issue of assessing storm water management fees	- Council - City Administrator		X	X
Action 1F	Conduct a cost analysis of services to ensure that all costs are reimbursed to the General Fund; set up a system to track expenses regularly for reimbursements from other funds	- Finance Director	X		
Action 1G	Address the issues outlined above during collective bargaining sessions to contain personnel costs	- City Administrator Solicitor		X	X
Action 1H	Expand the use of part-time police officers to fill shifts; consider incentives to keep them working for the City	- City Administrator - Police Chief	X	X	X
Action 1I	Continue to explore options for providing health care at reasonable rates with increased employee contributions	- City Administrator	X	X	X
Action 1J	Create a standard procedure to analyze the costs of new hires	- Finance Director	X	X	X
Action 1K	Use seasonal employee in the PW department to increase capacity	- City Administrator - PW Director	X	X	X

GOAL 2: THE CITY WILL HIRE A CITY ADMINISTRATOR AND MOVE TOWARDS A COUNCIL-MANAGER FORM OF GOVERNMENT

As reported in Step 4, 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 – Monessen is one of these cities. In Westmoreland County, there are only 6 cities with the Commission form of government out of 63 municipalities, less than 10%. Most have abandoned it as cumbersome and unworkable.

The Commission form of government is inefficient and ineffective for modern financial management standards. Under this form of government, the Councilperson who acts as the Director of Accounts and Finance has major responsibility for accounting and budgeting in the City operation. But the City Treasurer and City Controller also have significant responsibility for parts of the financial management system. The elected Treasurer 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 independently elected City Controller is responsible for examining and auditing City accounts and expenditures. 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.²

The Commission form of government also presents problems from a policy implementation perspective. Because the City Council members have both legislative and administrative authority, the Council members not only develop and adopt policy but are responsible for implementation of that policy. As a result, the 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 results 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

² 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.

personnel management and may inadvertently make statements that expose the City to liability and unfair labor practice complaints.

- 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.

There are three options for addressing this structural problem to achieve better policy, financial, and administrative oversight of the entire City government operation. Either or all of the options should be used by the City.

OPTION 1. Hire a professionally trained, experienced City Administrator pursuant to the City's City Administrator ordinance. 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. 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 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. This appointment is the fastest and easiest way to create positive change in the City organization.

OPTION 2. Amend the City Administrator ordinance to reflect the changes that were made to the Third Class City Code in 2015 relative to the position of City Administrator. In 2015, the Third Class City Code was updated to provide specific legal authorization for a City to hire a City Administrator and for the City Council to enter into an employment agreement with the Administrator for a specific term.³ The City of Monessen could use the new authority provided by the General Assembly to update its current amendment to better reflect the changes to the Third Class City Code for the City Administrator position.

OPTION 3. Begin a Home Rule Charter Study process by placing a question for election of a government study commission on the ballot in November. This is a lengthy process (usually 2 years) that starts with the election of a government study commission and includes the following steps:

- Election of members of commission placed on the ballot
- Meetings of commission are scheduled and held.

³ This change to the Third Class City Code can be viewed in its entirety at PL 242, No. 67, 112A

- Hearings and public forums are held.
- Report of findings and recommendations are made public.
- Report includes types of action recommended.
- Report also includes specific recommendations relative to the form of government
- Question on the form of government placed on the ballot
- Schedule is required for when the change of form of government takes effect.
- Limitations on changing new form of government are included.

The City operation has been a victim of constant instability because of the changes in Council members and transition in the City Clerk position. The best way for the City to quickly 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 long-term solution for making permanent change is the Home Rule Charter study process.

If a City Administrator is hired, the current City Code⁴ sets forth the duties and responsibilities as follows:

1. 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.
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.

⁴ Chapter 68, Article II, of the Monessen Code provides the description of the responsibilities, powers, and duties of the City Administrator.

MONESSEN EIP AND FIVE-YEAR PLAN					
GOAL 2: THE CITY WILL HIRE A CITY ADMINISTRATOR AND MOVE TOWARDS A COUNCIL-MANAGER FORM OF GOVERNMENT.					
<p>To achieve this goal, we must address the following critical success factors:</p> <div> <div> <p>We must have...</p> <ul style="list-style-type: none"> • Responsible and professional government that supports modern practices • A structure that supports long-term stability and professional financial and policy management for the future </div> <div> <p>We must be...</p> <ul style="list-style-type: none"> • Committed to professional management • Committed to professional financial management systems • Supportive of new and more efficient techniques and technologies • Willing to consider regional alternatives </div> </div>					
To meet this goal we will...		Responsibility	Implementation Schedule (Years)		
			1	2-3	4-5
Action 2A	Advertise and recruit a City Administrator with the requisite skills, experience, and temperament to carry out the necessary duties and responsibilities of the position.	City Council	X		
Action 2B	Discuss Home Rule Charter option with DCED (M. Foreman)	City Council	X		
Action 2C	Identify members for Home Rule Study Commission and place on November ballot	City Council	X		
Action 2D	Work with commission to develop the best structure for supporting excellence in City services	City Council		X	X
Action 2E	Continue to support professional policy and financial management through training, workshops, and professional certifications for staff	City Council City Administrator	X	X	X

GOAL 3: THE CITY WILL UPGRADE TECHNOLOGY AND RECORD MANAGEMENT SYSTEMS.

Municipalities are in constant competition with each other to attract residents and businesses. In the City of Monessen, the Gen-Xers (30 to 44-year old) and the Millennials (the 30-year-old and under generation) make up over 45% of the population served. They also represent a significant part of the population that Monessen would like to attract as residents and homeowners. These younger residents require access to services on a 24-hour information cycle and expect to conduct business with the City at their convenience. The days of 8am to 4pm operation is a thing of the past.

In this modern age, information technology (IT) and management systems have become the backbone of local government and the basis for providing information and services. Without proper access to the Internet, exchange services, e-government, on-line announcements and current data, a local government can fall far behind in its operations and its ability to provide services to its residents. IT is also a crucial element for supporting economic development by providing critical information to potential private investors.

Technology to support the financial management and record keeping systems of the City operations has become an indispensable tool for the maintenance and sustainability of a local government organization. It is how governments provide information and services to their constituents and how residents interact with their local officials. It also provides additional transparency that contributes to good government practices.

FINANCIAL MANAGEMENT

The value of a sound financial management system cannot be overstated. Beyond providing the data and information necessary to comply with external reporting and oversight requirements, sound financial management acts as a foundation for local decision and policy making. A functioning financial management system will permit local officials to develop reasonable expectations about how it should function as well as what information it should provide.

Although the City currently has a governmental fund accounting and City-wide enterprise system installed to support its financial management operation, the City is not using many of the features that could be implemented and maximized. The City should review the list of potential modules and determine whether the current software should be upgraded and functionality increased with the following modules:

- Budget Development
- Fixed Assets
- HR and Personnel Management
- Purchase Order Encumbrance
- Interface with Tax Collection



- Utility Billing (Rental Registration)
- Licenses and Permitting
- Interface with Mobile Devices
- Consolidated Reporting – Budget, Balance Sheets, Cash Flow

Furthermore, 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 as part of the financial management system and 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 was included in **Step 4 - Appendix B**.

LAND MANAGEMENT – WORK ORDER SYSTEM

The City should consider the purchase of a software program that integrates with its financial management system and centralizes parcel, permit, and complaint information. The City should purchase, or pay a yearly fee, for software that will track transactions related to land management. The system should be able to provide monthly reports regarding City activity in the public works and code enforcement operations. A report generator should be flexible enough to produce standard monthly reports as well as custom queries. The software should also enable the City to share this information among its employees in an easy-to-find manner. Currently, there is no centralized record keeping between administration, public works, 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.

POLICE DEPARTMENT TECHNOLOGY

The police department requires several technology updates including the following:

ITEM 1. 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.

ITEM 2. 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 supported or serviced. The City needs to purchase at least 20 portable radios (1 for each officer) and 7 mobile radios (1 for each vehicle).

ITEM 3. Install Mobile Data Terminals (MDTs) in all police vehicles. MDT's would allow the officers to access information from the ALERT record management system and through JNET directly in their cars. The MDTs should be equipped with mobile report writing to keep officers in the field while updating reports.

ITEM 4. Install license plate readers in 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.

COMMUNITY DEVELOPMENT

Currently, the community development office does not use the integrated financial management software for tracking grants and programs. The CD office uses Quicken which is meant to be used for personal finance purposes not business purposes. The City should purchase a software program that interfaces with the primary financial management system and is designed for the work in the CDBG office. The City should consider software that is aligned with HUD's best practices. One software used by other CD offices is *One Roof*. This software should be examined to see if it meets the City's expectations and operational needs.

RECORD MANAGEMENT

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.



GENERAL TECHNOLOGY

Step 4 of the EIP report provided a complete assessment of the technology currently installed in the City departments and made recommendations relative to upgrades of this equipment. These improvements are summarized as follows:

ITEM 1. 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.

ITEM 2. Purchase Equipment for General Networking Purposes. As the City's network or networks continues to grow, there are items that must be purchased 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. The following items should be purchased and installed:



- 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.

ITEM 3. Purchase and install a resident notification system. The City should purchase a community messaging system that can be used at minimal cost to notify residents about important events. 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 resident notification include road closures due to construction or accidents, utility interruptions, reminders 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.

WEBSITE DESIGN UPDATE

The City has a website that was developed and is maintained by a third-party consultant. The website provides basic contact information but is limited in its applications, usability, and interface with the government operations. A review of the website shows that:

- The information on the website appears to be stale and has not been 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.
- There is no ability to submit requests for information.
- There is no ability to take payments or submit applications on-line



The City should update the website with a fresh new look and an easy way for the staff to keep information up to date. The City needs to find a company that specializes in web design for municipalities and provides a simple and easy-to-use interface for making updates.

MONESSEN EIP AND FIVE-YEAR PLAN					
GOAL 3: THE CITY WILL UPGRADE TECHNOLOGY AND RECORD MANAGEMENT SYSTEMS.					
<p>To achieve this goal, we must address the following critical success factors:</p> <div> <div> <p>We must have...</p> <ul style="list-style-type: none"> • A focus on developing a comprehensive financial management system • Technology that supports and improves our ability to provide excellent City services • Backup and disaster recovery strategies that preserve our business operation </div> <div> <p>We must be...</p> <ul style="list-style-type: none"> • Committed to improving the quality, accuracy and completeness of the financial reporting. • Vigilant about the timeliness of the development of information for decision making purposes • Devoted to the transparency that a complete record management system can provide </div> </div>					
To meet this goal we will...		Responsibility	Implementation Schedule (Years)		
			1	2-3	4-5
Action 3A	Maintain a comprehensive inventory of hardware, software, and network equipment (See Step 4 – Appendix A).	- City Administrator - IT Consultant	X	X	X
Action 3B	Adopt policies that govern the use of all types of technology, including e-mail, social media, and telecommunications in the organization. (See Step 4 – Appendix F)	- City Administrator - IT Consultant		X	X
Action 3C	Prepare RFP to secure the best system, structure, and operational configuration for the City.	- City Administrator - IT Consultant	X		
Action 3D	Install a routine backup and disaster recovery plan.	- City Administrator - IT Consultant	X		
Action 3E	Identify and purchase a land management system that can be integrated into the City's financial management system	- City Administrator - IT Consultant			
Action 3F	Contract with website design company to upgrade and expand the uses for the City's website	- City Administrator - IT Consultant	X	X	X
Action 3G	Budget annually for technology upgrades and replacement	- City Administrator - IT Consultant	X	X	X

GOAL 4: THE CITY WILL CREATE A BLIGHT AND VACANT PROPERTY COMMITTEE

To advance the goals of the special conditions report and the code enforcement section of this EIP study, the City should establish a committee to study the issue of blight and vacant properties. The Committee should identify blighted properties and develop strategies for addressing every situation. These strategies may include demolition, rehabilitation, and repurposing and/or reuse. The Blight and Vacant Property Committee should address both commercial and residential blighted and vacant properties. Some tools for addressing blighted properties, preserving strong neighborhoods, and taking advantage of development and redevelopment opportunities include:



STEP 1. Hire a full-time code enforcement officer who has the proper training and dedication to the mission. This officer should act as the primary staff and liaison to the Blight and Vacant Property Committee.

STEP 2. Adopt the latest version of the International Property Maintenance Code (IPMC) so that code enforcement is applied consistently and with vigor. Currently, the City is using an old version of the IPMC.

STEP 3. Adopt a "Quality of Life Violation" ticketing ordinance. This ordinance is a way to issue tickets, similar to parking tickets, for unsightly conditions on the exterior of property such as high grass and weeds, trash, abandoned vehicles, and old appliances or furniture. Litter, dumping, and graffiti are costly problems that lead to deterioration of property values over time.

STEP 4. Mandate a rental-property inspection program on an annual basis for multi-unit properties. Set the fees high enough to cover the cost of a rental-property inspector to conduct these residential inspections.

STEP 5. Mandate an annual commercial-property inspection program that includes fire safety inspections. Commercial property inspections help to keep the business district vibrant and attractive. Set the fees high enough to cover the cost of an inspector to conduct the inspections.

STEP 6. Develop a vacant property registration program that requires owners to update information on an annual basis. Set the fees high enough to cover the administration of the program.

STEP 7. Purchase, set up, and maintain a property land management software that records all information for every property in the City annually. Record all results of the inspections, complaints, updates, improvements, renovations that are completed for properties.

The Committee should work closely with the Community Development Department and the Redevelopment Authority to take advantage of available funding instruments and grant programs that are available to local governments for development and redevelopment of properties in the City. There are several programs that should be part of the City's "tool box" in supporting and facilitating property maintenance and community improvements. Some of these programs are:

HOME PROGRAM Federally funded program that provides municipalities with grant and loan assistance as well as technical assistance to expand the supply of decent and affordable housing for low- and very low-income Pennsylvanians. The program may include new construction, rehabilitation, financing mechanisms, acquisition of rental or sales housing and rental assistance for low- and moderate-income families. Funding up to \$500,000 is available and requires a 25% match.

NEIGHBORHOOD STABILIZATION PROGRAM (NSP) This program provides grants to communities to address the housing foreclosure crisis created by subprime and other problematic mortgage lending. This program is authorized under the federal Community Development Block Grant (CDBG) Program. DCED is also soliciting proposals for a Consortium application under the American Recovery and Reinvestment Act. This second opportunity for funding is known as NSP2. Examples of programs included in this grant program are acquisition, rehabilitation, land banks, demolition, redevelopment (new construction), financing mechanisms, and housing counseling.

HOME WEATHERIZATION PROGRAM (WX) Pennsylvania's Weatherization Assistance Program increases energy efficiency in homes by reducing energy costs and increasing comfort while safeguarding health and safety. On site energy audits are conducted to assess conditions in homes and to identify the most cost-effective energy saving measures to be installed. Weatherization services include but are not limited to: Blower door guided air sealing to effectively locate and reduce air-leakage throughout the home, installation of attic, wall, basement and crawlspace insulation and ventilation to reduce energy loss, heating system modification or replacement to increase the efficiency and/or safety of the heating system and minor repairs, and/or health and safety measures are provided (when necessary) to allow the safe and effective installation of the weatherization measures.

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.

CITY OF MONESSEN EIP AND FIVE-YEAR PLAN					
GOAL 4: THE BOROUGHES WILL CREATE A BLIGHT AND VACANT PROPERTY COMMITTEE					
To achieve this goal, we must address the following critical success factors:					
We must have...		We must be...			
<ul style="list-style-type: none"> A focus on preserving and improving neighborhoods A plan for protecting valuable community assets Policies for maintaining a vibrant commercial district 		<ul style="list-style-type: none"> Committed to aggressive code enforcement Aware of the impact that blight has on the values of our properties and on a healthy community life Vigilant in promoting green and sustainable practices for our residents for future healthy lifestyles 			
To meet this goal we will...		Responsibility	Implementation Schedule (Years)		
			1	2-3	4-5
Action 4A	Adopt ordinances that will provide the framework for aggressive code enforcement: 2015 IPMC, Quality-of-Life ticketing, rental and vacant property registration	- City Administrator - Councils	X		
Action 4B	Allocate resources during the budget process for code enforcement officers, inspectors, and appropriate administrative support for code enforcement	- City Administrator - Councils		X	X
Action 4C	Develop and populate the Blight Committee in order to maintain a focus on blight enforcement activities; assign code enforcement officer to staff the Committee	- Councils - City Administrator - Code Officer	X	X	X
Action 4D	Purchase and implement the software for a land based module to support the code enforcement, rental registration, and vacant property registration activities	- City Administrator - Councils	X		
Action 4E	Set fees for registrations, inspections, and tickets to cover the necessary personnel to enforce the ordinances	- City Administrator - Councils	X	X	X

GOAL 5: THE CITY WILL DEVELOP A LONG-TERM PLAN FOR FINANCING CAPITAL PROJECTS.

In most local governments, it is not possible to pay for large-scale capital projects such as roads, sewers, facilities, and large equipment purchases without the development of a long-term plan. Long term capital planning is an integral part of the overall budget process but it is distinctly separate and unique from the annual budgeting process and merits special emphasis and attention.

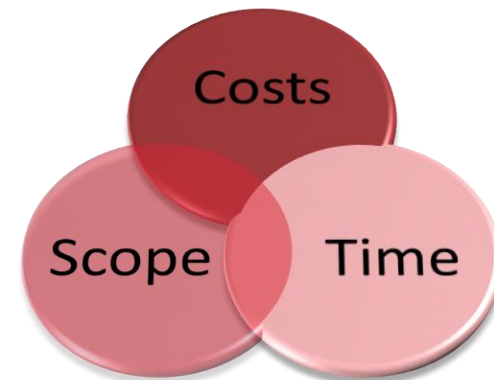
A capital improvement plan (CIP) is a special budget document that is developed and utilized by the governing body to identify specific capital projects, usually over a 5-year period, with corresponding funding sources that are scheduled over a multiyear period. The CIP should outline the estimated cost for each project together with supporting documentation. The formal CIP document should identify supporting funds for each project through identified revenue sources such as dedicated fees, debt financing proceeds, and committed and pending grant funds. The CIP plan should also provide a recommended time frame for carrying out the implementation of specific projects.

The CIP process should include the Council and all relevant staff and should identify specific goals for the City, such as the following:

- Providing a logical and effective replacement and upgrade of major infrastructure systems;
- Addressing compliance issues mandated by federal and state agencies such as sanitary and storm sewer regulations;
- Analyzing possible funding sources for upgrades for facilities; and
- Planning for the expansion and/or enhancement of facilities and equipment necessary for the provision of the continued quality of municipal services for residents.

The identified projects should be funded through sources that match the useful life of the projects. This approach is in contrast to general operating budgets that are funded through annual tax levies, fees, and miscellaneous revenue. The following are logical funding sources for capital projects:

- Capital reserve fund (transferred from GL fund excess revenue)
- Dedicated fees (e.g., sewer fees, water fees, transportation impact fees)
- Long-term general obligation bonds and notes
- Short-term notes, loans, credit lines, and lease purchase agreements
- Grants from federal, state, local, and private sources



By utilizing these funding sources, the burden for residents is spread over the useful life of the project rather than assessing a large fee or tax in a single fiscal year. The CIP should be reviewed and analyzed during the annual budget process in order to determine the appropriate level of funding for each project identified. Ultimately, the Council, through the CIP process, will make important decisions about what projects will be undertaken and what priorities are set in order to meet the goals identified in the CIP.

There are several areas where the City should begin to develop long-term CIP processes. Most of these areas have been identified in Step 4 of this EIP report. These areas are summarized below.

ROAD IMPROVEMENTS



According to the Liquid Fuels Report, the City owns and maintains 47 miles of paved, brick, and concrete constructed roadways. There are also 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 expenses.

Extensive paving is being undertaken in 2017 due to capital funds being available from the sale of the City Building. However, a long-range plan for street paving would ensure that community goals are met, the public is made aware of the prioritization of upcoming projects, efficient utility replacement and construction is encouraged, and the City is viewed as proactive. A pavement management program should ensure that conditions are recorded and maintenance is routinely scheduled for all streets in the City. The City should also consider a Road Maintenance tax levy of 2 mills that would generate about \$104,000 per year to be used for routine street paving, preservation, and maintenance purposes.

STORMWATER SYSTEM MAINTENANCE

The City has both combined and separate sanitary sewers. As such, it is an MS4 permitted community and is responsible for having an active MS4 program in compliance with DEP regulations. The storm system consists of hundreds of basins and pipes of various material and sizes along with above ground pipes and swales. The system is not currently mapped. MS4 regulations require additional storm water management inspections, investigations, and projects to be completed. For example, storm grates should be inspected regularly as part of routine City inspections by the public works department. Projects related to storm water management currently have no dedicated funding source. This topic is discussed extensively under Goal No.



1 as part of the revenue enhancements that are available to the City. These projects should be identified, priced, scheduled and included in a CIP.

SANITARY SYSTEM MAINTENANCE

The sanitary sewer system consists of collection and conveyance main lines of various material and sizes. The system is both combined and separate and must be operated and maintained according to strict state and federal guidelines. Operations staff have printed maps that detail the system. The City crew borrows a sewer vactor from the Mon-Valley Sewage Authority when needed for sewer line back-ups. But, there will be ongoing equipment, line improvements, and upgrades required over time. The City should work with the City Engineer to include a five (5) year plan for scheduled improvements for the sanitary sewer system in the CIP.

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. There is a police car budgeted for the 2017 fiscal year but there is no long-term plan for routine replacement. The replacement vehicles should be included in the CIP.

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

Step 4 of this EIP study provided a model vehicle and equipment replacement program policy. It provided guidelines about the useful life for typical public works department vehicles and equipment. It also provided a rating scale system for age, reliability, maintenance costs, and condition. This program should be discussed with public works personnel and put in place as soon possible in order to prepare information for the final CIP.

PARK FACILITIES

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 City has recognized this with an annual tax levy and dedicated appropriation of approximately \$200,000. 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, improvements, and equipment replacement is equally important in public parks. The City owns an abundance of parks and green space that require an extensive amount of investment. Park improvement plans should include capital investments that focus on ADA requirements for walking surfaces and updates to consumer safety products. Planned capital improvements should be part of the City's CIP and should be partially funded by grant awards.



TECHNOLOGY

As part of this EIP study, Step 4, an inventory of computer technology equipment was prepared and a financing schedule for routine replacement, repair, and upgrades of IT equipment was developed for inclusion in the CIP. All departments rely on technology for their day to day operations and a breakdown in any part of the network or technology loops can create a crisis for the City's operation. It is important for the City to continuously review and budget for these improvements by including these expenditures in the CIP process.

TABLE 9 – COMPUTER REPLACEMENT SCHEDULE 2016 – 2019

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	

CITY OF MONESSEN EIP AND FIVE-YEAR PLAN					
GOAL 5: THE CITY WILL DEVELOP A LONG-TERM PLAN FOR FINANCING CAPITAL PROJECTS.					
<p>To achieve this goal, we must address the following critical success factors:</p> <div> <div> <p>We must have...</p> <ul style="list-style-type: none"> • A clearly defined, prioritized CIP • A reasonable schedule for projects • A funding strategy • A focus on grant opportunities </div> <div> <p>We must be...</p> <ul style="list-style-type: none"> • Committed to an annual CIP process • Willing to dedicate revenue funds to projects • Willing to consider borrowing as a strategy for funding </div> </div>					
To meet this goal we will...		Responsibility	Implementation Schedule (Years)		
			1	2-3	4-5
Action 5A	Each summer, conduct an inventory of facilities, infrastructure, and equipment. Assess conditions, assign estimated costs, and project replacement schedules.	- City Administrator - PW Directors - Engineers	X	X	
Action 5B	Prepare a CIP document template with a narrative, schedule, costs, and five-year budget. The CIP should include detailed information regarding the facility upgrades, infrastructure planning, park projects, technology and major equipment purchases in the PW and Police departments	- City Administrator - Finance Director	X	X	X
Action 5C	Develop a funding strategy by identifying specific revenue sources to support projects.	- City Administrator - Finance Director		X	
Action 5D	Incorporate and implement the CIP as part of the annual operating budget	- City Administrator - City Council		X	X
Action 5E	Update the plan on an annual basis.	- City Administrator - Engineers - Finance Director			X
Action 5F	Utilize county, state, and federal funding sources, and provide support and influence to fund projects.	- City Council - City Administrator		X	X

STEP 6: FIVE-YEAR PLAN IMPLEMENTATION AND PROCESS RENEWAL

The EIP is a dynamic renewal process, and should be reviewed, evaluated, adjusted, and adopted each year. Any successful implementation of a plan requires the involvement of the strategy formulators and key staff who will be charged with the implementation. It is essential, then, that officials, department directors, and key staff members are involved in the implementation process and stay engaged as the implementation progresses. The following management issues are central to a successful implementation process:

STEP 1. IDENTIFY HIGH-PRIORITY GOALS – In Step 5, the top-five priority goals were identified. These goals were based on the most important critical factors for the success and sustainability of the City organization. The prioritization of the goals for the City focus on sustainability and the best strategies for advancing:

- Economic health
- Human capital
- Environmental quality
- Social equity

STEP 2. DEVELOP ACTION ITEMS – In Step 5, the action items associated with each goal and a schedule for completing each action item were identified.

STEP 3. ESTABLISH ANNUAL GOALS – Establishing annual objectives will assist the City with the implementation process. The purpose of establishing annual objectives is to provide the following:

- Guidelines for actions and efforts
- Justification to stakeholders for activities
- Standards of performance
- Source of employee motivation
- Basis for organizational design

STEP 4. ASSESS STRUCTURE – Changes in strategy sometimes require changes in organizational structure, because structure often dictates how policies will be established and how resources will be allocated. It is therefore important to determine if organizational structure changes are necessary in order to pursue new strategies. There are times when an attractive strategy must be abandoned because it becomes cost prohibitive if it would require a massive change in the organizational structure.

IDENTIFY HIGH
PRIORITY GOALS

DEVELOP ACTION
ITEMS

ESTABLISH
ANNUAL GOALS

ASSESS
STRUCTURE

IDENTIFY
RESOURCES

DEVELOP
EVALUATION
PROCESS

MEASURE
PERFORMANCE

TAKE CORRECTIVE
ACTION

STEP 5. IDENTIFY RESOURCES – Many organizations spend time, money, and effort in developing a plan, but little thought or commitment of resources to the implementation of the plan. The Implementation Manager should work with the City to identify the resources that are necessary to implement the Plan and to develop a funding strategy that identifies and accesses those resources.

STEP 6. DEVELOP AN EVALUATION FRAMEWORK – The Implementation Manager should work with City management and staff to develop a strategy-evaluation assessment matrix that identifies, for each strategy, whether major changes have occurred in the City’s internal and external position and whether the City’s organization has made progress in satisfactorily meeting stated objectives. Strategy evaluation should be designed to provide a true picture of what is happening in the organization. For this reason, qualitative evaluations should also be built into the process. This will inform the City Council and management as to what corrective action, if any, must be taken.

STEP 7. MEASURE ORGANIZATIONAL PERFORMANCE – The Implementation Manager should work with City staff to develop appropriate performance measures based on stated objectives for the priority strategies. Quantitative criteria that are commonly used are (1) comparing the selected factors over time, (2) comparing the City’s operations to its competitors or benchmark communities, and (3) comparing the department’s performance to statewide or national standards. Qualitative factors that should also be considered are turnover and absentee rates, quality of the services, and employee satisfaction.

STEP 8. TAKE CORRECTIVE ACTION – This activity is targeted toward making the changes that can reposition the City organization to achieve sustainability for the future. During this phase, the Implementation Manager should assist the City in analyzing organizational structure, reviewing organizational performance, or revising the organization’s mission. Corrective actions should be designed to capitalize on strengths, take advantage of key external opportunities, avoid or mitigate threats, and improve internal weaknesses.

GOAL 6: THE CITY HAS THE STRUCTURE AND CAPACITY TO IMPLEMENT THE PLAN

Implementation of the EIP will require significant effort and implementation experience and will need to be the primary focus of a single individual – especially during the early stages of implementation.

For this reason, it is recommended that the City appoint the City Administrator as the Implementation Manager and assign the Manager the responsibility for implementing the Plan's action items and achieving the priority goals. Working and reporting to the City Council, the City Administrator will have a thorough understanding of the implementation processes and resources and can guide the effort to ensure that key action strategies are accomplished as scheduled.

The Implementation Manager will work closely with an identified Implementation Committee to provide staff support, updates, and progress reports. The Implementation Manager would be responsible for the following items, among others:

- Implementing action items
- Establishing annual goals
- Assessing structure
- Identifying resources
- Developing an evaluation framework
- Measuring organizational performance
- Recommending corrective action

The primary responsibility of the Implementation Manager would be to make sure that the action items from the priority plan report in Step 5 are advanced and completed within targeted deadlines. As part of this process, the Implementation Manager will also be responsible for identifying the resources, manpower, and process for accomplishing the goals outlined in the EIP plan document.



"The greatest strategy is doomed if it is implemented badly."
- Bernard Reimann

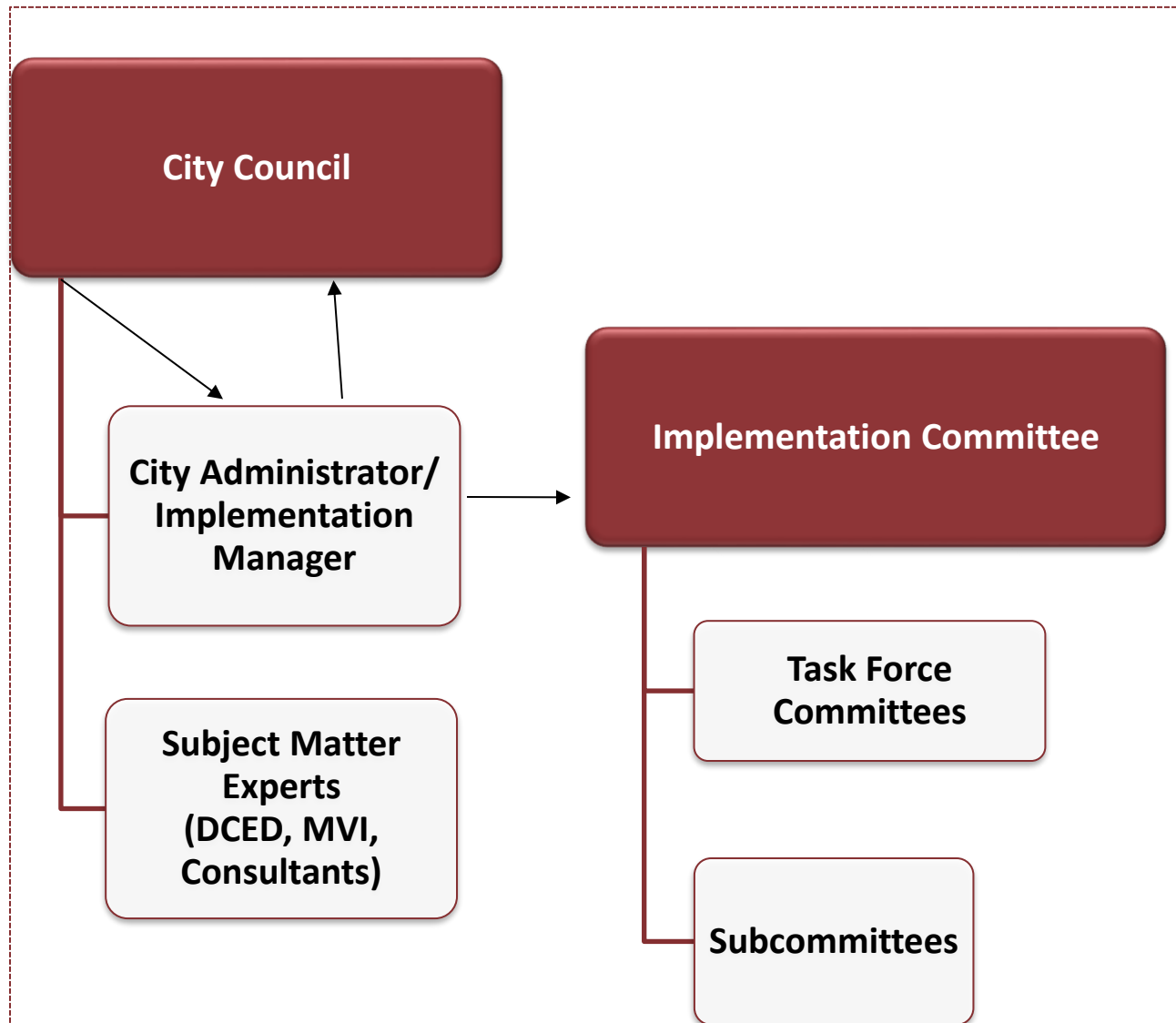
IMPLEMENTATION MANAGER AND COMMITTEE

It is critical to the implementation of the Plan for the Implementation Manager to have a Committee with significant authority and resources with which to work to undertake the implementation of the action items. An ad hoc Committee made up of some of the Council, staff, and outside residents would be an excellent way to monitor the progress of the implementation process. The Implementation Manager should work with the Implementation Committee to ensure that sufficient progress is made relative to implementation of the action items. The Implementation Manager would be responsible for providing quarterly updates on the progress of the implementation of the recommended items. By setting up such a structure, the EIP will be a living document that provides the basis for a re-energized focus and direction for the community leaders.

The Implementation Committee may consider a task force approach, whereby committee members with specific skill-sets are charged with organizing task forces as needed that may be made up of volunteer subject matter experts with the expertise and experience necessary to carry out specific actions associated with the implementation strategy. Committee membership should encompass a broad stakeholder emphasis that is competency-based in appropriate areas of community and economic development. Specific action items are as follows:

- STEP 1** – Develop a mission statement, goals, and objectives for the Committee.
- STEP 2** – Identify additional Committee members as needed for implementation of specific items.
- STEP 3** – Conduct an organizational/launch meeting for the Committee.
- STEP 4** – Work with the Implementation Manager to identify action items from the priority goals that should be implemented in the first year.
- STEP 5** – Organize subcommittees or task forces from within the Committee to assist the Implementation Manager with the identified action items.
- STEP 6** – Build capacity through additional volunteer recruitment.
- STEP 7** – Conduct a regular evaluation of progress on key action items relative to the implementation success during the first year.
- STEP 8** – Take corrective action as necessary to address deficiencies, in order to meet target goals.

FIGURE 3 – IMPLEMENTATION PLAN: PROPOSED PROCESS AND STRUCTURE



MONESSEN EIP AND FIVE-YEAR PLAN

GOAL 6: THE CITY HAS THE CAPACITY AND STRUCTURE FOR IMPLEMENTING THE PLAN.

To achieve this goal, we must address the following critical success factors:

We must have...

- Specific action items that are prioritized
- A specific agent or contractor designated with the responsibility for implementation
- Resources to support the implementation process

We must be...

- Committed to effecting positive change through the implementation process
- Aware and educated about possible opportunities
- Forward looking and supportive of identified action items

		Responsibility	Implementation Schedule (Years)		
To meet this goal we will...			1	2-3	4-5
Action 6A	Appoint the City Administrator as Implementation Manager to implement the recommendations from the EIP.	- Council - City Administrator	X		
Action 6B	Assign responsibilities and prepare work assignments as necessary for implementation.	- City Administrator	X		
Action 6C	Appoint an Implementation Committee.	- Council - City Administrator	X		
Action 6D	Prepare progress reports and corrective action recommendations based on evaluations.	- City Administrator - Implementation Committee	X	X	X
Action 6E	Update, adjust, and re-adopt the annual plan with specific goals, objectives, and action items for the next year.	- City Administrator - Key Staff	X	X	X
Action 6F	Continue updates and process renewal at regular intervals; review progress quarterly in order to make adjustments.	- City Administrator - Committee	X	X	X

GOAL 7: THE CITY HAS DEVELOPED A FUNDING STRATEGY FOR IMPLEMENTATION OF THE PLAN.

Resource allocation is a central management activity that supports strategy implementation. Without a planned approach to resource allocation, decisions are often made based on political preferences or personal beliefs. In a strategically planned environment, resources will be allocated based on priority goals and established annual objectives. The success of implementation will be directly related to the consistency of the resource allocation with the priorities that are identified in the approved annual objectives.

Organizations have at least four types of resources that can be used to achieve desired objectives:



Resources in organizations are often not allocated effectively because of the reasons below:

LEADERS ARE OVERPROTECTIVE OF RESOURCES. Many elected officials, in principle, are adamantly opposed to any investment of additional resources in the development of organizational capacity, especially in the areas of training and professional development. This leads to short-term savings and long-term bankruptcy.

THE FOCUS IS ON SHORT-TERM LIQUIDITY INSTEAD OF LONG-TERM FINANCIAL HEALTH. Often, in order to achieve long-term sustainability, it is necessary to invest in professional staff, subject matter experts, and strategic vision planning processes. In many local government organizations, these activities are not accorded the value they deserve.

DECISIONS ARE MADE BASED ON POLITICAL ORIENTATION. When the resource allocation is based on the political support in the community, the proper attention is diverted from high-priority goals and projects to addressing the immediate “hot issue” items in the community.

TARGETS AND OBJECTIVES ARE TOO VAGUE. Planning and annual objectives should be very specific, with performance measurements identified.

LEADERS ARE RELUCTANT TO MAKE CHANGES OR TAKE RISKS. Most organizations are resistant to change. Any change in structure, technology, personnel, or practices raises anxiety levels in an organization. Change should be viewed as a continuous process and an opportunity to improve the quality of the organization and the services it provides.

LEADERS LACK SUFFICIENT KNOWLEDGE ABOUT WHAT SHOULD BE DONE. Because the nature of local government leadership is naturally transient, leaders are sometimes unsure or uninformed about how resources should be allocated to advance organizational priorities. Likewise, the priorities are often not adequately communicated to key staff in the organization who are responsible for the organization and utilization of resources.

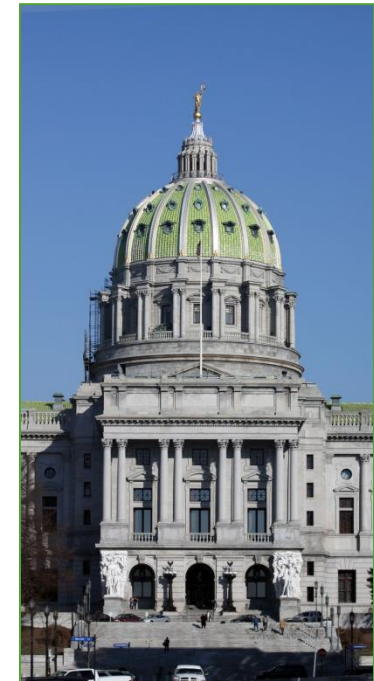
Effective resource allocation does not guarantee success, because other factors such as personnel, commitment, and effective programming must drive the implementation. However, no implementation can be successful without prudent resource allocation.

In order to identify, organize, and capture the resources necessary for a successful implementation, the Implementation Manager should prepare a preliminary funding strategy that will position the City to capitalize on the best opportunities for securing public funds and for identifying project revenue generation. The strategy should identify short-, medium-, and long-term initiatives and funding sources that can be leveraged to achieve the redevelopment vision for the project area. The Implementation Manager will identify public-private opportunities, grants, innovative fund-raising opportunities, sponsorships, and other revenue-generating strategies.

DEVELOPING FUNDING STRATEGIES

The Implementation Manager should identify and analyze potential funding sources available for eligible costs associated with the City's projects. A detailed matrix outlining resources available for the projects should be prepared and used to develop a comprehensive funding strategy. Utilizing the action plans in Step 5 the Implementation Manager should prepare detailed briefing books and message statements for each of the priority projects. As part of the process for identifying viable public funding opportunities, the projects should be discussed with key staff in county, state, and federal funding agencies. Only the most relevant funding opportunities should be targeted, based on the unique needs of the projects. Programs that should be evaluated include, but should not be limited to, the following:

- **FY 2016 DEPARTMENT OF JUSTICE (DOJ) COMMUNITY-ORIENTED POLICING SERVICES (COPS) APPROPRIATIONS** – The annual DOJ development appropriations legislation provides funding for costs related to public safety improvements. This opportunity involves direct contact with congressional staff and allows for the potential to address public safety for projects.
- **REDEVELOPMENT ASSISTANCE CAPITAL PROGRAM (RACP)** – Pennsylvania's RACP supports larger development projects that have a total project cost in excess of \$1 million. The governor typically announces competitive application opportunities each year. These grants are 50-50 matches.



- **BUSINESS IN OUR SITES (BOS)** – Pennsylvania’s BOS grants and loans focus on infrastructure and site preparation costs that transition undeveloped sites to “shovel-ready” sites. Although funding for this program is very limited, funds become available from time to time and there have been discussions in the General Assembly about recapitalizing the program as part of the next state budget.
- **PENNSYLVANIA INFRASTRUCTURE BANK (PIB)** – PIB is a program developed by the Pennsylvania Department of Transportation (PennDOT) that offers low-interest loans (one-half of prime) for transportation improvements. The loans can be repaid with federal funds. PIB is especially helpful in accelerating phases of transportation projects that must move at a pace that may not coincide with the timeline for delivering federal funds.
- **FOUNDATION PROGRAMS/FUNDING** – A review of potential foundation resources should be undertaken to determine support for components of the projects that are candidates for funding. Resources such as senior centers and other public services may increase the opportunity for foundational support.
- **PENNSYLVANIA STATE ENERGY FUNDING** – Energy independence programs offered through multiple agencies, including the Department of Environmental Protection (DEP), DCED, and the Commonwealth Financing Authority (CFA), may provide potential sources of funding.
- **PENNSYLVANIA DEPARTMENT OF CONSERVATION AND NATURAL RESOURCES (DCNR) COMMUNITY CONSERVATION PARTNERSHIPS PROGRAM (C2P2)** – This program funds both planning and development parks and recreation grants that would support several of the recommendations in the EIP. The annual application is due in April of each year.
- **COMMUNITY DEVELOPMENT BLOCK GRANT (CDBG) PROGRAM** – Projects that could be undertaken with CDBG funds include water, sewer, and road projects; demolition of vacant and/or unsafe structures; acquisition of blighted property; handicap ramps at intersections; and handicap-accessible pedestrian walkways at parks or restrooms. The City has used these funds in the past for projects.
- **MARCELLUS SHALE ACT 13 FUNDS** – The Act 13 funds can be used for projects such as the acquisition of key properties (land and buildings); rehabilitation of buildings; site preparation for public uses; parks and recreation projects; and other economic development projects. Applications are accepted by agencies at various times of the year.
- **PENNDOT ENHANCEMENT OR PENNSYLVANIA COMMUNITY TRANSPORTATION INITIATIVE (PCTI)** – Enhancement funds and PCTI funds are made available through PennDOT for projects that address the quality of life in a community, such as safer pedestrian-oriented linkages, traffic calming, re-signalization, and reconfiguration of intersections.
- **GREENWAYS, TRAILS, AND RECREATION PROGRAM (GTPR)** – These funds, up to \$250,000, are available through the Commonwealth Financing Authority for planning, acquisition, development, rehabilitation, and repair of greenways, recreational trails, open space, parks, and beautification projects.

In addition, the PA DCED Governor's Center for Local Government Services (GCLGS) is a one-stop shop for local government officials and provides a wealth of knowledge and expertise on all matters affecting local government operations throughout Pennsylvania. The services and publications provided can be viewed and downloaded at www.dced.pa.gov.

The Implementation Manager should provide advice and recommendations related to the following: (1) eligibility requirements related to each program; (2) assumptions regarding the proposed use of funds and consistency with program eligibility and compliance requirements; (3) structuring of funding uses and match requirements to promote efficiency while meeting program requirements; and (4) potential to supplement funding sources.

The Implementation Manager should review, prepare, and utilize economic data contained in this Plan for the completion of funding applications. Once funding applications have been submitted for the project, the Implementation Manager should assist in securing disbursement of funds for specific project uses. It will be important to manage communication with appointed and elected officials at the local and state levels and with various agency personnel for the purpose of securing the disbursement of public funding for the project. A comprehensive master project funding schedule should be prepared, illustrating the timing of funding availability in relation to the projects' development schedules and phasing plans. Additional activities might include the following:

- Meetings with members of the Pennsylvania legislature and congressional delegation in support of funding requests;
- Meetings with program managers to build support for the project; and
- Identification of local and private matching resources required to leverage public funds as needed.

POST-AWARD MANAGEMENT PROCESS

Once funding has been secured, the Implementation Manager should assist with disbursements and compliance for federal and state funding awards. The disbursement process will vary in complexity and duration with the funding source employed. These post-award tasks will include the following:

- Manage the post-award process to meet the project schedules.
- Complete the post-award documentation to secure the release of public funding.
- Communicate with local and/or state agencies for the purpose of project orientation.
- Manage the project schedule.
- Facilitate the close out process.

MONESSEN EIP AND FIVE-YEAR PLAN					
GOAL 7: A DETAILED FUNDING STRATEGY FOR FUNDING IMPLEMENTATION HAS BEEN DEVELOPED.					
<p>To achieve this goal, we must address the following critical success factors:</p> <div> <div> <p>We must have...</p> <ul style="list-style-type: none"> A resource allocation strategy that is planned and matches priorities A targeted funding strategy that is project-specific </div> <div> <p>We must be...</p> <ul style="list-style-type: none"> Aggressive, focused, and targeted Organized and prepared for all funding opportunities that match our priorities </div> </div>					
To meet this goal we will...		Responsibility	Implementation Schedule (Years)		
			1	2-3	4-5
Action 7A	Identify, on an annual basis, resources necessary for each action item to be implemented.	- Implementation Manager	X	X	X
Action 7B	Develop a funding matrix that identifies the specific project priorities and budgets, with possible funding sources.	- Implementation Manager	X	X	X
Action 7C	Prepare briefing books, one-pagers, and message statements for each priority project, including narrative, budgets, matching funds, and schedule for completion.	- Implementation Manager	X	X	X
Action 7D	Prepare grant applications as funding opportunities become available.	- Implementation Manager	X	X	X
Action 7E	Build political support with legislative delegations, funding agencies, and private investors.	- Council - Implementation Manager	X	X	X

CONCLUSION



The City of Monessen has a long and proud heritage as an important community along the Monongahela River. It is home to 7,720 residents and provides walkable neighborhoods with access to City amenities. With riverfront access, stable and close-knit neighborhoods and easy commutes to employment, dining, entertainment, education, and cultural nodes, there are significant opportunities for the future of the City.

The City has had challenges maintaining a stable financial condition due to declining assessed values, rising costs of personnel, and deficiencies in its budgeting process. Through reliance on professional management support, comprehensive financial reporting, and creative problem solving, the City is committed to providing quality services and operational and financial transparency for its residents.

Compensation, benefits, and rising insurance costs will continue to drive overall costs. Benefit costs will continue to rise by at least 8% per year over the next several years and the City will continue to pay off debt obligations. However, by containing the personnel costs, the City should find itself in a favorable cash position over the next five years. This will require regular monitoring and a much more comprehensive financial management system with accurate and timely reporting.

The City has taken positive steps to enhance its revenue collection, pursue delinquencies, seek alternative revenue sources, reduce staff where possible, and to limit its costs for healthcare and benefits. If the City officials continue to address the revenue problems and to engage in serious cost containment, the City should be able to stabilize its position and to begin to plan for long-term capital and infrastructure improvements.

Implementation of the EIP Plan recommendations for revenue enhancement, cost containment, financial management improvements, technology upgrades, blight and vacant property strategies, and CIP development must become a priority. With responsible oversight by the decision makers, continued support of professional management, and constant attention to the City's financial condition, the City's operations should advance and thrive.



APPENDIX A – SUMMARY OF PLAN RECOMMENDATIONS

GENERAL GOVERNMENT

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 instability both in the changes in Council members who act as Department Directors and in 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 Code⁵ 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.
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

⁵ Chapter 68, Article II, of the Monessen Code provides the description of the responsibilities, powers, and duties of the City Manager.

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.

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 currently 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 be updated to 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 policy, 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 of Monessen 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 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.

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:

- 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

FINANCIAL MANAGEMENT

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

Although Monessen 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 if 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 Monessen 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's 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.

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 **Step 4 - Appendix B.**

POLICE DEPARTMENT

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 development 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 9th 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 **Step 4- 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 9th 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, MDT's and License Plate Readers. Add Mobile Report Writing capability to the MDT's 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. **Step 4-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 would 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.

STREETS DEPARTMENT AND IMPROVEMENTS

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 PARKING 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 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. It also can be counted as credits towards MS4 compliance.

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 – MAINTAIN CITY FACILITIES AND SCHEDULE 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.

PARKS AND PUBLIC PROPERTY

RECOMMENDATION NO. 35 – HIRE SEASONAL AND PART-TIME SEASONAL 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 NEIGHBORING COMMUNITIES 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 Vactor with Donora and in turn they provide an excavator and operator for house demolitions. The City also shares the Vactor 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.

RECOMMENDATION NO. 37 - ESTABLISH ROUTINE MAINTENANCE AND INSPECTION SCHEDULES TO INCREASE PUBLIC SAFETY AND REDUCE LIABILITY IN CITY PARKS.

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.

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 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

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 COMMUNITY DEVELOPMENT DEPARTMENT SHOULD OVERSEE THE CODE ENFORCEMENT OPERATION.

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

RECOMMENDATION NO. 57 – MAINTAIN INVENTORIES THAT CLEARLY IDENTIFY COMPUTER EQUIPMENT, SOFTWARE, AND PERIPHERALS

A complete record of computers, networking devices, servers, and software on respective workstations should be 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 **Step 4 - 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 to keep IT expenditures at a constant level and avoid a spike in expenditures. The proposed replacement plan for the City shown in **Table 9** 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

It should be noted that the replacement schedule shows groupings of departments: all 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 borough 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 Borough-owned computers and employment agreements.

A sample technology policy is provided in **Step 4-Appendix F.**

RECOMMENDATION No. 65 - 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 - 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 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