

City of Bradford Early Intervention and Five Year Plan



Step IV
Management
Audit

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TABLE OF CONTENTS

Step IV: Management Audit/Review 1

 General Government 1

 Finance Department 23

 Community Development, Planning, and Code Enforcement 39

 Public Works..... 59

 Parks and Recreation 78

 Technology Management 86

Appendix 1 – Act 75 102

Figures

Figure 1 – Bradford’s Current Local Government Structure under the Code 5

Figure 2 – Policy-Making Process for Modern Local Government 7

Figure 3 – Current Administrative Organizational Structure..... 11

Figure 4 – Proposed Administrative Organizational Structure..... 14

Figure 5 – Sample Home Rule Charter Structure 18

Figure 6 – Recommended Financial Management Structure 37

Figure 7 – Code Enforcement Revenue 2004 – 2010..... 45

Figure 8 – Code Enforcement Expenditures 2004 – 2010 46

Figure 9 – Recommended Planning, Zoning, & Codes Organizational Chart..... 55

Figure 10 – City of Bradford Public Works Department – Parks Organization Chart 60

Figure 11 – IT Expenditures by Department..... 89

Figure 12 – IT Expenditures..... 89

Figure 13 – Recommended Organizational Chart..... 96

Tables

Table 1 – Tax Collection Actual Expenses 2004 – 2010 26

Table 2 – City Clerk’s Office Actual Expenses 2004 - 2010 27

Table 3 – Personnel and Administrative Expenditures 2004 - 2010 28

Table 4 – Sample Analysis of Garbage Collection Expenditures and Revenue 35

Table 5 – OECD 2011 Revenue..... 40

Table 6 – Code Enforcement Summary 2004-2010 42

Table 7 – Code Enforcement Organizational Chart 44

Table 8 – Code Enforcement Revenues 2004 – 2010 47

Table 9 – Code Enforcement Expenditures 2004 – 2010..... 48

Table 10 – Zoning Hearing Board Cases 2008 – 2010..... 53

Table 11 – Proposed Inspection Responsibilities..... 57

Table 12 – Street Division Operating Budget – 2004 – 2010 63

Table 13 – Street Division Operation Budget (Continued) 64

Table 14 – Sanitation Division Operating Budget – 2004 – 2010 65

Table 15 – Vehicle Inventory..... 67

Table 16 – Departmental Computer Setups 88

STEP IV: MANAGEMENT AUDIT/REVIEW

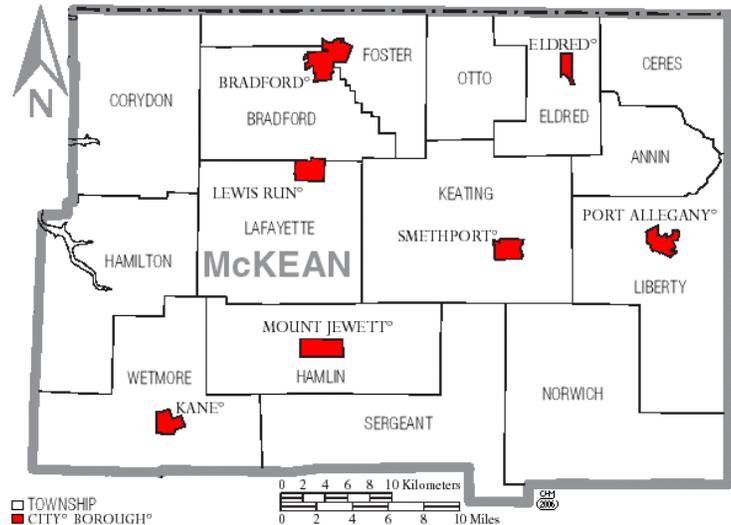
As part of the Early Intervention Program (EIP) and with assistance from Delta Development Group, Inc. (Delta), the City of Bradford (City) is required to perform a management audit of all major departments and operations. The audit is to include narrative summaries of each department, comprising budget and personnel information as well as other relevant data. This data is to be supported by interviews with each department's director, bureau manager, and staff in order to facilitate the most comprehensive view of the City's most critical operational needs.

GENERAL GOVERNMENT

The review of Bradford's general government operations was conducted by Deborah J. Grass, Senior Associate at Delta, as part of Step IV of the EIP and Five-Year Financial and Management Plan for the City of Bradford. Grass has 25 years of experience in local government management, including three years with the Pennsylvania Department of Community and Economic Development (DCED), Governor's Center for Local Government Services, as a Local Government Policy Specialist. She has provided technical assistance to dozens of communities and is an experienced Act 47 Coordinator. She conducts training for DCED, Pennsylvania State Association of Township Supervisors (PSATS), Pennsylvania League of Cities and Municipalities (PLCM), and Local Government Academy in the areas of budget, finance, and general government.

To complete this evaluation, the consultant conducted fieldwork and site investigations, analyzed data, gathered information from comparable local government operations, and performed extensive research. Interviews were conducted with the City Clerk and other key staff members. The recommendations contained in this report are based on recognized standards, accepted practices, and government mandates.

The fundamental basis for the authority and action of any local government is the leadership and management of its organizational and operational components. To this end, the structure, culture, and resources for basic leadership and management activities are critical to the success of the organization and, by extension, to the health and welfare of the community and its residents. If the leadership does not operate optimally, the immediate organization and the broader community will suffer. This report relies heavily on the *Standards for Effective Local*



Government from the Southwest Pennsylvania Commission (SPC).¹ The *Standards* have been adopted and distributed by the International City/County Management Association (ICMA) and are the basis for much of the evaluation of the departments and programs in this report. The ICMA's *Standards* assert the following:

If a local government is to function effectively, it must possess three critical assets:

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

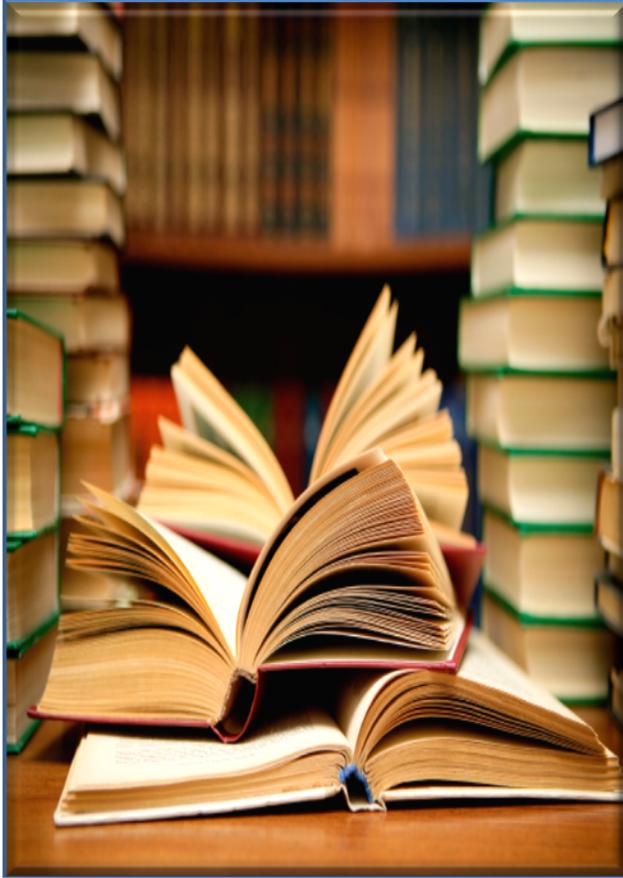
The ICMA publication further states that “excellence in the general management area, most especially leadership on the part of elected officials, is essential if a local government is to be viable and capable of functioning independently.” Leadership and management excellence must exist in order for the community to thrive. A well-led and well-managed local government sets the tone and conditions that instill public trust and confidence.

It is also critical for elected officials to understand and support professional expertise as the basis for informed and effective government action and to include the best and highest standards in administrative practices. Elected officials have the obligation to ensure that competent personnel are in place as part of the management team and that this expertise is utilized as a resource in developing and executing the policies that flow from their actions. Management has the important role of identifying and nurturing the energies of talented and committed employees, as well as members of citizen boards, committees, and commissions. Ideally, a partnership will emerge that will ensure that government works well and serves the residents to the highest degree possible.

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

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

¹ Southwest Planning Commission, *Standards for Effective Local Government*, adopted by the International City Management Association (n.d.).



THE GOVERNING BODY

ORGANIZATION AND STRUCTURE

Bradford was established as a City of the Third Class under Pennsylvania law and operates under the Commission form of government. Third Class cities can be governed in one of three ways. The Code establishes the commission form of government as the “default” form for cities of the Third Class. Under this form, the Mayor and four other members constitute the City Council, which is the governing body of the City. The Mayor is one of the members of Council, acts as the Chief Executive, and directs the police department. Each Council member is in charge of one of the major departments.

- Department of Public Affairs (Police)
- Department of Accounts and Finance
- Department of Public Safety
- Department of Street Improvements
- Department of Parks and Property

The City Controller and Treasurer are elected independently. Of the 53 cities of the Third Class in Pennsylvania, a total of only 21 continue to employ this form of governance.

The second possible structure is the Mayor-Council form of government, which is provided for as an “optional charter.” The Mayor-Council form has a five-, seven-, or nine-member Council, elected at large for overlapping four-year terms. A Mayor, Treasurer, and Controller are also elected independently for a four-year period. The Mayor is the chief executive of the city and enforces the ordinances of Council. The Mayor cannot vote but may veto ordinances, which can be overridden by a two-thirds majority of Council. The Mayor supervises the work of all city departments and submits the annual city budget to Council. This form has been adopted by nine cities in Pennsylvania by referenda.

The last is the Council-Manager form of government, in which all legislative authority is assigned to Council, which is composed of five, seven, or nine members elected at-large for a four-year term. A City Treasurer and Controller also are elected independently. A City Manager is appointed by Council. The Manager is the chief administrative officer of the city and is responsible for executing the ordinances of Council. The Manager appoints and may remove department heads and subordinates. Only four cities in Pennsylvania use this method of city organization.

In addition to these forms, a total of 19 Third Class cities have adopted home rule charters.

The Third Class City Code is the only Code in Pennsylvania that prescribes the Commission form of government as an option for governing. The Commission form originally was a result of an attempt to address the Galveston hurricane of 1900 by assigning areas of responsibility to the five sitting Council members in the City of Galveston, Texas. Based on this form of government, all executive and legislative powers were concentrated in a five-member city commission, and each director became the head of a city department. In 1913, Pennsylvania adopted the Galveston commission form of government for Third Class cities in Pennsylvania. Of the current 53 Third Class cities in Pennsylvania, only 21 retain the Commission form of government to this day. In fact, of the 2,562 communities in Pennsylvania, less than 1 percent are organized based on the Commission form of government.

There are significant challenges for communities that continue to be organized under the Commission form of government. The following are some advantages of the Commission form:

- It is a simple organizational structure – each Council member heads a department.
- Policy decisions can be implemented quickly – there is no “middle man” to work around or through.
- Since each member can directly supervise and direct a department, there is some evidence that this form of government can respond to emergencies more effectively.

There are some disadvantages of the Commission form of government:

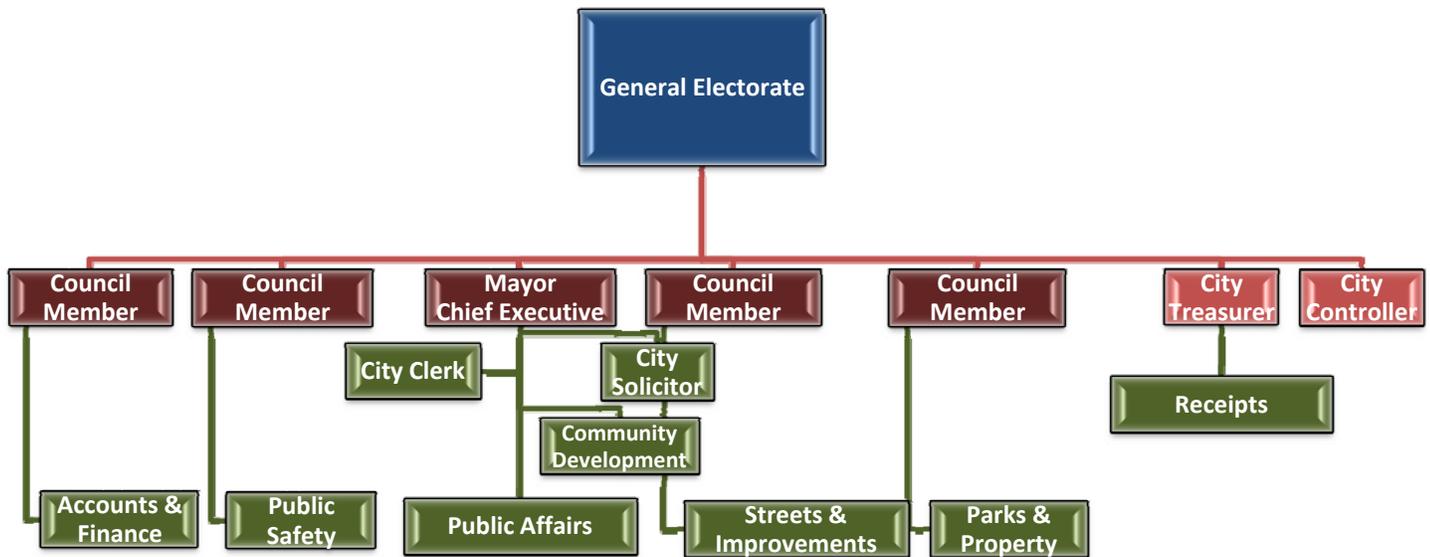
- There is no distinction between the legislative and administrative functions of the government, and therefore, administrative decisions become politicized.
- Because legislative and administrative functions and decisions are unified, there is an absence of “checks and balances.”
- There is no central management and therefore no coordination or cohesion between departments and department activities.
- Elected Council members may not have specific administrative abilities, skills, and experience to do the job to which they are assigned.

In a Commission form of government, the Council appoints a City Clerk who attends all meetings of the Council and keeps minutes of its proceedings. The City Clerk is statutorily responsible for the recording of resolutions and ordinances in the appropriate books, preserving the records and documents of the City, and keeping custody of the corporate seal. The City Clerk attests the execution of all instruments.

The City Treasurer and City Controller are elected independently as prescribed by the Code.

The current structure of the Bradford government organization under the Third Class City Code is shown in **Figure 1** below.

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



The Bradford City Council typically operates in a cooperative and supportive manner, relying on the City Clerk and City Solicitor to prepare information, provide policy advice and recommendations, and carry out Council legislative mandates. City Council meetings are conducted in an orderly fashion and provide an adequate amount of time for Council members to express opinions and for residents to make comments. The City Clerk develops the agenda, and the Mayor conducts orderly and efficient Council meetings.

THE POLICY PROCESS

One of the important standards in the SPC’s *Standards for Effective Local Government* is Standard No. 2, which states that the governing body “helps people to see the community as a total enterprise, not as a series of separate factions to be separately accommodated.” The Mayor and City Council in Bradford have done a good job of providing a united front for the advancement of the City’s goals over the years and have responded positively to goals and objectives set forth by the administration. As a result, the Bradford governing body has been able to meet another important standard, Standard No. 3, which states, “The reputation of the municipal government is that of a well-run local government, as opposed to a government dominated by ‘politics’ and self-interest.”

For the most part, the Council members treat each other with respect and allow the discourse that is necessary to fully explore options and competing agendas that are available to the City. The commentary for Standard No. 3 provides valuable insight into the benefit of striving to meet this standard for the enhancement of the community, as outlined below:

The reputation of public officials is greatly enhanced when they are able to explain their actions, supported by facts, in a way that reasonable people can understand, even if they disagree. Some of the clearest indicators of “reputation trouble” come from public exposure of actions, and are clearly within the control of the elected officials. For example:

- *When there is a frequent turnover in the position of Administrator/administrator and/or professional department heads. Usually this is a clear indication of politics taking priority over stable and consistent municipal management.*
- *When elected officials are unable, or unwilling, to respond to questions from the public or explain votes; when it is obvious that they have not done the necessary homework to intelligently respond to agenda items; when the solicitor is, routinely, the spokesperson for the elected officials; when the municipality finds its policies are the subject of citizen-initiated lawsuits.*
- *When personality conflicts among members of the governing body dominate over problems and issues. When bickering, vituperative and abusive language, and even physical encounters come to characterize meetings of the elected officials. It is cause for concern when public meetings come to be seen as “the best show in town” or “government by uproar.”*

Training for elected officials, especially newly elected officials, relative to the ability to have effective and productive discourse in order to advance the City’s goals, is available through the Pennsylvania League of Cities and the DCED. Additional analysis and recommendations relative to this goal are provided under the Recommendations section of this report.

Local government works best when the elected officials, as a governing body, establish thoughtful, well-designed, and carefully examined policy directives based on a clear vision of the organization’s mission and goals. Responsible actions derived from the policy mandates of Council are carried out by a professional city administrator and dedicated staff that are fully aware of policy decisions and act under the direction of trained supervisors. Proper training of the staff to continually adhere to and advance the goals of the organization is absolutely critical in a professional government scenario.

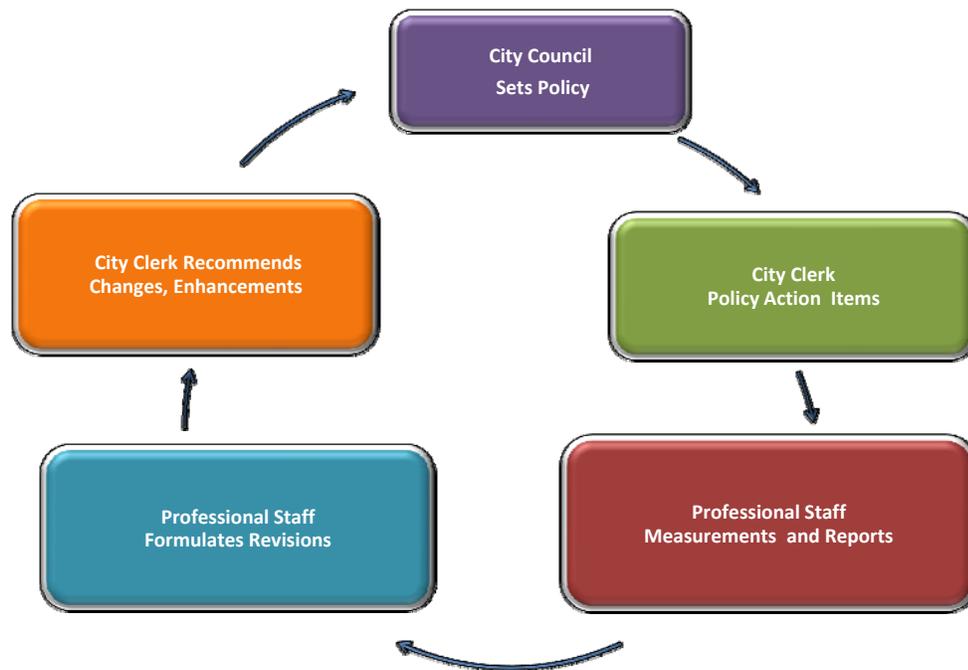
Local government works best when the elected officials, as a governing body, establish thoughtful, well-designed, and carefully examined policy directives based on a clear vision of the organization’s mission and goals.

In Bradford, the City Clerk provides the elected officials with timely information necessary to thoroughly evaluate available options when problems and issues arise. Elected officials are responsible for doing their homework prior to attending work sessions and Council meetings so they can be conversant with issues prior to participating in discussions and decision making. The elected officials should not be concerned about winning but rather should work toward an outcome that serves the interests of the City’s residents.

In a properly functioning organization, the employees are fully aware of the organization’s and department’s objectives and work toward accomplishing the action items that have been articulated to them. The departments then develop performance measures that are

quantifiable and reportable so that the Council can be routinely updated about the progress of the policy implementation. As the process unfolds, adjustments can be reported and evaluated and the staff can make additional recommendations regarding revisions and enhancements to the process. The Council can then take further action, if necessary, to adjust the policy directives. Ideally, the staff carries out the action items or tasks related to the policy and assists with the development of whatever information is necessary for the Council to make informed decisions. **Figure 2** is a graphic representation of this process in a properly functioning policy-making environment.

FIGURE 2 — POLICY-MAKING PROCESS FOR MODERN LOCAL GOVERNMENT



In Bradford, the policy process is more fragmented because of the inherent lack of cohesion in the Commission form of government. The City Clerk presents information and establishes agendas based on directives from each of the five Council members who head each of the five major operational areas. The process breaks down in a number of ways:

1. Council members who act as department directors work directly with the City Clerk and the department heads to discuss the coordination of day-to-day operations in the departments. Since each Council member is primarily responsible for his/her department, the City Clerk steps in to assist with the prioritization and coordination between the departments.
2. The hiring and recruitment process is undertaken by Department heads in conjunction with the Human Resource Director, most of whom have very little human resource or personnel training. This provides a level of risk and exposure for the City because of the inexperience and knowledge of public sector hiring practices.
3. The City Solicitor and City Clerk prepare ordinances, resolutions, rules, regulations,

grant applications, and other documents at the direction of Council members. There is no prioritization of the importance of each task since each Council member is rightfully concerned with his/her area of responsibility.

4. Although the City Clerk, by resolution has been appointed the Administrative Assistant to the City Council and has been granted supervisory responsibility over all departments, the City Clerk's authority is "subject to the supervision of the department head, Council, or the Mayor as appropriate." The City Clerk, as the Administrative Assistant oversees expenditures, makes recommendations to Council, and prepares the budget including meeting with department heads. Even the finance operation, which is the most important operation in the City, remains partly under the supervision and direction of the City Treasurer and City Controller, who are elected independently of the City Council members. As a result, there is no cohesive financial management operation and no overall organizational vision.

Because the Third Class City Code vests the legislative and administrative control of the City with five separate Council members, two independently elected officials, and the appointed City Clerk, the overall goals and policy initiatives are not focused and are not well articulated. There is not a general cohesiveness and consensus about where the community is headed and how the resources should be allocated. The department heads report to the City Clerk and the individual Council members and are therefore concerned about their specific areas of operation and retaining enough resources to effectively carry out their respective projects and programs. No one person or position is in charge of the entire operation and no single authority is vested with oversight of the overall financial management system of the City, the hiring and personnel processes and supervision, and the authority to establish objectives and to communicate the objectives to the community and staff.

MUNICIPAL MANAGEMENT**COMPETENT MANAGEMENT**

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

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

Standard No. 2 further supports the concept of competent local government management:

The individual hired as Administrator/Manager has been educated or trained in the field of municipal management/administration, or a related field, or is qualified on the basis of equivalent experience. Such qualifications are established as part of the authorizing resolution, ordinance or home rule charter provision.

Until earlier this year, the Commission form of government under the Code did not provide for the position of Administrator or Manager. It provided only for the position of City Clerk, which is vested with limited responsibility and authority as delegated by Council. In 1988, the City also created the position of Administrative Assistant to City Council by Resolution 17801, officially assigning limited authority and responsibility for the day to day operation of the City to the position of Administrative Assistant. Subsequently, each of the City Clerks have been named the Administrative Assistant to the City Council.

Because there has been relative stability in the position of City Clerk in Bradford and the City Clerk has a long history of public service and training in specific areas of local government, the roles and responsibilities of the City Clerk in Bradford include responsibility for many of the day-to-day City operations. In addition to the typical duties assigned to a City Clerk, the current City Clerk has been named Zoning Officer and City Health Officer and has been certified and assigned the duties related to these positions. Although the Council has granted authority to the City Clerk for the day-to-day operation of the departments, the authority for supervising the departments, by law, is still largely vested in individual Council members.

In July 2011, the Pennsylvania General Assembly passed Act 75 of 2011, legislation that amended the Third-Class City Code to provide for the creation of a City Manager position with specific authority and duties.² The new legislation also provides for the ability of the City to enter into an employment agreement with the City Manager in order to establish terms and conditions of employment. The City should take advantage of the new legislation by creating

² The governor signed Act 75 (formerly Senate Bill 830) into law on July 7, 2011.

the position of City Manager and assigning the specific duties and responsibilities that are outlined in the Act. (Act 75 is included in its entirety as **Appendix 1** to this report.)

LINES OF COMMUNICATION

The Council and City Clerk have established informal lines of authority and communication between the Council, the Mayor, the City Clerk, and the employees. Individual Council members sometimes directly counsel and coordinate department activities with department heads (Police Chief, Fire Chief, Public Works Director, Community Development Director, etc.), and this has an impact on how the duties are carried out by the departments. There is no clear understanding of how the Council members' concerns, complaints, and suggestions about day-to-day municipal operations are to be handled. Without a formal process for handling these issues, there is sometimes confusion about which orders and directives should receive the highest priority and whether there is a consensus from Council members about the action that has been requested.

COMMUNICATION WITH COUNCIL

As an aid to providing information to Council members, the City Clerk routinely prepares memorandums and reports for the Mayor and City Council that address what has taken place during the most recent work period: problems and issues, accomplishments, emerging issues, progress on projects, personnel notes, financial matters, etc. These reports are in a format that allows for quick reading by the elected officials and should be continued and enhanced as time permits.

If the relationship between the City Council and the City Clerk is to be productive and respectful, issues and concerns must be dealt with in a fair, firm, and straightforward manner. The City Clerk should strive to clearly understand the will of the majority of Council and clearly recognize when there are problems that must be addressed, even if the problems identified are only relevant to some of the Council members. The City Clerk should regularly communicate with all Council members about the expectations and achievements of the staff and about what can be accomplished and what cannot.

OPEN RECORDS – OPEN MEETINGS

The City Clerk is charged with ensuring that citizens have access to public records and to the public meetings where decision making takes place, in order to provide a foundation for establishing trust in local government. Pennsylvania's "Sunshine Law," also called the "Open Meetings Law," like those of most other states, requires that all public meetings, special meetings, and work sessions be open to the public. The law provides that some discussions may be held in private, such as those related to real estate transactions, legal matters, and personnel. The "Open Records Law" requires that public documents and information be made available to members of the public on a timely basis and without unreasonable costs. The City is committed to the concept of transparency and accountability in its operation.

The City Clerk has been appointed the "Open Records Officer" and the City appears to be responsive to its residents in requests for public information and has established a record request policy pursuant to the Open Records Law. To date, there have been 260 requests for information that have been submitted to the City with only one (1) appeal filed. The City Clerk has received training in order to carry out these responsibilities. With the exception of the

electronic police records, the City’s record system is largely a “paper” system, so the retrieval of records is sometimes tedious and time consuming.

All meetings are advertised by the City Clerk at the beginning of the calendar year, and the City Clerk ensures that special meetings and committee meetings are advertised as necessary.

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

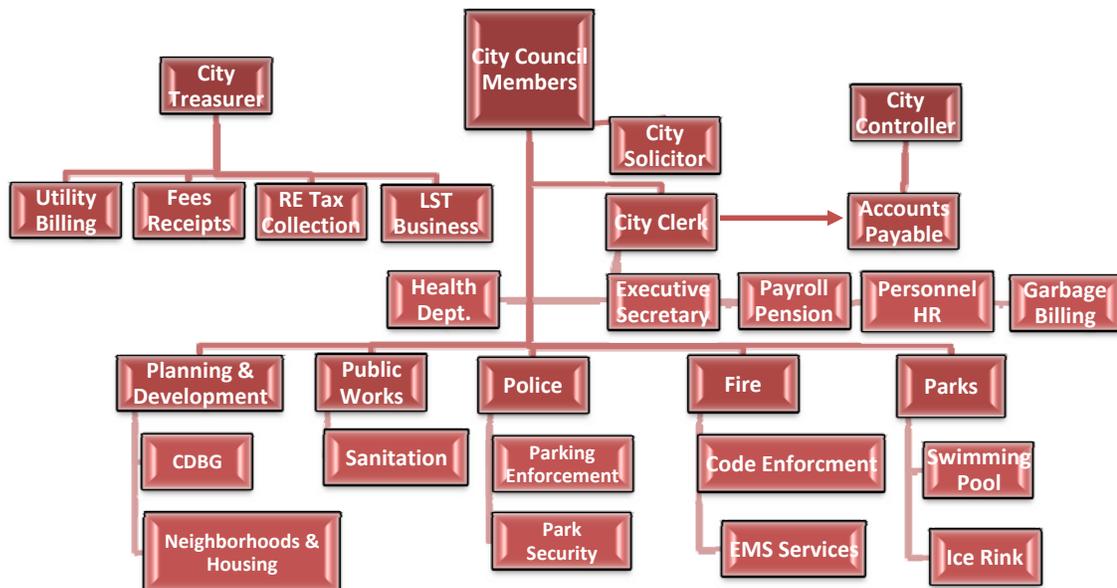
The Bradford City Council has established orderly procedures for its meetings that are effective for creating a sense of openness and order and that respect the time of the public and the elected officials. Council meeting agendas and procedures provide for the orderly flow of business while allowing for the proper inclusion of citizen input. An established formal agenda is prepared by the City Clerk. All Council members have an opportunity to provide input. The agenda provides an outline for the public that identifies what the business of the meeting will be. The agenda is available to elected officials in advance of public meetings and executive sessions, along with materials, documents, or commentary essential to understanding the business items that will come before the Council. A brief explanation of each agenda item is provided. The public has an opportunity to provide comment in advance of Council action on agenda items, as required by law.

ADMINISTRATIVE ORGANIZATION

STRUCTURE

The City of Bradford adopted an Administrative Code in 1974 that is codified as Chapter 3 of the codified ordinances of the City of Bradford. The current configuration for the administrative structure based on the Administrative Code is reflected in **Figure 3** below.

FIGURE 3 — CURRENT ADMINISTRATIVE ORGANIZATIONAL STRUCTURE



The Code provides for the structure and direction of the City departments and assigns supervisory responsibility for various functions and responsibilities. It assigns responsibilities and oversight as follows:

| Department | Responsibility Assigned To: |
|--------------------------|--------------------------------------|
| Administration | City Council |
| Finance | City Treasurer |
| Planning and Development | Director of Planning and Development |
| Police | Police Chief |
| Fire | Fire Chief |
| Public Works | Director of Public Works |
| Health Department | Health Officer |
| Water Department | Superintendent of Water |

The Code also provides for the appointment of the City Clerk, City Solicitor, and the City Engineer who all report to Council and are assigned specific responsibilities. The Code also provides for an Executive Secretary to the City Clerk.

A review of the current structure reveals that the Code does not provide for a cohesive management team and that the organization is rather fragmented with key parts of the operation isolated from the overall organizational structure. The financial management system is vested partially with the City Treasurer, partially with the City Clerk, and partially at the department level.

The City Clerk who has been trained in collective bargaining and public employee management is not directly charged with recruitment, hiring decisions, promotions, or personnel policy development in the departments. Fortunately, the City Clerk and City Solicitor who are experienced and trained in public sector employment oversee the collective bargaining process and use competent labor counsel when necessary to select arbitrators, to provide advice for grievances, and to review agreements before they are finally approved. The areas of personnel and collective bargaining are an extremely complex and expensive area of any City operation. A constant and continuous investment in training for collective bargaining and public employee management will provide savings and cost avoidance in the future.

Likewise, although the Code Enforcement activities are the most critical functions in the entire operation for preserving and protecting the neighborhoods from further decline, this area has received little to no attention and resources based on a review of the budget over the past seven years. These activities are scattered and unfocused:

- The City Clerk has oversight of the planning commission, zoning board, and zoning permits as the Zoning Officer;
- The City Clerk oversees the health department codes as the Health Officer;
- The fire department has oversight of code enforcement, property maintenance, and local nuisance ordinances for residential properties; and
- A third-party vendor has oversight of the Uniform Construction Code for new building activity.

In order for this operation to be successful, the activities and functions require leadership and direction. A department director should be installed and charged with a complete overhaul of

the planning, zoning, health, and code enforcement activities and a restructured focus on aggressive enforcement activities in all neighborhoods. This issue is further explored in the Code Enforcement section of this report.



Although the financial management operation appears to have been staffed adequately and with a substantial level of resources assigned, the City financial operation is assigned to the City Treasurer who is an elected official. Elected officials come to their positions with diverse backgrounds and competencies and may or may not have the skills, experience, and training to oversee a complex governmental financial operation.

In the current administrative structure, there is no official Finance Director or Chief Financial Officer (CFO) with a strong background and experience in governmental accounting. Considering that the City is a \$7.5 million operation, the absence of a competent, highly trained CFO is a

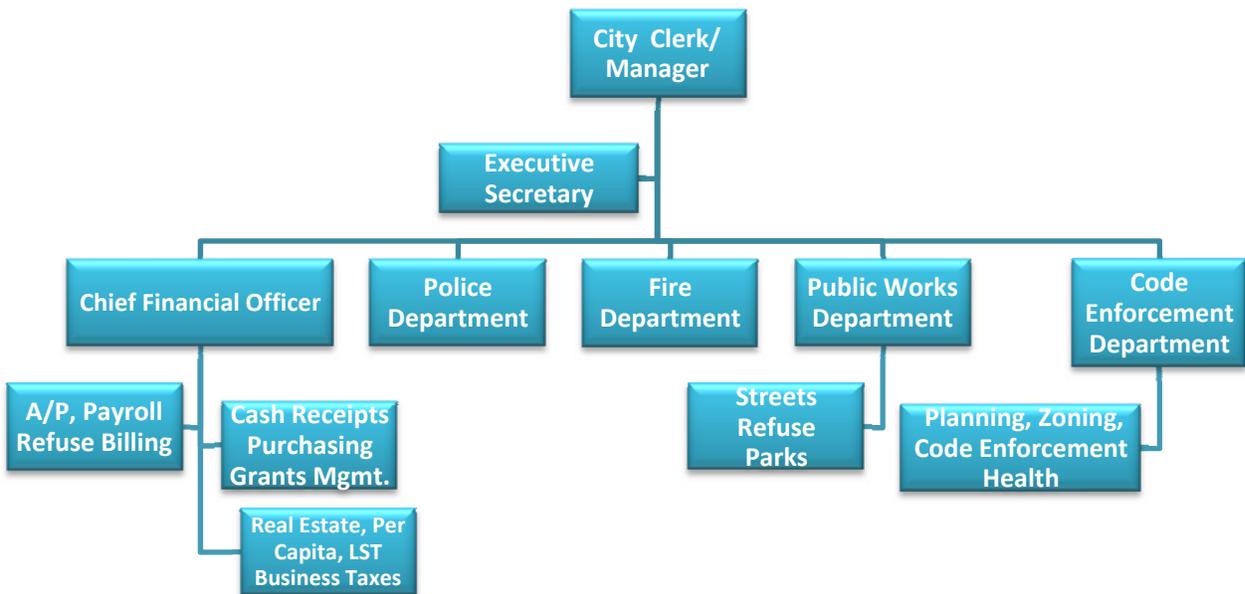
glaring omission in the City's operation. With the appointment of a highly skilled CFO and the retention of three full-time employees, the department should be able to produce all of the information and undertake all of the functions normally assigned to a finance operation. In fact, if the operation were running at its peak capacity, the functions of the Finance Department could be carried out with a director and two skilled and motivated employees to carry out the day-to-day activities. This topic is discussed at great length in the Finance Department section of this report.

In the current administrative structure, there is no official Finance Director or Chief Financial Officer (CFO) with a strong background and experience in governmental accounting.

The City should consider benchmarking and periodic performance assessments of its departments to determine the correct level of staffing and services that should be established for them. In addition, the City should continually identify functions, services, and programs that may benefit from a more regional approach to service delivery. A proposed structure based on best practices of similar organizations with similar budgets and operations is shown below.

Figure 4 establishes a streamlined organizational structure that addresses the deficiencies noted above.

FIGURE 4 — PROPOSED ADMINISTRATIVE ORGANIZATIONAL STRUCTURE



SPECIAL APPOINTMENTS – OUTSIDE CONSULTANTS

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

requirements for a price that it has determined to be reasonable. This is best achieved through an open, competitive process as described above.

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

Likewise, from time to time, the City Council must fill vacancies on its boards and commissions; on committees such as zoning, planning, recreation, and civil service; other authorities; and ad hoc committees. It is important to inform the public when there are vacancies to be filled and to encourage interested and qualified citizens to apply. The process should attempt to balance broad-based community representation with specific qualifications needed to ensure effective performance.

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

RECOMMENDATIONS

RECOMMENDATION NO. 1 – FOR THE SHORT TERM, CONSIDER THE ADOPTION OF AN ORDINANCE THAT ESTABLISHES THE POSITION OF CITY MANAGER WITH THRESHOLD QUALIFICATIONS, ASSIGNED DUTIES AND RESPONSIBILITIES, AND AUTHORITY TO ENTER INTO AN EMPLOYMENT CONTRACT ESTABLISHING TERMS AND CONDITIONS OF EMPLOYMENT PURSUANT TO PENNSYLVANIA ACT 75 OF 2011.

Currently, the City provides no assigned responsibilities or authority for the City Clerk in its Administrative Code. In 1988, the City adopted Resolution 17801 which established the position of Administrative Assistant to the City Council and, by virtue of this position, provided authority to the City Clerk for the day to day operations, preparation of the budget, control of expenses, and policy formulation advice. Because this was done in the form of a resolution, it can be changed or modified at any time by motion of City Council.

The current City Clerk has a long tenure with the City and has developed a good working relationship with the City Council and the City departments. Because there is a level of respect and skilled competency in the City Clerk position currently, the City operates “as if” the City Clerk had the authority to oversee the departments and “as if” the City was structured as a Council-Manager form of government. However, the legal structure of the commission form of city government vests most of the authority and decision making for the department operations in the individual Council members who oversee those departments. Furthermore, even though the City Clerk oversees many important financial activities for the City (i.e. accounts payable, payroll, pension administration, debt management, and budget preparation) the Administrative Code assigns the entire financial management of the City to the Treasurer who is an elected official.

In July 2011, the Pennsylvania General Assembly enacted and the governor signed into law Act 75 of 2011, providing for the appointment of a City Manager for cities of the Third Class. The City should consider the adoption of such an ordinance because it clearly includes authority that is derived from the Third Class City Code for the City Manager to oversee the day-to-day operation of all departments in the City.

With this adoption and appointment, the City Manager can better coordinate activities and carry out the policy decisions and goals of the Council members.

The City Manager ordinance achieves the following objectives:

EFFICIENCY The City Manager will have the authority to seek out the lowest cost and the most streamlined processes for the delivery of quality services.

EFFECTIVENESS The coordination of all local government activities and programs with a central management structure improves the ability of the City Manager to increase the quality of the municipal programs and services.

EQUITY AND FAIRNESS The City's decision making is less likely to be seen as politicized and biased and more likely to be seen as the result of a consensus.

TRANSPARENCY Decisions that are perceived as having been made by the Council and carried out by the City Manager will be seen as more ethical and more subject to scrutiny and comment than decisions made by individual Council members.

UNITY The Commission form of government, by its very definition, is composed of divided groups. Every Council member has his/her own department or "turf" and is less inclined to see the "big picture" when making decisions about resources and programs in the City. The City Manager must take into account all of the departments, services, activities, and programs and will be seen to be more unified in purpose.

LEADERSHIP It is difficult for any central leadership to emerge or occur in a Commission form of government. When the implementation is delegated to the City Manager, the central source of authority is the City Council and the leadership is vested in the Council members when they reach a consensus and the City Manager carries out the directives of the consensus.

The new ordinance would provide a legal basis for the City Manager's delegated authority that is derived from the Third Class City Code. For these reasons, it is the consultant's recommendation that, for the short term, the City Council consider the adoption of the City Manager ordinance for efficient and effective operation of the City departments.

RECOMMENDATION NO. 2 – FOR THE LONG TERM, THE CITY SHOULD TAKE ACTION TO PROVIDE FOR THE ESTABLISHMENT OF A HOME RULE CHARTER STUDY COMMISSION FOR CONSIDERATION BY THE VOTERS AT THE NEXT LOCAL ELECTION.

As discussed, the Commission form of government poses many challenges for modern governance. Of the Commonwealth’s 2,562 communities (53 of which are cities of the Third Class), only 21, less than 1 percent, are currently organized under the Commission form of government.

For the reasons discussed in this section, the City should consider the formation of a nine-member Home Rule Charter Study Commission, made up of interested residents, to study the current structure of the government and to make recommendations for a structure that is more flexible, responsive, and less subject to political divisiveness. The current system for electing five Council members who each become directors of a major department, a Treasurer who oversees the collection of City revenues, and a Controller who oversees the City expenditures is outdated and ripe for parochialism and politicization.

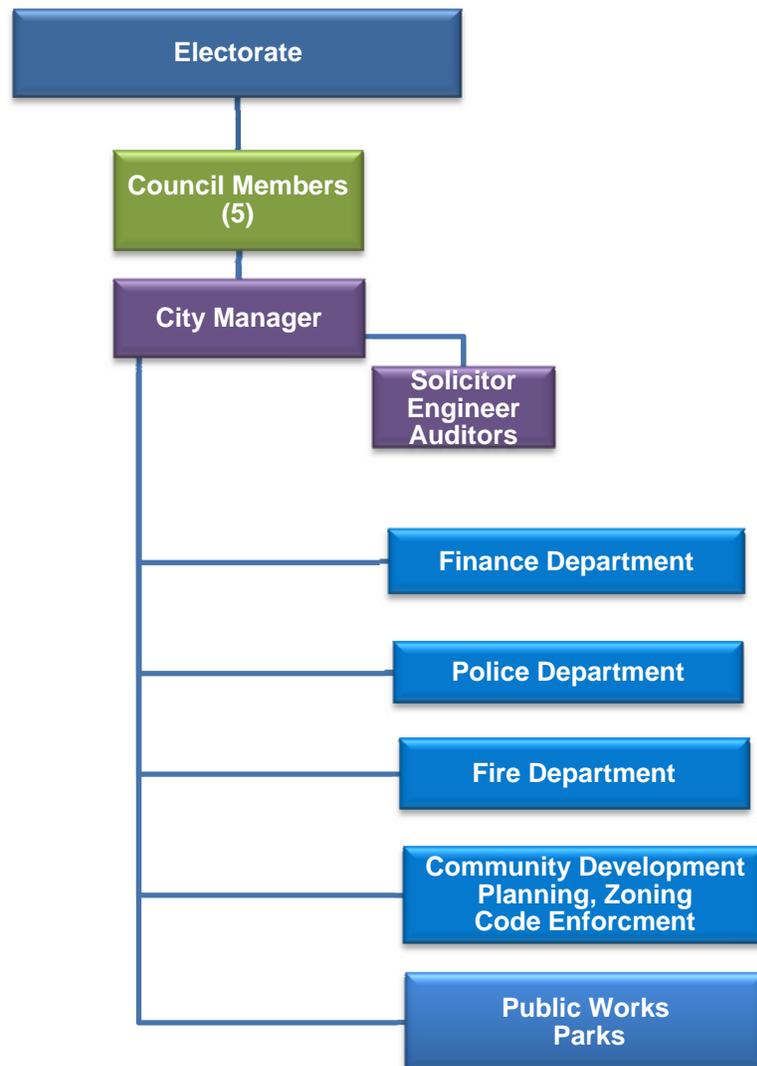
A home rule charter can set up a sustainable structure for providing basic service delivery to residents in a cost-efficient manner, and it can also provide flexibility in the tax structure and revenue stream. The Home Rule Charter Study Commission should be included on the ballot for the next local government election in the form of a question to the voters of Bradford, such as the following:

Shall a government study commission of (seven, nine, or eleven) members be elected to study the existing form of government of the City, to consider the advisability of the adoption of a home rule charter, and, if advisable, to draft and to recommend a home rule charter for the City?



If supported by the voters of Bradford, the commission would have 18 months to study the issue and propose a charter for consideration by the voters at the next local election. DCED’s Governor’s Center for Local Government Services can provide technical assistance to work with the Home Rule Charter Study Commission. A sample structure for the City organization through a home rule charter process is shown in **Figure 5** below:

FIGURE 5 — SAMPLE HOME RULE CHARTER STRUCTURE



RECOMMENDATION NO. 3 – CONTINUE TO SUPPORT THE TRAINING COSTS AND RESOURCES FOR THE CITY CLERK (OR CITY MANAGER) AND HUMAN RESOURCE (HR) CLERK TO ATTEND SESSIONS REGARDING PUBLIC-SECTOR PERSONNEL AND HUMAN RESOURCE MANAGEMENT.

Like most communities, the largest expenditure in the City’s 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. As stated previously, these activities require a high degree of training and experience in order to be addressed methodically and in accordance with public-sector employment law. Typically, in a local government organization, these responsibilities rest with professional staff who are trained and certified in personnel and human resource management and who have a comprehensive understanding of public-sector personnel law.

In the highly charged, union-dominated environment in Bradford, it is absolutely critical to address the practices in all departments relative to recruitment, hiring, promotions, working conditions, grievances, unfair labor practices, and civil rights complaints. In addition, incidents involving workers' compensation claims, disabilities, and long-term absences can be expensive if they are not addressed in an effective and expedient manner. The City Clerk, as the City's personnel and human resource specialist, should be permitted to attend all of the training opportunities that are available. The HR clerk should continually review and update policies and procedures. As the City continues to reduce staff and explore alternative organizational structures and service delivery, it will be critical for the City Clerk to have a comprehensive understanding of the applicable law.

RECOMMENDATION NO. 4 – CREATE A POLICE LEADERSHIP COMMITTEE THAT INCLUDES THE MAYOR, POLICE CHIEF, AND CITY CLERK AND MEETS ON A MONTHLY BASIS TO DISCUSS POLICE STAFFING, OPERATIONS, COST CONTAINMENT, AND FUNDING.

Since Public Safety is the most expensive and visible of all City operations, a committee that includes the Mayor, the Police Chief, and the City Clerk should meet monthly to discuss policy, direction, staffing, equipment, and funding for the Police Department. Out of this meeting there should emerge specific action items that move to the Council agenda for discussion at the monthly workshop meeting or, if it is a personnel matter, to the executive session of the full Council for consideration. The development and full involvement of such a committee could create a more cohesive and coordinated approach to the provision of police services and could provide a united front for police negotiations, regional police initiatives, and overall enhancements to the operation.

RECOMMENDATION NO. 5 – CREATE A FIRE DEPARTMENT LEADERSHIP COMMITTEE THAT INCLUDES THE COUNCIL MEMBER IN CHARGE OF PUBLIC SAFETY, THE FIRE CHIEF, AND THE CITY CLERK AND MEETS ON A MONTHLY BASIS TO DISCUSS FIRE DEPARTMENT STAFFING, OPERATIONS, COST CONTAINMENT, VOLUNTEER RECRUITMENT, REGIONALIZATION OF FIRE SERVICES, AND FUNDING.

Since Public Safety is the most expensive and visible of City operations, a committee that includes the Council Member in charge of Public Safety, the Fire Chief, and the City Clerk should meet monthly to discuss policy, direction, staffing, equipment, and funding for the Fire Department. They should also discuss the recruitment of part-time firefighters, volunteers, and regionalization of the fire service on a regular basis. Out of these meetings, there should emerge specific action items that move to the Council agenda for discussion at the monthly workshop meeting or, if it is a personnel matter, to the executive session of the full Council for consideration. The development and full involvement of such a committee could create a more cohesive and coordinated approach to the provision of fire services and could provide a united front for fire negotiations, regional fire initiatives, and overall enhancements to the operation.

RECOMMENDATION NO. 6 – UPDATE THE ADMINISTRATIVE CODE SO THAT IT CORRECTLY REFLECTS THE ACTUAL STRUCTURE AND PROCESSES IN THE CITY ORGANIZATIONAL STRUCTURE.

The City's Administrative Code was adopted in 1974 and no longer reflects the actual structure, responsibilities and processes for the City government. Over the years, the structure of the organization and the nature of positions for the purposes of delivering critical public services has

changed to react to the ever-changing economic and political environment in the City. An updated administrative code should be developed that identifies the current administrative structure, positions, the relationship of positions and departments to each other, and the authority and responsibilities that are vested in each position. It is recommended that the code should be updated based on the recommendations in this report and the proposed organizational structure that was recommended above. The update of the Administrative Code would address two deficiencies that have been previously noted:

- Positions will be established so that, even in transition periods, the position with identified duties, responsibilities, and a place in the organizational chart will be preserved.
- Professional staff will be assigned duties and tasks that are currently retained and undertaken by elected officials, thereby moving the work to trained and experienced staff and freeing the Mayor, Council, Treasurer, and Controller to work on policy initiatives and oversight of City operations.

Specific areas that should be addressed and updated in current Administrative Code include but are not limited to the following:

- A formal process for the appointment of department directors should be outlined.
- The position of City Manager with threshold qualifications, duties and authority pursuant to Act 75 of 2011 should be added to the Code. The City Manager should oversee the Department of Administration.
- The position of Chief Financial Officer with threshold qualifications, duties and authority should be added to the Code. The CFO should oversee the Department of Finance.
- The Department of Public Works should be changed to the Department of Public Works and Parks and the duties should be expanded.
- The Water Department should be eliminated.
- The Department of Planning, Zoning and Codes should be added and the duties and activities should be outlined. The Department Director should also oversee the Health Department activities.
- Compensation and bonding provisions should be updated.

RECOMMENDATION NO. 7 – DEVELOP A CODE OF ETHICS ORDINANCE FOR THE CITY ORGANIZATION.

With the technological advances over the past several years and the additional layers of privacy and potential conflict of interest issues, a code of ethics ordinance should be developed and adopted in order to be fully compliant with recent case law and ethics decisions. A sample code of ethics that was recently enacted by the Borough of Ebensburg can be found at www.boroughs.org.

RECOMMENDATION NO. 8 – APPOINT AN IMPLEMENTATION MANAGER AND IDENTIFY AN IMPLEMENTATION STEERING COMMITTEE FOR IMPLEMENTATION OF THIS PLAN.

Because the City lacks the capacity and resources (both financial and human) and because several of the recommendations of this plan are broad-based and sweeping changes to the current organizational structure and community processes, the City should consider the appointment of an outside agency or consultant to be the Implementation Manager for the items included in this plan. The Implementation Manager should work with the City Clerk, the City Council, and an Implementation Steering Committee and should be responsible for providing monthly 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 reenergized focus and direction for the community leaders.

SUMMARY

There are many fine, dedicated, hard-working elected officials and professional staff who are striving to make a difference in the Bradford community and to work toward a brighter future for the City. Many of the employees are experienced, knowledgeable, and committed to doing a good job. The recommendations that are outlined here are intended to improve and maximize the organization, operation, deployment, and management of the municipal resources and human capital. The observations and information provided by staff, the City Clerk, Council members, and the team of consultants provided valuable insight into the existing organizational climate and the possibility for making significant, positive changes for the future.

There are many fine, dedicated, hard-working elected officials and professional staff who are striving to make a difference in the Bradford community and to work toward a brighter future for the City.

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FINANCE DEPARTMENT

The review of the general government operations was conducted by Deborah J. Grass, Senior Associate at Delta, as part of Step IV of the EIP and Five-Year Financial and Management Plan for the City of Bradford. Grass has 25 years of experience in local government management, including three years with the Pennsylvania DCED, Governor's Center for Local Government Services, as a Local Government Policy Specialist. She has provided technical assistance to dozens of communities and is an experienced Act 47 Coordinator. She conducts training for DCED, PSATS, PLCM, and Local Government Academy in the areas of budget, finance, and general government.



To complete this evaluation, the consultant conducted fieldwork and site investigations, analyzed data, gathered information from comparable local government operations, and performed extensive research. Personal interviews were held with the City Clerk and the Treasurer. In addition, interviews were conducted with employees who work in the Finance Department as part of the technology review. The ICMA publication *Standards for Effective Local Government*, the best practices developed by the Government Finance Officers Association (GFOA) and the SPC, and the DCED publication *Fiscal Management Handbook* were used as part of the review of the City's financial management. The recommendations contained in this report are based on recognized standards, accepted practices, and government mandates. According to the ICMA *Standards*,

municipal financial management includes five areas of activity: accounting, budgeting for operations and capital projects, cash management and investments, debt management, and auditing.

A brief description of each area is presented below:

- Accounting – the process of creating and maintaining a consistent and readily accessible records system that represents all of the local government's financial transactions
- Budget – the plan annually adopted by the legislative body that allocates revenues to support the local government's spending priorities for services, programs, and capital improvements
- Cash management and investments – the actions taken to accelerate the collection of revenues, meet expenditure obligations in a timely manner, and generate investment earnings on available cash until it is used to meet expenditure obligations

- Debt management – the use of long-term borrowing by the municipality to finance capital improvements
- Auditing – the annual review of the accounting records using generally accepted accounting practices to determine whether the municipality’s financial transactions conform to those permitted by municipal codes and charters and authorized in the annual budget

BACKGROUND

The management of the City’s finances suffers from fragmentation and lack of coordination because the responsibility is divided among the elected Treasurer, the elected Controller, and the appointed City Clerk. The City’s Treasurer’s office is located on the ground floor and the City Clerk’s office is located on the second floor of the City Building on Kennedy Street.

The Treasurer’s office is responsible for the collection of the real estate, per capita, business privilege, mercantile retail and wholesale, and local services (occupation) taxes. The Treasurer’s office is also responsible for the collection of all other City fees including permits, parking rentals, parking tickets, garbage fees, and mercantile licenses. It also collects the water and sewer fees that are billed by the Bradford City Water Authority. The City Treasurer makes all of the bank deposits and completes the monthly reconciliation of all bank accounts.

The earned income tax (EIT) is currently billed and collected by the Bradford Area Central Tax Agency and deposited with the City Treasurer. However, beginning in 2012, pursuant to Act 32 of 2008, the earned income tax will be collected through a county Tax Collection Committee (TCC) that has retained Berkheimer Associates as the countywide tax collector. It will then be distributed to the municipalities on a regular basis.

The City Clerk’s office is responsible for payroll, purchasing, accounts payable, budgeting, pension administration, and financial reporting. The Controller’s functions are limited to reviewing accounts and countersigning warrants. Other departments are involved in a limited fashion. Swimming pool and ice rink fees are collected at the department level and deposited with the City Treasurer. The community development staff handles their own revenues and expenditures.

The public works clerk completes the financial reporting for liquid fuels revenue.

CONTROLLER

The DCED’s publication on city government describes the basic duties of the Controller under the Third Class City Code. The Controller is an elected officer who serves a four-year term. The Controller must be a competent accountant. The Controller must also be bonded in an amount directed by the city ordinances. The Controller is responsible for examining, auditing and settling all city accounts. The Code gives the Controller subpoena power. The Controller is required to provide the City Council with an annual audit report. The Code mandates that the Controller countersign all warrants for payment of funds out of the city’s treasury. The

Controller may appoint a deputy Controller, who serves as acting Controller in the absence of the Controller.³

In Bradford, the Controller signs all warrants for payment and examines accounts. The annual audit is conducted by an independent CPA firm.

TREASURER

The DCED's *City Government in Pennsylvania Handbook* describes the basic duties of the Treasurer under the Third Class City Code. The Treasurer serves as collector of real estate taxes for the City, school district, and sometimes the county. The Treasurer must possess a bond to cover all monies received in the capacity as Treasurer and collector of taxes. The amount of the bond is set by City Council, but any taxing district may petition the court to increase it. 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 such financial depositories as City Council directs. The Treasurer may appoint assistants and employees, but the number and compensation are determined by City Council.⁴

In Bradford, the Treasurer is responsible for the collection of most taxes and fees. These include the real estate taxes, business privilege and mercantile taxes, local services tax, most departmental earnings, garbage fees, and water and sewer fees. The Treasurer's office uses a financial management system that was recently purchased and upgraded called KVS. It is integrated with the accounting/budgeting software package used by the City for all of its financial operations and reporting. The City Clerk's office oversees the accounts payable, payroll, and purchasing operation, which are also on the KVS system. The City Clerk's office produces monthly reports and oversees the budget process. Supplemental financial information and data are captured in Excel spreadsheets by various departments.

Beginning in 2012, pursuant to the implementation of Act 32 of 2008, the earned income tax will be collected through a countywide Tax Collection Committee, which has selected Berkheimer Associates as the Tax Collector for the entire county.

The EIT is collected by the Bradford Area Central Tax Agency, which forwards the collections to the Treasurer. The deed transfer tax is collected by the County Treasurer and forwarded to the City Treasurer. Beginning in 2012, pursuant to the implementation of Act 32 of 2008, the EIT will be collected through a countywide Tax Collection Committee (TCC) that has selected Berkheimer Associates as the Tax Collector for the entire County. The accounting for these receipts is handled electronically by the Treasurer's office. They are accounted for as revenues within the General Fund.

³ Department of Community and Economic Development, *City Government in Pennsylvania Handbook*, 2nd ed. (January 2002), p. 16.

⁴ *Ibid.*, p. 17.

There are some receipts that are not handled by the Treasurer. These include community development grants that are handled by the community development staff. Liquid fuel funds, grant funds, pension funds, and other special funds are administered in other departments but deposited through the City Treasurer's office into City accounts. These special revenues are accounted for separately in special funds.

Although the Administrative Code assigns responsibility to the City Treasurer for the "Department of Finance" and assigns "general supervision" over the "management of all fiscal concerns", there are several parts of the financial management system that are not directly managed by the Treasurer. The City Clerk's office oversees purchasing, accounts payable, invoice processing, creation of warrant lists, budget preparation and administration, and the overall reporting for all City funds. The City Clerk's office also oversees the administration of most grant funds and pension reporting.

The Treasurer's office has a budget of over \$200,000 per year. This includes approximately \$22,000 that is paid to the Bradford Area Tax Office as a commission for collecting the City's wage tax. The staff in the office includes the elected Treasurer and three full-time clerks.

The current budget for the Treasurer's office is shown in **Table 1** below:

TABLE 1 – TAX COLLECTION ACTUAL EXPENSES 2004 – 2010

| TAX COLLECTIONS | 2004 | 2005 | 2006 | 2007 | 2008 | 2009 | 2010 |
|--------------------------------|----------------|----------------|----------------|----------------|----------------|----------------|----------------|
| Salaries - Clerks/Bookkeeper | 34,047 | 50,018 | 58,620 | 74,415 | 75,442 | 60,752 | 60,394 |
| Salary - City Treasurer | 31,154 | 30,000 | 30,000 | 30,000 | 36,468 | 34,000 | 35,000 |
| Health Benefit | 25,943 | 25,471 | 28,079 | 40,316 | 52,188 | 45,509 | 50,460 |
| Life Insurance | 270 | 270 | 270 | 432 | 576 | 459 | 431 |
| FICA/Medicare Expense | 4,247 | 5,905 | 6,077 | 6,184 | 7,324 | 6,019 | 6,076 |
| Workers' Compensation | 223 | 302 | 498 | 915 | 1,061 | 414 | 352 |
| Education | - | 163 | 92 | 282 | - | - | - |
| Supplies | 3,707 | 4,906 | 3,174 | 2,733 | 799 | 3,802 | 3,156 |
| Office Equipment | - | 457 | 500 | 479 | 401 | - | 200 |
| Postage | 2,500 | 4,321 | 5,391 | 3,123 | 5,804 | 3,990 | 5,779 |
| Maintenance | 339 | - | - | - | - | - | - |
| Misc./Other Services & Charges | 69 | 125 | 153 | 209 | 991 | 65 | 270 |
| Professional Services | 594 | 1,868 | 2,143 | 1,583 | 66 | 7,124 | 3,200 |
| Contractual (Computers) | 1,324 | 1,858 | 1,831 | 400 | 67 | 11,855 | 13,776 |
| Contractual (Wage Tax Office) | 21,792 | 22,283 | 24,889 | 22,497 | 23,182 | 21,738 | 21,193 |
| Capital Outlay | 1,550 | - | - | - | - | - | - |
| SUBTOTAL | 127,759 | 147,947 | 161,718 | 183,568 | 204,368 | 195,727 | 200,287 |

SOURCE: BRADFORD FINANCIAL RECORDS AND DELTA ANALYSIS

Overall costs for tax collection have increased by over 8 percent per year over the past seven years from \$127,759 in 2004 to \$200,287 in 2010. Personnel costs make up about 83 percent of the overall tax collection budget. The Water Authority pays the City approximately \$24,000 for collection services that partially offset the total cost of collection. The school district also reimburses the City for a portion of the personnel and supplies costs and this reimbursement is reflected as an offset to the overall expenses.

It is estimated that the Treasurer's office collects approximately \$4.3 million in City receipts in a typical year (i.e. real estate, local services, per capita, business taxes, garbage, and water and sewer fees) and based on a cost of approximately \$200,000 for operations, the cost of collection is about 4.75 percent of the total collection. The average cost of a private collector is approximately 2.25 percent commission on the total collected fees. The City is therefore running about twice as high for collection as a third-party collection agency. For this reason, the City should consider having Berkheimer Associates (who has been selected to collect the EIT tax beginning in 2012) collect all of its Act 511 taxes (i.e., business privilege, local services, and mercantile retail and wholesale taxes) in order to create a more cohesive and unified tax collection system. By law, real estate taxes must be collected by the City Treasurer.

CITY CLERK

The City Clerk's Office in Bradford is responsible for central administrative services (accounting, accounts payable, payroll, purchasing, budgeting, human resource management, garbage and recycling billing, and other centralized functions), in addition to the formal duties assigned to the City Clerk. **Table 2** below provides a detailed breakdown of the expenses relative to the City Clerk's office.

TABLE 2 – CITY CLERK'S OFFICE ACTUAL EXPENSES 2004 - 2010

| EXECUTIVE | 2004 | 2005 | 2006 | 2007 | 2008 | 2009 | 2010 |
|-----------------------|---------------|---------------|---------------|---------------|---------------|---------------|---------------|
| Salary - City Clerk | 53,509 | 52,817 | 54,306 | 55,928 | 57,560 | 58,940 | 58,940 |
| Health Benefit | 10,157 | 11,843 | 12,669 | 13,818 | 16,531 | 16,529 | 12,778 |
| Life Insurance | 54 | 54 | 54 | 54 | 54 | 54 | 38 |
| FICA/Medicare Expense | 5,083 | 4,991 | 5,103 | 5,229 | 5,352 | 4,502 | 4,349 |
| Workers' Compensation | 143 | 194 | 282 | 366 | 527 | 356 | 303 |
| Education | 270 | 232 | 125 | 278 | 277 | 283 | 224 |
| Supplies | 937 | 512 | 784 | 699 | 762 | 855 | 583 |
| Postage | 568 | 571 | 509 | 481 | 621 | 505 | 646 |
| Office Equipment | 200 | 129 | 184 | 198 | - | - | - |
| Meetings, Conferences | 149 | 299 | 70 | 172 | 249 | 177 | 386 |
| Capital Outlay | - | - | - | - | - | - | - |
| SUBTOTAL | 71,071 | 71,643 | 74,087 | 77,223 | 81,934 | 82,201 | 78,248 |

SOURCE: BRADFORD FINANCIAL RECORDS AND DELTA ANALYSIS

The staff in the City Clerk's office includes the Clerk and the Executive Secretary to the City Clerk who also acts as the Deputy City Clerk. However, there are several other positions that are assigned duties out of the City Clerk's office that are shown as personnel and administrative staff. These positions are assigned duties such as accounts payable, payroll, pension

administration, human resource management, billing for garbage and recycling, and clerical support for the Public Works and Parks Departments. For this reason, it is necessary to include the personnel and administrative expenses in order to truly evaluate the cost of providing the administrative functions for the City of Bradford. When these expenses are added to the City Clerk's Office expenses under the Executive category, the actual annual expenditure is approximately \$315,000, which includes six full-time positions. When added to the staff in the Treasurer's office, this makes a total of 10 full-time administrative personnel for the management, finance, and administrative functions of the City's operation. When the budgets for the Treasurer's office, the City Clerk's office, and the personnel and administrative operation are combined, it is a cumulative expenditure of over \$500,000 or about 7.6 percent of the total general fund budget. This does not include pension liability, which is captured in a separate expenditure category.

Table 3 provides a summary detail of the expenses associated with the personnel and administrative functions at City Hall that are overseen by the City Clerk.

TABLE 3 – PERSONNEL AND ADMINISTRATIVE EXPENDITURES 2004 - 2010

| PERSONNEL & ADMINISTRATIVE | 2004 | 2005 | 2006 | 2007 | 2008 | 2009 | 2010 |
|----------------------------|----------------|----------------|----------------|----------------|----------------|----------------|----------------|
| Salaries: Support Staff | 142,227 | 142,792 | 151,429 | 150,974 | 149,287 | 159,704 | 148,915 |
| Health Benefit | 30,717 | 36,056 | 40,402 | 41,995 | 48,264 | 38,830 | 60,599 |
| Life Insurance | 270 | 270 | 270 | 432 | 594 | 599 | 464 |
| FICA/Medicare Expense | 10,682 | 10,586 | 11,211 | 11,221 | 11,087 | 12,070 | 10,814 |
| Workers' Compensation | 310 | 423 | 632 | 965 | 1,171 | 861 | 732 |
| Education | 531 | 345 | 597 | 790 | 340 | 383 | 205 |
| Office Supplies | 3,645 | 3,521 | 4,082 | 4,211 | 5,013 | 2,568 | 2,275 |
| Office Equipment/Furniture | 554 | 1,064 | 1,033 | 350 | 460 | - | - |
| Postage | 1,391 | 1,385 | 1,060 | 1,621 | 1,641 | 1,273 | 1,706 |
| Contractual (Computers) | 3,310 | 4,631 | 2,905 | 1,000 | 168 | 12,915 | 10,332 |
| SUBTOTAL | 193,636 | 201,073 | 213,621 | 213,559 | 218,025 | 229,398 | 236,042 |

SOURCE: BRADFORD FINANCIAL RECORDS AND DELTA ANALYSIS

The expenditures for these functions have remained relatively stable, increasing at a rate of about 3 percent per year over the past seven years.

OBSERVATIONS

Based on discussions and interviews with the City staff and the observations of the consultant, the following findings are reported:

REVENUE COLLECTION

- The Treasurer's office collects and accounts for most General Fund receipts in a timely fashion. Deposits are made on a regular basis.
- The Treasurer follows standard internal control procedures concerning the separation of duties and the handling of cash and deposits.
- The Treasurer collects revenue, makes bank deposits, and completes the monthly bank reconciliations. The reconciliation of bank accounts should probably be assigned to another employee in order to better segregate duties.
- There has been some delay and complexity in the Treasurer's office during the complete installation and training of the new KVS software system. Most issues have been worked out since the initial installation.
- The City does not audit the work of the contracted tax collector, Bradford Area Tax Collection Agency, which collects the earned income tax for the City.
- The City does not conduct a separate audit of the Treasurer's Office except when there is a new Treasurer elected.
- The City maintains a partial list of potential taxpayers. The rental inspections that are triggered by a change in tenants provide some information to the City.
- With the new software, the Treasurer's office has been able to take advantage of recent technology, including lock boxes and bar coding on bills, that automates collections and data entry. Until recently the old technology did not support these features.
- The City's funds are invested in sweep funds and appropriate vehicles that are reliable and insured by the Federal Deposit Insurance Corporation (FDIC).

FINANCIAL PROCEDURES

- The City Clerk has identified and brought to the attention of Council major issues and challenges relative to the financial management of the City.
- The Treasurer is identified in the Administrative Code as the person in charge of the City's financial management system. The person elected to this position may or may not have the required credentials to manage the governmental financial



management system for the City. The staff members involved in financial management have no specific training in governmental accounting practices and are not members of GFOA and therefore do not participate in training opportunities.

- The City Clerk has implemented procedures to centralize the approval of purchases and overtime. The Council relies on the City Clerk for financial reporting and budget matters.
- Lines of authority are not clear. While the City Clerk has been assigned authority over department heads by resolution, the Council members continue to be vested with legal authority over specific departments. The City Clerk and department heads have managed to work together in an effective manner in spite of the structural barriers of the current organizational structure prescribed by the commission form of government.
- The garbage and recycling billing is overly complicated and complex. For this reason, it takes a full-time staff person to verify residential accounts, calculate dumpster accounts, track vacancies, track delinquencies, balance against Treasurer's Office reports, and handle all of the questions about the operation.
- The automated KVS computer accounting system appears to provide an integrated fund accounting solution for the City's financial management system. However, there have been delays, unexpected costs, and concerns about the initial installation, and it does not easily interface with other City software and does not provide easy ability for department heads to query information.
- There are no written standard operating procedures for financial matters. There are no written procedures for cash management, accounts payable, purchasing, invoice processing, reconciliation of accounts, and reporting.

BUDGET PROCESS

- The City has a formal procedure and format for preparing and approving the annual budget. Budget worksheets do not currently include three years of historical information because of the transition to new software. However, once the data is captured, prior years experience will be populated.
- The City should have better estimates of its revenues at an earlier part of the budget process. In the past, the City has overestimated revenues and underestimated expenditures during the budget process.
- The City uses a budget calendar to ensure that information is provided and budget workshop sessions are scheduled when the Council members and public can reasonably attend the meetings.
- The preliminary budget includes a brief budget message. An expanded budget message should be developed in order to explain changes in levels of service, accomplishments during the past year, and goals and objectives for the next fiscal year.
- The department directors are regularly involved in preparing, monitoring, and implementing the budget. They attend budget hearings with the Council.

- The City does not have a multiyear capital plan. A capital plan can be a guide for the City in developing a reserve fund, scheduling long-term borrowing, and applying for grant funds.
- The fees and charges for services are outdated. They have been set in an ad hoc fashion rather than as a part of the annual budget process. The City should have a single fee resolution that covers all fees and charges. The resolution should be updated annually as part of the budget process.

RECOMMENDATIONS

RECOMMENDATION NO. 9 – APPOINT A FULL-TIME CFO WITH COMPLETE RESPONSIBILITY FOR THE FINANCIAL MANAGEMENT OPERATION OF THE CITY.

The City operation is currently supported by a \$7.5 million annual operating budget. In order to protect the assets and resources of the City (both human and capital), it is important that the City have an accounting system based upon generally accepted accounting principles (GAAP) and that the responsibility for the accounting function rests with an individual who has had training in accounting procedures and processes and who understands GAAP for governmental accounting. Typically, when a City experiences a financial crisis, it is an indicator that it does not have a good accounting and budgeting system. The CFO should prepare financial statements in conformity with GAAP and use supporting schedules to demonstrate compliance with legal requirements.

In order to provide the reporting, oversight, investment management, debt management, and internal controls necessary to meet these standards, the City should appoint a CFO with a strong and extensive background in governmental accounting. Ideally, the CFO will have five or more years of experience with a local government that has at least a \$5 million annual operating budget and is an active member and participates in training opportunities with GFOA.

RECOMMENDATION NO. 10 – USE PROFESSIONALLY TRAINED STAFF FOR BUDGET PREPARATION AND FINANCIAL MANAGEMENT.

As the City hires staff in the future, the City should consider hiring employees who understand the governmental accounting process, have experience in local government fund accounting systems, and are committed to the integrity of a quality financial management operation. Where competencies are lacking, the City should provide updates, training, and mentoring for employees. The City should require ongoing training, certification, and participation in the GFOA programs and ongoing training in respective areas of the financial management system.

RECOMMENDATION NO. 11 – THE CITY SHOULD CONTINUE TO PRODUCE MONTHLY FINANCIAL REPORTS FOR THE MAYOR, THE COUNCIL, AND DEPARTMENT DIRECTORS AND ENHANCE THE FINANCIAL REPORTING INFORMATION.

Monthly financial reporting should be a routine and required function of the finance operation as soon as bank reconciliation is completed but no later than the tenth day of each month. Monthly reports should include but not be limited to the following information:

- **BUDGET COMPARISON REPORT** – Report that compares budgeted revenues and expenditures to actual revenues and expenditures for each and every department line item for each fund. The current City reporting meets this requirement.
- **SUMMARY BALANCE SHEET REPORT** – Report that shows the assets, liabilities, and fund balance for each and every municipal fund. The current City system can provide this report but it is not currently distributed to the Council members.
- **CASH FLOW ANALYSIS** – Report that compares cash flow in the current fiscal year to previous year(s) and identifies what the actual availability of cash is estimated to be by month and at year's end. This report is currently not generated or provided to the City Clerk or to the Council members.

Additional reports should be available at the request of the Mayor, the City Clerk, or the Council.

RECOMMENDATION No.12 – THE CITY SHOULD DEVELOP STANDARD OPERATING PROCEDURES FOR FINANCIAL MATTERS.

There are currently no operating procedures for the Finance Department. Because of the limited staff and recent turnover in key positions, the lack of written procedures can lead to confusion and errors. These procedures should cover the following areas:

- A 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 changes, 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. 13 – SEVERAL ENHANCEMENTS SHOULD BE MADE TO THE BUDGETING PROCESS THAT WILL IMPROVE THE QUALITY OF THE INFORMATION PROVIDED TO DECISION MAKERS DURING THE BUDGET'S DEVELOPMENT AND ADOPTION.

The development of the annual budget sets the tone for the entire operation for the fiscal year. The budget is a policy statement about what programs and services will be provided as well as a

decision about how resources will be allocated. The Director of Accounts and Finance (or City Clerk – whoever is charged with preparation of the budget) should be responsible for implementing the following enhancements to the budget development process:

- The City should utilize **BUDGET WORKSHEETS** that include at least three years of prior data (preferably five years) in order to make proper projections for prospective budget years. A historical analysis of revenue and expenditure trends is critical to making accurate budget projections. The new system will provide this information in the future as soon as the data is available.
- The City currently produces a **BUDGET CALENDAR** that is published and distributed inside and outside of the City organization. The calendar enables the persons who are involved in the budget process (the Director of Accounts and Finance, the City Clerk, the department directors, committees, the Mayor, and Council members) 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.
- A routine procedure should be established that includes a complete **ANALYSIS OF COST** prior to any new planned hire in any department. The City's personnel costs make up about 75 percent of the overall budget, and it is therefore 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 City Clerk, the Mayor, and Council prior to a planned staffing decision during the budget process.
- The budget process should include an expanded **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 by officials, the public, and the media.

Once the budget has been adopted, it should be used 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. 14 – THE CITY SHOULD CONSIDER THE USE OF THE COUNTYWIDE EIT COLLECTOR TO COLLECT ALL OF ITS ACT 511 TAXES.

It is estimated that the Treasurer's office collects approximately \$4.3 million in City receipts in a typical year (i.e. real estate, local services, per capita, business taxes, garbage, and water and sewer fees) and based on a cost of approximately \$200,000 for operations, the cost of collection is about 4.75 percent of the total collection. The average cost of a private collector is approximately 2.25 percent commission on the total collected fees. The City is therefore running about twice as high for collection as a third-party collection agency. For this reason, the City should consider having Berkheimer Associates (who has been selected to collect the EIT tax beginning in 2012) collect all of its Act 511 taxes (i.e., business privilege, local services, and mercantile retail and wholesale taxes) in order to reduce expenses and create a more cohesive and unified tax collection system. By law, real estate taxes must be collected by the City Treasurer. The City should work closely with the City Solicitor and labor counsel to achieve this goal since the current employees are members of a collective bargaining agreement.

RECOMMENDATION NO. 15 – THE CITY CLERK SHOULD DEVELOP A FIVE-YEAR CAPITAL IMPROVEMENT PLAN IN CONJUNCTION WITH THE CITY ENGINEER AND DEPARTMENT DIRECTORS.

The plan 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. The annual capital budget should be based on the multiyear capital plan.

RECOMMENDATION NO. 16 – THE FEES AND CHARGES SHOULD BE INCLUDED IN A COMPREHENSIVE FEE ORDINANCE. THE ORDINANCE SHOULD BE REVIEWED ANNUALLY AS PART OF THE BUDGET PROCESS.

Fees for service and departmental charges must cover all direct and indirect costs of providing the service. These costs should include wages, benefits, contracted services, overhead (building, utilities, insurance), printing, postage, supplies, capital equipment, and uncollectable accounts. The City Clerk should conduct a regular analysis of the costs associated and incurred for each service that the City provides. The City Clerk should also produce a regular report for the City about comparable fees and charges assessed by adjacent municipalities for similar services.

RECOMMENDATION NO. 17 – THE CITY SHOULD SIMPLIFY AND UPDATE ITS GARBAGE AND RECYCLING BILLING.

The City is currently spending too much time and too many resources for the billing of the garbage and recycling services. Currently, with the bag system that is in place, the City workers must keep track of residential units that have more than two bags at the curb. They must also check for vacancies that have been claimed by residents and report them to the City billing clerk. The billing clerk must then track the additional bags and send bills for additional payment due, issue credits for vacancies, and adjust bills accordingly. For commercial and dumpster use, the clerk must track the estimated number of tons in the dumpster on a weekly basis and adjust each bill monthly so that the third-party billing agent can issue the proper bills. She must also track the sale of property and identify new property owners on a regular basis in addition to

tracking delinquent collection accounts. For this reason, the City needs a full-time clerk to process all of the information and make adjustments to accounts for the monthly billing.

The best and most efficient method for billing garbage is to determine the total cost for providing this service and divide the cost of the service by the number of units collected. This can be done with separate rates for commercial and residential. An example of the costs and revenue that can be identified and projected are shown in the table below. Once all of the costs have been identified, it is possible to divide the costs by the number of residential and commercial units to arrive at a monthly fee to be charged to the resident.

TABLE 4 – SAMPLE ANALYSIS OF GARBAGE COLLECTION EXPENDITURES AND REVENUE

| Item | Projected | Item | Projected |
|-----------------------------|------------------|----------------------|------------------|
| Expenditures | 2011 | Revenue | 2011 |
| Employee Wage | \$247,166 | DEP 901 Grant | \$22,042 |
| Overtime Wage | \$9,178 | Residential Accounts | \$380,914 |
| Payroll Taxes | \$18,384 | Commercial Accounts | \$198,786 |
| Healthcare | \$65,054 | Commercial Advance | \$9,560 |
| Dental & Vision | \$9,656 | Roll-Offs | \$4,510 |
| Workers' Comp | \$19,000 | Recycling | \$2,666 |
| Uniform Allow | \$3,000 | Special Pick-UPS | \$40,214 |
| Pension | \$21,869 | Miscellaneous | \$1,500 |
| <u>Operational Expenses</u> | | Commercial Delinq | \$21,000 |
| Oil | \$260 | Residential Delinq | \$133,076 |
| Postage | \$4,906 | | |
| Office Supplies | \$1,870 | | |
| Vehicle Fuel | \$19,388 | | |
| Tires | \$9,764 | | |
| Oper Supplies | \$470 | | |
| Computer Maint | \$1,456 | | |
| Vehicle Maint/Repair | \$60,606 | | |
| Landfill Fees | \$212,818 | | |
| Refunds | \$528 | | |
| Truck Lease | \$9,000 | | |
| Billing Costs | \$12,364 | | |
| Insurance | \$4,000 | | |
| Miscellaneous | \$350 | | |
| Total | \$736,850 | Total | \$792,226 |

SOURCE: DELTA ARCHIVES AND MODEL PRACTICES

By charging a fixed fee for each unit, the City revenue is more predictable and the residents have a clear understanding of the cost that will be assessed to them on a monthly basis. The third-party vendor can issue the bills without any adjustments (except for new owners or new

tenants) and the process is greatly simplified. The billing information should be transmitted directly to the Treasurer's office and the use of bar coding should greatly simplify the recording of receipts when they are presented for payment.

There should be no need for adjustments for extra bags (the total tonnage will be calculated for the monthly billing) and no need to adjust for vacancies – residents and businesses are responsible for this service whether or not the property is occupied. It is a cost of living in the City and should be paid by all residents and property owners.

RECOMMENDATION NO. 18 – THE CITY SHOULD STRENGTHEN ITS OVERSIGHT OF THE PENSION ADMINISTRATION IN ORDER TO MINIMIZE THE IMPACT OF PENSION LIABILITY ON THE GENERAL FUND BUDGET.

The City Clerk and City Solicitor have worked diligently to contain the costs associated with the pension plans and have allowed only the basic provisions that are mandated by Act 600 and the Third Class City Code. In order to improve the long-term outlook for the City's pension obligations, there are a number of steps that should be considered:

- **The City should not enrich the pension plans** by providing benefits that exceed Act 600 and/or the Third Class City Code. The City should continue to provide only the minimum benefits under the law and resist any new benefits that would create additional costs or increase the Plan liabilities.
- **The City should not provide post-retirement healthcare benefits** to any new hires in any department. The City has done an admirable job in containing costs by not providing post retirement benefits. These benefits are costly over time and create huge liabilities.
- **The City should continue to utilize a pension committee structure and the assistance of a professional pension advisor** to rigorously review the investment performance and costs associated with the administration of the police pension plan on a quarterly basis.

The City funds are currently with one of the most respected and successful fund managers in the nation, Manning and Napier, who were named one of the best balanced fund managers in 2010. The City should continue to meet with their advisors regularly, monitor the performance of the funds, and to consult often with their pension advisors.

RECOMMENDATION NO. 19 – THE CITY SHOULD EXPAND ITS CURRENT RENTAL INSPECTION PROGRAM.

A tenant registration program can provide valuable information about residents in the community. This information is a valuable resource for public safety personnel but also provides data related to earned income tax, solid waste collection billing, municipal service fees, and other licenses and permits. The collection of this data must be managed, updated, and regularly made available to the proper users, such as the police, fire, and code departments as well as the City's outside tax collectors. The information is only useful if it is well organized, accurate, and easily accessible.

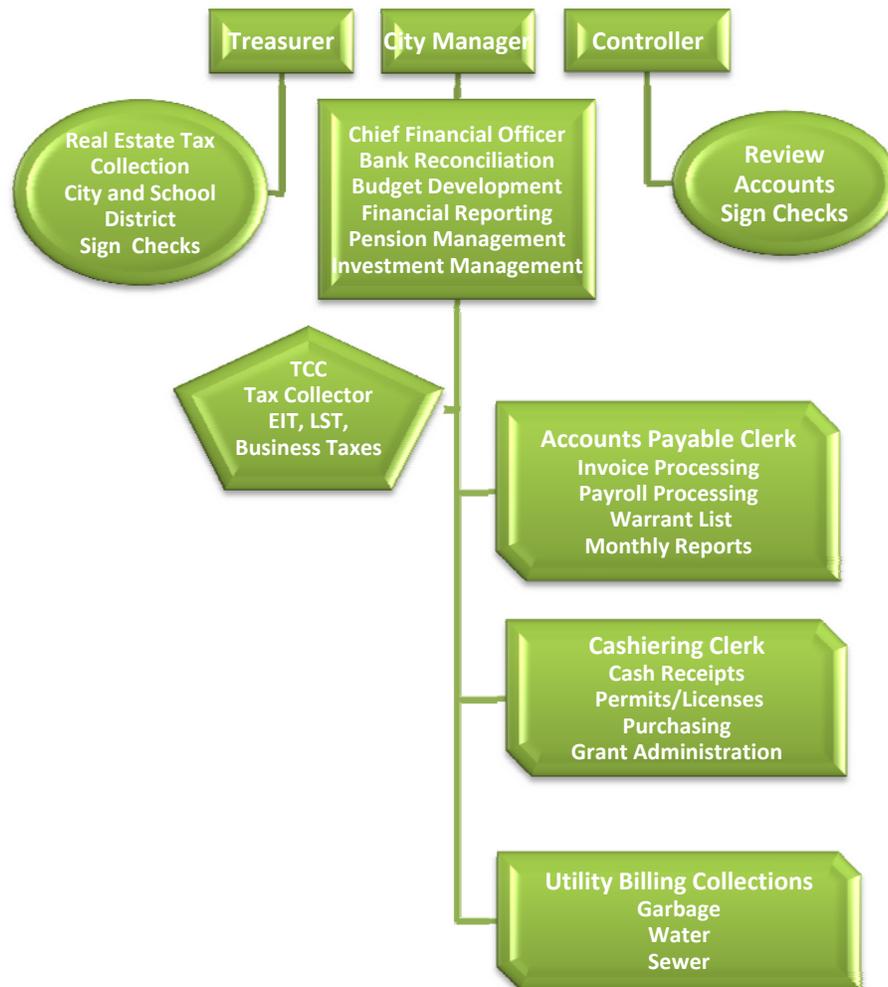
RECOMMENDATION NO. 20 – THE CITY SHOULD REGULARLY AUDIT THE OUTSIDE TAX COLLECTOR’S PERFORMANCE.

At the present time, the audit performed for the tax collection firm only checks to make sure that the monthly payments to the City match the City’s receipts. There is no examination of individual accounts.

RECOMMENDATION NO. 21 – THE CITY SHOULD CONSIDER STREAMLINING AND REORGANIZING ITS ADMINISTRATIVE OPERATION TO BETTER ADDRESS BUDGET CONSTRAINTS.

The City currently has more administrative and finance staff than one would expect to find in a \$7.5 million operation. Through attrition, the City should consider going to a more efficient structure with employees who are experienced and have certifications in specific areas. The chart below provides a recommended future structure for the City’s financial operation.

FIGURE 6 – RECOMMENDED FINANCIAL MANAGEMENT STRUCTURE



SUMMARY

This evaluation is intended to improve the organization, operation, deployment, and management of the finance operation. During the course of this evaluation, the consultant found the City Clerk, the Treasurer, the Controller and all of the staff that were interviewed to be forthcoming, cooperative, and helpful in reviewing the overall operation. The insight provided by the professional staff was important for the preparation of this review.

The City staff is hard working and committed to doing a good job. The City should review the overall duties and assignments to determine whether employees are fully deployed and if additional assignments should be made to some employees. This might require additional training and/or cross-training and will initially require strong direction and oversight. In order to implement the recommendations outlined, it will be necessary for employees to accept some additional assignments, at least in the short term.

COMMUNITY DEVELOPMENT, PLANNING, AND CODE ENFORCEMENT

The review of the Community Development, Planning, and Code Enforcement section was conducted by David A. Soboslay, at Delta Development Group, Inc., as part of Step IV of the EIP and Five-Year Financial and Management Plan for the City of Bradford. Mr. Soboslay has over 20 years of experience in local government management and has worked directly with planning and zoning issues related to local government during that time. To complete this evaluation, the consultant conducted fieldwork and site investigations, analyzed data, gathered information from comparable local government operations, and conducted extensive research. Personal interviews were held with following:

- Executive Director of the City of Bradford Office of Economic and Community Development (OECD)
- City Clerk and Zoning Officer for the City of Bradford
- Code Enforcement Personnel, including a former fireman and Code Enforcement Officer, the new Code Enforcement Officer, the Fire Chief, and the Fire Department secretary.

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

OFFICE OF ECONOMIC AND COMMUNITY DEVELOPMENT – BACKGROUND

The OECD is located at 20 Russell Boulevard in the City of Bradford. Its primary mission is to promote new community and economic development activities utilizing state and federal funding sources. Its staff of economic development professionals provides information on available sites, industrial incubator and multi-tenant facilities, job training opportunities, demographics and wage rates, tax abatement programs, low-interest loans, and various state and federal programs designed to promote economic development. Development work is completed not only in the City of Bradford, but also in Bradford Township and Foster Township.

PROFESSIONAL STAFF AND PROGRAMS

The current Executive Director (Director) of the OECD has been there since 1987 and has a staff of full-time and part-time employees. Staff positions include the following:

- Part-time Administrative Assistant
- Part-time Housing Rehabilitation Specialist
- Part-time Main Street Manager
- Full-time Economic/Community Development Specialist
- Construction Manager
- Contracted (third-party) Lead-Based Paint Inspector

A review of the 2011 budget shows that the OECD anticipates revenues of \$6.49 million through a combination of federal and state funds. The two largest revenue streams include \$1.3 million from the federal Transportation Enhancement Program, and \$2 million from the state Redevelopment Assistance Capital Program. Other notable funding programs include the Pennsylvania DCED, the Pennsylvania Department of Community and Natural Resources (DCNR),

and the Community Development Block Grant (CDBG) program. Interestingly, even though OECD is a department of the City, it does not receive any revenue from the City.

TABLE 5 – OECD 2011 REVENUE

| Office of Economic and Community Development | |
|--|--------------------|
| 2011 Revenues | |
| City of Bradford CDBG Program | \$360,000 |
| Bradford Township CDBG Program | \$15,000 |
| HOME Program | \$325,000 |
| DCED Grants | \$185,000 |
| DCNR Grants | \$40,000 |
| Enterprise Development Incubator | \$10,000 |
| Transportation Enhancement Program | \$1,300,000 |
| Federal/State Bridge Program | \$950,000 |
| Redevelopment Assistance Capital Program | \$2,000,000 |
| Revolving Loans | \$100,000 |
| Community/Economic Development Funds | \$150,000 |
| Rental/Commercial Operations | \$437,000 |
| MTC Operations | \$540,000 |
| Fee for Services (BEDC, Airport, UPB) | \$80,000 |
| | |
| Total Revenues | \$6,492,000 |

SOURCE: CITY OF BRADFORD FINANCIAL RECORDS AND DELTA ANALYSIS

PLANNING AND ZONING

The planning and zoning offices are located at the City Building on Kennedy Street. The City Clerk is the appointed Zoning Officer and therefore is responsible for the initial review of every request for a building/zoning permit. Depending on the nature of the request for a permit, there are a number of persons that may be involved in the review and approval process.

If approved by the Zoning Officer, the request for a residential permit is passed along to the Fire Department, and its code enforcement personnel move the process along from there. Legible drawings are needed for permit requests, which are ultimately approved or denied by code enforcement officers. Permits that are approved for construction do require single or multiple inspections including but not limited to the following: footer, foundation, framing, rough-in plumbing, rough-in electrical, insulation, dry-wall installation, and a final inspection. It should be noted that the rough-in electrical and rough-in plumbing inspections are not conducted by City code enforcement personnel and are contracted to third-party inspectors.

The requests for commercial permits also start with the Zoning Officer, but are subsequently passed along to a third-party inspector (Inspector) for further action. Commercial plan review and inspection are performed by an inspector hired to act as an agent for the City. As the City of Bradford opted in and adopted the Uniform Construction Code in 2004, the Inspector is responsible for the enforcement of the most recent codes in effect under the State Uniform Construction Code (UCC).

Once construction is complete and all inspections are done, the final paperwork is sent back to City Hall and the approved permit paperwork is issued by an administrative employee.

Requests for permits that are eventually denied may be appealed as follows:

- Permits that are denied by the Zoning Officer under Chapter 220 of the Bradford City Code (zoning) may be appealed to the City's Zoning Hearing Board under the terms and conditions outlined in the Pennsylvania Municipalities Planning Code (MPC). The City has a five-member Zoning Hearing Board (with two alternates) that is empowered by the MPC to grant variances and uses by special exceptions. Over the past three years the City has held 32 zoning hearings and approved 30 (93.7%) of the requests.
- Permit requests that do not meet the standards set forth in the UCC can be appealed to the City's Building Code Board of Appeals. This Board, composed of five regular members and two alternates, meets on an as-needed basis.

Depending on the nature of the request for a permit, the applicant may also need to appear before one of the following boards:

- The City's Planning Commission meets on an as-needed basis to review site plans, land developments, subdivisions, conditional use requests, etc.
- The City's Historical Architectural Review Board (HARB) reviews requests for permits for structures located in the HARB district. This nine-member board meets and makes recommendations on design-related issues for the commercial buildings in this zoning district.

CODE ENFORCEMENT

The Code Enforcement Department is located in and operated out of the City's Fire Department. The Fire Department has trained firefighters who are assigned to the code enforcement function. The firefighters are trained and certified under the UCC for the review and inspection work that they perform. The Code Enforcement Department is responsible for the following functions:

Rental Property Registration: The owners of residential rental property are required to register with the City once a year so that their property can be inspected by the Code Enforcement Department. Application forms are sent to the landlords on a yearly basis and a fee is charged by the City. Items that are typically reviewed during an inspection include the existence and location of smoke detectors, the safety of the heat source, hot water capability, and electrical service. The International Property Maintenance Code and the International Fire Code are used as the basis for these inspections. If the inspection fails, the landlord is sent a letter identifying the code violations and asks for a follow-up inspection once the violations have been corrected. Once all violations have been corrected, a certificate of compliance is issued. In 2010, the Code Enforcement Department performed 927 rental inspections.

TABLE 6 – CODE ENFORCEMENT SUMMARY 2004-2010

| | 2004 | 2005 | 2006 | 2007 | 2008 | 2009 | 2010 |
|--|-----------------|-----------------|-----------------|-----------------|-----------------|-----------------|--------------------|
| Rental Properties Inspected | | | | | | 1,073 | 927 |
| Number of Rental Inspections Performed (Initial) | 6 | 11 | 11 | 10 | 19 | | |
| Number of Rental Inspections Performed (Tenant Change) | 366 | 351 | 292 | 297 | 290 | | |
| Rental Property Code Violations | 88 | 92 | 76 | 113 | 97 | | |
| Rental Property Code Violations Corrected | 88 | 92 | 73 | 113 | 97 | | |
| Follow-Up from Failed Inspections | | | | | | 51 | 60 |
| Inspections Related to Sale of Property | 167 | 147 | 154 | 154 | 110 | 126 | 114 |
| Follow-Up from Failed Sales Inspection | 19 | 21 | 20 | 23 | 34 | 17 | 4 |
| Houses Placarded for Code Violations | 41 | 36 | 31 | 37 | 34 | 32 | 35 |
| Code Enforcement Complaints Received | 384 | 326 | 327 | 462 | 393 | 377 | 320 |
| Code Enforcement Complaints Resolved | 364 | 270 | 304 | 438 | 374 | 385 | 317 |
| Complaints Still Open at End of Year | 20 | 36 | 23 | 24 | 19 | 4 | 3 |
| Citations Issued | 405 | 420 | 389 | 388 | 259 | 197 | 89 |
| Fines Collected | \$10,150 | \$13,639 | \$12,887 | \$13,647 | \$12,155 | \$9,135 | \$11,392.00 |
| Rental Fees | \$9,095 | \$9,125 | \$7,100 | \$6,250 | \$7,250 | \$22,975 | \$23,175.00 |
| Sales Fees | \$26,600 | \$24,100 | \$16,020 | \$19,300 | \$16,500 | \$19,650 | \$17,000.00 |
| Building Inspection Fees | | | | \$3,907 | \$4,050 | \$2,805 | \$4,545.00 |
| Interest Earned | \$107 | \$83 | \$88 | \$27 | \$31 | \$13 | |
| Total Collected | \$45,952 | \$46,947 | \$36,095 | \$43,131 | \$39,986 | \$54,578 | \$56,112.00 |
| Uncollected - Rentals | \$725 | \$650 | \$475 | \$450 | \$500 | \$3,225 | \$2,975.00 |
| Uncollected - Sales | \$2,075 | \$2,850 | \$1,380 | \$3,250 | \$3,400 | \$1,200 | \$1,350.00 |
| Total Uncollected | \$2,800 | \$3,500 | \$1,855 | \$3,700 | \$3,900 | \$4,425 | \$4,325.00 |
| Hours City Code Officer Worked in the City of Bradford | 16 | 30 | 30 | 24 | 30 | 20 | 12 |
| Hours Bradford Code Officer Worked for City | 1144 | 1110 | 961 | 1000 | 1119 | 1389 | 979 |

SOURCE: CITY OF BRADFORD FINANCIAL RECORDS

Property Inspection at Sale of Property: All residential property owners are required to have their property inspected prior to the sale of the property. The property may be sold without the identified violations being corrected. There is a fee for this inspection. In 2010, the code enforcement officer in the fire department performed 114 of these inspections.

Property Inspection at Change of Tenant: Residential property owners are required to have their property inspected every time tenants move in and out of a residential unit. There is a fee for this inspection.

Residential Construction: All applications for new building permits are initiated with the Zoning Officer. If there are no zoning issues, the permit request is then passed along to the Code Enforcement Officer in the fire department where the application is reviewed to ensure compliance with UCC Codes. Permits for new construction, plan reviews, and most residential inspections are completed in-house by certified personnel in the fire department. All plumbing and electrical inspections are completed by third-party contractors.

Commercial Construction: Requests for permits that are for commercial properties are also initiated with the Zoning Officer. Once the zoning review is complete, the request is sent to an outside contractor who performs the plan review and the required inspections. Beyond the request for new building permits, there are no health, safety, or occupancy inspections completed for commercial buildings.

Health Department Inspections: The fire department is also responsible for all Health Department inspections. According to Chapter A236-4 of the Code of the City of Bradford, the building inspector and code enforcement officers are also considered to be Health Department Officers. Every restaurant in the City must have a yearly inspection by the Health Department.

Municipal Code Enforcement:

Other miscellaneous code inspections for high grass and weeds, dog feces, tenant complaints and junk cars are completed by the code enforcement officers in the fire department. These inspections are all complaint driven, and often take a back seat to scheduled inspections. In 2010, code enforcement officers responded to 320 complaints.

UNION REPRESENTATION

The code enforcement officers who are also firefighters work under a collective bargaining agreement between the City of Bradford and Local Union 655 of the International Association of Firefighters, for the period January 1, 2009, through December 31, 2012. The code enforcement function is a part of the Fire Department, with staff appointed by the Fire Chief with the approval of City Council.

The collective bargaining agreement lists the benefits provided for the union members through the negotiation process. Some of the benefits include the following:

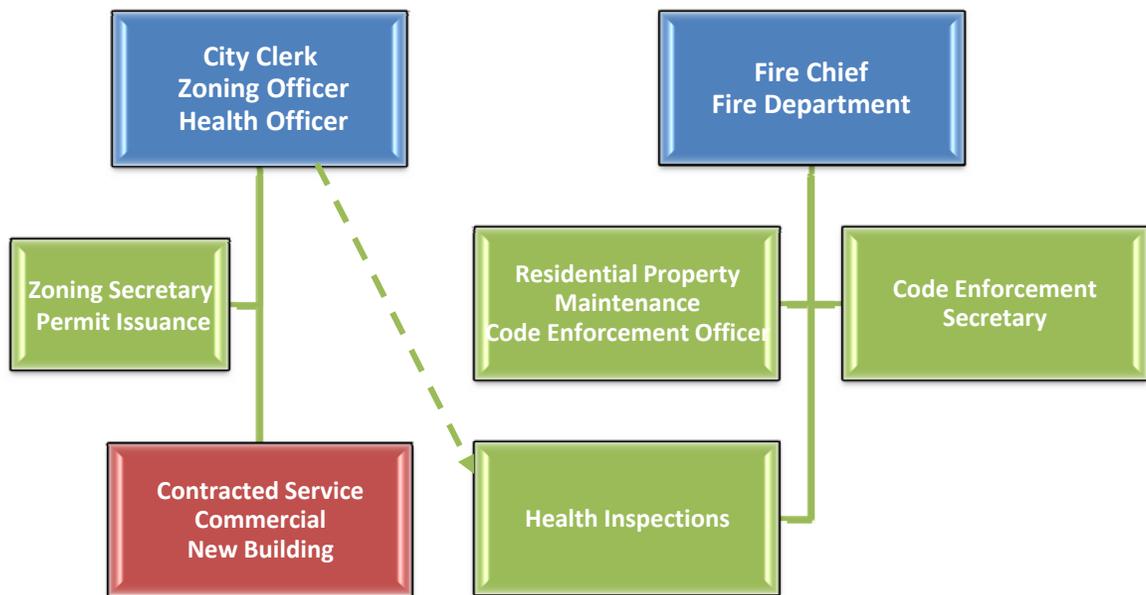
- The salary for a third-year journeyman is \$43,239.00, or an increase of \$1,000 over the 2008 wage. There was a pay freeze in 2010, with an increase of \$1,233 in 2011.

- The member of the bargaining unit that is appointed as restaurant inspector earns an additional \$900 per year.
- Each code enforcement officer is eligible for 22 working days of sick leave each year. Sick leave may be accumulated for up to seven years or 154 total days.
- Code enforcement officers work 40-hour work weeks, while the standard firefighter works 56 hours per week.
- Vacation time for the code enforcement officers differs from the firefighters in the bargaining unit. The vacation schedule shows that code enforcement officers get eight days after six months, 14 days after one year, 16 days after four years, and 18 days after six years.

ORGANIZATIONAL STRUCTURE

Table 7 below shows the organizational structure and relationships of the Building/Zoning/Code Enforcement operation. There is no formal code department; code enforcement occurs as part of the Fire Department’s operations.

TABLE 7 – CODE ENFORCEMENT ORGANIZATIONAL CHART



SOURCE: CITY OF BRADFORD, DELTA ANALYSIS

The City Clerk is appointed as the Zoning Officer and the Health Officer. As the Zoning Officer, the Clerk handles all applications for permits for the Planning Commission and the Zoning Hearing Board and issues all zoning permits.

The Fire Chief oversees the code enforcement operation as part of the fire department duties and responsibilities. A firefighter who is certified in building and codes oversees inspections for residential properties, performs occupancy inspections, and issues occupancy permits in the

City. The code officer is also responsible for enforcement of the local property maintenance ordinances. The fire department is also responsible for health inspections of all restaurants on an annual basis and work closely with the City Clerk who is the appointed Health Officer. The City Council acts as the Board of Health for hearings and appeals.

There are also two administrative employees who work within this structure. The first is the Code Enforcement Secretary who is located in the fire department and performs all the clerical work related to fire and code inspections that are done out of the fire department. The second clerical person is the Zoning Secretary/Permit Secretary who is located in City Hall and issues all zoning permits and coordinates Planning Commission and Zoning Hearing Board documentation. She also is the secretary for the Public Works Department. This position is shown as an administrative position and is not shown in the code enforcement budget.

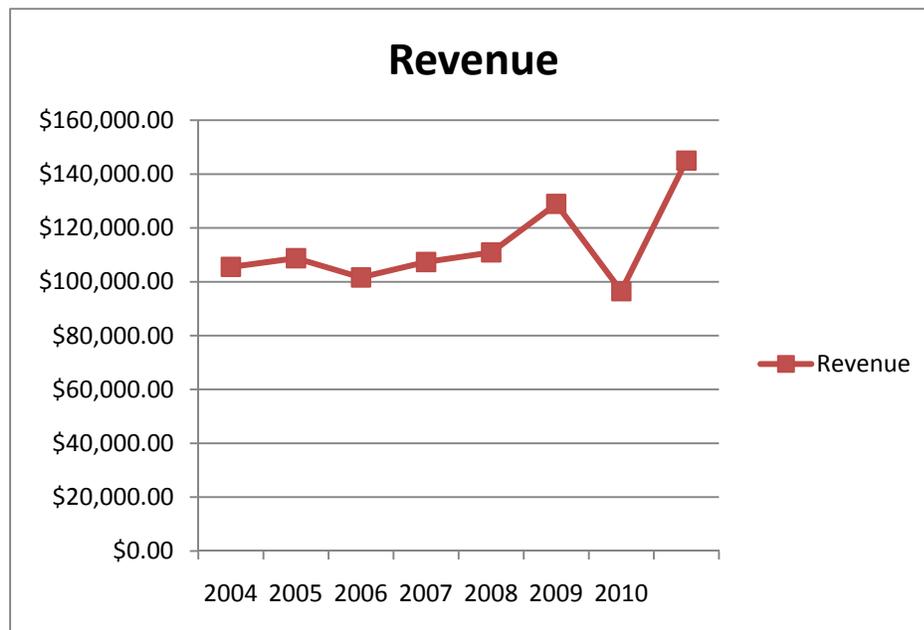
OPERATING BUDGET – REVENUE

Revenue for the Code Enforcement function is derived from three distinct sources: code violations, CDBGs, and inspection fees. Each of these sources brings in about one-third of the overall revenue.

A review of year-end revenue since 2004 shows that the final numbers are fairly consistent until 2010, when revenue decreased significantly to about \$97,000. In 2011, the revenue is projected to increase to about \$145,000.

The fluctuation in revenue is due to the amount of code violation fees brought in each year. Between 2004 and 2010, the highest amount received during one year was \$128,000. Therefore, the budget forecast of \$145,000 for 2011 may not be very realistic.

FIGURE 7 – CODE ENFORCEMENT REVENUE 2004 – 2010

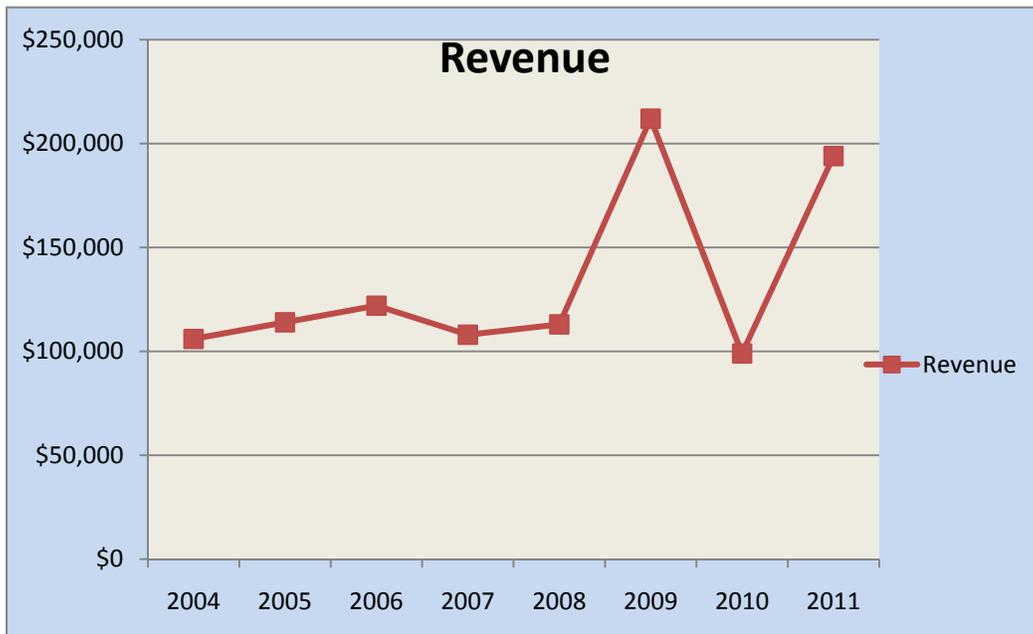


SOURCE: CITY OF BRADFORD FINANCIAL RECORDS AND DELTA ANALYSIS

OPERATING BUDGET – EXPENDITURES

Most of the expenditures for the Codes Department are fixed costs such as salary and benefits. Other expenditures such as computer support, postage, and phone and copier expenses are also necessary costs. Actual expenditures have fluctuated over the past few years and reached a high in 2009 at \$211,000. Expenditures dropped by more than \$100,000 in 2010, due to reductions in salary for enforcement personnel, but they are projected to more than double to \$193,000 in 2011. The increase is also due to salaries for enforcement personnel and professional staff, but is also due to an increase in health benefits and legal services.

FIGURE 8 – CODE ENFORCEMENT EXPENDITURES 2004 – 2010



SOURCE: CITY OF BRADFORD FINANCIAL RECORDS AND DELTA ANALYSIS

TABLE 8 – CODE ENFORCEMENT REVENUES 2004 – 2010

| CODE ENFORCEMENT FUNDS – REVENUES | | | | | | | | | | |
|-----------------------------------|---------------------------------------|----------------|----------------|----------------|----------------|----------------|----------------|----------------|-----------------|----------------|
| | | ACTUAL | ACTUAL | ACTUAL | ACTUAL | ACTUAL | ACTUAL | BUDGET | ACTUAL | BUDGET |
| | REVENUE | 2004 | 2005 | 2006 | 2007 | 2008 | 2009 | 2010 | 2010 | 2011 |
| 331 | CODE VIOLATION | | | | | | | | | |
| 0 | Code Violation Fees | 10,254 | 14,468 | 13,906 | 11,484 | 11,276 | 9,946 | 15,000 | 11,541 | 45,000 |
| | SUBTOTAL | 10,254 | 14,468 | 13,906 | 11,484 | 11,276 | 9,946 | 15,000 | 11,541 | 45,000 |
| 341 | INTEREST EARNINGS | | | | | | | | | |
| 0 | Interest Earnings | 100 | 94 | 96 | 27 | 33 | 15 | 15 | 14 | 15 |
| | SUBTOTAL | 100 | 94 | 96 | 27 | 33 | 15 | 15 | 14 | 15 |
| 351 | FED CAPITAL/OPERATING GRANTS | | | | | | | | | |
| 50 | Code Enforcement Grant | 57,682 | 57,580 | 47,901 | 47,959 | 48,188 | 47,065 | 50,000 | 50,000 | 50,000 |
| | SUBTOTAL | 57,682 | 57,580 | 47,901 | 47,959 | 48,188 | 47,065 | 50,000 | 50,000 | 50,000 |
| 361 | GEN. GOVT. | | | | | | | | | |
| 500 | Sales of Publications | - | - | - | - | - | - | - | - | - |
| | SUBTOTAL | - | - |
| 365 | HEALTH | | | | | | | | | |
| 200 | Compliance Inspection Fees | 9,270 | 9,550 | 7,825 | 7,075 | 7,725 | 22,700 | 25,000 | 24,850 | 25,000 |
| 300 | Disclosure Inspection Fees | 27,675 | 25,000 | 26,475 | 19,140 | 15,185 | 19,650 | 20,000 | 16,515 | 20,000 |
| 600 | UCC Inspection Fee | - | 2,060 | 5,295 | 4,028 | 4,170 | 3,285 | 4,000 | 4,565 | 5,000 |
| | SUBTOTAL | 36,945 | 36,610 | 39,595 | 30,243 | 27,080 | 45,635 | 49,000 | 45,930 | 50,000 |
| 380 | MISC. | | | | | | | | | |
| | Misc. | - | - | 105 | - | - | - | - | - | - |
| | SUBTOTAL | - | - | 105 | - | - | - | - | - | - |
| 392 | TRANSFER OECD CODE ENFORCEMENT | | | | | | | | | |
| 18 | Transfer from Capital Reserve | - | - | - | 17,625 | 24,321 | - | - | - | - |
| 83 | Transfer OECD Code Enforcement | - | - | - | - | - | - | - | - | - |
| | SUBTOTAL | - | - | - | 17,625 | 24,321 | - | - | - | - |
| 395 | REFUND OF PRIOR YEAR | | | | | | | | | |
| 100 | Refund of Prior Year Exp. | 540 | - | - | - | - | 26,269 | - | (11,000) | - |
| | SUBTOTAL | 540 | - | - | - | - | 26,269 | - | (11,000) | - |
| 399 | FUND BALANCE FORWARD | | | | | | | | | |
| 0 | Fund Balance Forward | - | - | - | - | - | - | - | - | - |
| | SUBTOTAL | - | - |
| | TOTAL REVENUE | 105,521 | 108,751 | 101,602 | 107,338 | 110,898 | 128,930 | 114,015 | 96,486 | 145,015 |

SOURCE: CITY OF BRADFORD FINANCIAL RECORDS

TABLE 9 – CODE ENFORCEMENT EXPENDITURES 2004 – 2010

| CODE ENFORCEMENT FUND – EXPENDITURES | | | | | | | | | | |
|--------------------------------------|--------------------------------------|----------------|----------------|----------------|----------------|----------------|----------------|----------------|----------------|----------------|
| | | ACTUAL | ACTUAL | ACTUAL | ACTUAL | ACTUAL | ACTUAL | BUDGET | ACTUAL | BUDGET |
| | EXPENDITURES | 2004 | 2005 | 2006 | 2007 | 2008 | 2009 | 2010 | 2010 | 2011 |
| 413 | BUILDING AND HEALTH | | | | | | | | | |
| 123 | Salary - Enforcement Officers | 63,444 | 66,251 | 68,465 | 60,567 | 62,398 | 72,866 | 64,700 | 43,202 | 106,344 |
| 130 | Salary - Professional Staff | 12,186 | 13,319 | 13,765 | 14,150 | 14,233 | 14,377 | 24,400 | 18,170 | 25,288 |
| 156 | Health Benefit | 14,894 | 16,671 | 17,262 | 16,796 | 19,017 | 28,258 | 30,000 | 13,919 | 31,183 |
| 158 | Life Insurance | 210 | 245 | 244 | 229 | 259 | 301 | 335 | 230 | 350 |
| 161 | FICA | 953 | 1,020 | 1,024 | 1,102 | 1,253 | 1,091 | 2,957 | 1,390 | 2,030 |
| 163 | Workers' Compensation | 2,289 | 3,095 | 4,293 | 3,873 | 5,444 | 8,115 | 6,479 | 2,609 | 3,000 |
| 175 | Training | 2,340 | 670 | 972 | 752 | 729 | 2,522 | 3,000 | 3,278 | 3,000 |
| 199 | C.E. Secretary Pension | 1,402 | 1,947 | 2,511 | 2,502 | 3,711 | 2,282 | 3,000 | 7,396 | 3,000 |
| 200 | Supplies | 1,585 | 2,104 | 2,027 | 1,020 | 2,009 | 2,564 | 2,000 | 1,718 | 2,000 |
| 238 | Clothing | 286 | 151 | - | 127 | 159 | 186 | 150 | - | - |
| 314 | Legal Services | - | - | 59 | - | - | 799 | 10,000 | 1,730 | 6,000 |
| 316 | Computer Support | 532 | 875 | 528 | 528 | 383 | 1,242 | 1,742 | 878 | 1,332 |
| 325 | Postage | 450 | 753 | 1,087 | 683 | 538 | 1,171 | 700 | 869 | 700 |
| 367 | Radio/Telephone/Fax | 3,050 | 2,965 | 3,044 | 2,486 | 2,297 | 2,871 | 3,000 | 2,355 | 3,000 |
| 380 | Contractual (Copier) | 1,100 | 1,131 | 1,151 | 1,028 | 973 | 1,141 | 1,150 | 973 | 1,150 |
| 384 | Contractual (Computer) | 662 | 934 | 582 | 201 | 33 | 3,044 | 1,722 | 1,722 | 2,317 |
| 700 | Capital Outlay | 144 | 1,530 | 4,721 | 2,141 | - | 1,209 | 1,000 | 398 | 2,800 |
| | SUBTOTAL | 105,526 | 113,661 | 121,733 | 108,187 | 113,438 | 144,040 | 156,335 | 100,834 | 193,494 |
| 492 | INTERFUND OPERATING TRANSFERS | | | | | | | | | |
| 10 | Due to General Fund | - | - | - | (0) | - | 67,841 | - | (2,117) | - |
| 11 | OECD Code Enforcement Grant | - | - | - | - | - | - | - | - | - |
| | SUBTOTAL | - | - | - | (0) | - | 67,841 | - | (2,117) | - |
| | TOTAL EXPENDITURES | 105,526 | 113,661 | 121,733 | 108,187 | 113,438 | 211,881 | 156,335 | 98,718 | 193,494 |

SOURCE: CITY OF BRADFORD FINANCIAL RECORDS

BEST MANAGEMENT PRACTICES

The best management practices for the ICMA for planning, land use control, and code enforcement are reviewed in the following section. These standards were developed by the SPC and are applied to the City's building and code functions.

Standard No. 1: *The municipality has, by ordinance, either created a planning agency (a Planning Commission and/or a Planning Department), contracts with a county planning department or is a member of a multi-municipal planning commission as permitted by the provisions of the Pennsylvania Municipalities Planning Code (MPC). It has placed with this agency the powers and duties for physical planning and development, consistent with the provisions of the MPC. The City does have a five-member Planning Commission, and members are appointed to four-year terms. The Planning Commission meets on a regular basis to review planning and zoning issues. **This standard has been met.***

Standard No. 2: *Members of the Planning Commission and/or employees of the Planning Department are selected on the basis of their interest in, and knowledge of, the planning and land use control function. Based on interviews with City personnel, new members have an interest but may not have the background and training necessary to be knowledgeable about planning and land use regulations. **Therefore, this standard has not been met.***

Standard No. 3: *Planning Commission members and/or other planning personnel are encouraged to, and do, take advantage of appropriate training opportunities to enhance their knowledge and skills. Current Planning Commission members are not attending training sessions. **Therefore, the standard has not been met.***

Standard No. 4: *Sufficient municipal funds are annually budgeted to permit the planning agency to carry on its activities, including training for planning personnel. In this case the City Clerk is the Zoning Officer and is the person who interfaces with the Planning Commission. The City also provides meeting space and professional staff to work with the Planning Commission. **This standard has been met.***

Standard No. 5: *A Zoning Hearing Board has been created by ordinance, under the provisions of the Pennsylvania MPC. A Zoning Hearing Board has been created by ordinance. The Zoning Hearing Board consists of five regular members and two alternates, all of whom serve three-year terms. **This standard has been met.***

Standard No. 6: *Members of the Zoning Hearing Board are appointed on the basis of their interest and knowledge of the zoning function. Based on interviews with City personnel, new members have an interest but may not have the background and training necessary to be knowledgeable about planning and land use regulations. **This standard has not been met.***

Standard No. 7: *Members of the Zoning Hearing Board are encouraged to, and do, take advantage of training opportunities to enhance their knowledge and skill. Training is extremely important for Zoning Hearing Board members because the MPC is amended every two or three years, and board members need to keep aware of these updates and how they affect the City. There is no training budget provided for the Zoning Hearing Board members. **The standard has not been met.***

Standard No. 8: *Sufficient funds are annually budgeted to cover the expenses associated with the functioning of the Zoning Hearing Board such as retention of independent legal counsel and special transcription services. The Zoning Hearing Board is provided a place to meet and is provided professional staff to work with on an ongoing basis. **The standard has been met.***

Standard No. 9: *The municipality has adopted a comprehensive plan. This plan includes, at a minimum, the following: an overall statement of objectives concerning the future development of the municipality; plans for land use, housing, transportation, community facilities, and utilities; a statement of the interrelationships among various plan components; a statement of compatibility between the community's existing and proposed plans and contiguous portions of neighboring municipalities, or a statement indicating measures have been taken to provide buffers between disparate uses; a statement indicating that the existing and proposed development of the municipality is consistent with the objectives of the county's comprehensive plan, the timing, and character of proposed land use; a discussion of short- and long-range implementation strategies; and a plan for the protection of natural and historic resources. Section 301 (c) of the MPC says that the comprehensive plan shall be reviewed every 10 years. McKean County has a comprehensive plan, and it was officially adopted by the City of Bradford in December 2007. **The standard has been met because there is a plan on file, but it is not as effective as if the City had gone through the process and adopted its own comprehensive plan.***

Standard No. 10: *The comprehensive plan is reviewed at least every 10 years and updated, as appropriate, and actively used to guide planning and land use activities. As the plan was adopted in 2007, it is too early to try and apply this standard. **The standard is not applicable at this time.***

Standard No. 11: *The municipality has adopted a comprehensive zoning ordinance which incorporates the purposes set forth in the Municipalities Planning Code, and which reflects the latest legal requirements in the zoning/land use areas. An official map has been incorporated as part of the zoning ordinance. The City adopted a new zoning ordinance and zoning district map on June 23, 2009. **The standard has been met.***

Standard No. 12: *Granting exceptions and variances to the zoning ordinance is the exception and not the rule on the part of the Zoning Hearing Board. A review of zoning hearing records from 2008 through 2010 shows that 94 percent of the requests to the Board were granted. For the most part, unless someone shows up at the hearing to object to the request, the request is approved. **The standard has been not met.***

Standard No. 13: *The municipality has adopted a subdivision and land development ordinance. The City of Bradford adopted a Subdivision and Land Development Ordinance on December 21, 1961. Certain sections of this ordinance were amended on September 11, 1981. **The standard has been met only because there is an adopted Subdivision and Land Development Ordinance. However, nothing has been done to update the ordinance in the last 30 years. A recommendation will be made to update or completely rewrite the ordinance.***

Standard No. 14: *A zoning officer has been appointed to administer the zoning ordinance, as required under the MPC. The appointment of this individual is based on the knowledge, skills and abilities needed for the job, and selection is done through open and competitive means. This individual possesses the appropriate education and/or training for the position. The City Clerk is the Zoning Officer for the City. He is experienced and has practical experience dealing with the MPC. **The standard has been met.***

Standard No. 15: *Responsibility and monitoring and enforcing land use regulations, particularly the zoning ordinance, is clearly fixed. Enforcement of these regulatory ordinances is stressed, and enforcement personnel are expected not only to investigate non-compliance complaints, but also to be proactive, regularly monitoring the community for compliance. As previously mentioned, the City Clerk is the Zoning Officer and has experience monitoring zoning cases. **The standard has been met.***

Standard No. 16: *There is a comprehensive fee schedule, available to the public, setting forth costs and related matters for required building permits, demolition, occupancy, grading, street openings, etc.; and for hearings before the governing body, the Planning Commission, or the Zoning Hearing Board for zoning amendments, conditional uses, subdivision approval, site plan approval, sewer tap-ins, etc. A current fee schedule is available at City Hall as well as on the City's Web site. **The standard has been met.***

Standard No. 17: *There is a comprehensive checklist available to citizens and contractors which outlines all needed permits and hearings, and other requirements, related to land development and construction activity. Those who plan to undertake any construction should be able to secure, in advance, a checklist outlining the requirements for permits and possible hearings needed for the activity. **Although there is not a checklist provided, there are packets of information with instructions that are provided to citizens and contractors upon request. The standard has been partially met.***

Standard No. 18: *All permits and information related to local planning, building, zoning, and code enforcement are centralized in a single office, or with a designated staff person, easily accessible to the public. All of the above-listed functions are scattered across a number of offices. However, all building, zoning, and code information is available at the City Clerk's office. **The standard has been met.***

Standard No. 19: *The municipality, by ordinance, has either opted to enforce the Uniform Construction Code (UCC) locally except where municipal or the contracted service provider lack the certification necessary to approve plans and inspect commercial construction or opted to rely on the Pennsylvania Department of Labor and Industry or its designees to enforce the UCC, which includes building, property maintenance and fire code provisions. The City adopted the Uniform Construction Code on June 22, 2004. The residential code is enforced by the code inspectors in the Fire Department, and the commercial code is enforced by the City's third-party building inspector. **The standard has been met.***

Standard No. 20: *Building property maintenance and fire codes are periodically reviewed and updated, as necessary. As the recognized code, when the International Construction Code/Pennsylvania's Uniform Construction Code is updated, the municipality takes action to incorporate the revisions into its code enforcement process. The City updates the codes when revisions become available. **The standard has been met.***

Standard No. 21: *There are established procedures for receiving and following through on complaints concerning Code violations. While the City's inspectors do follow up on code violation complaints, these complaints have been assigned a low priority due to other inspections and permit reviews. **The standard has been met because the procedures are in place.***

Standard No. 22: *There is an established and effective appeals process for individuals who are aggrieved by code enforcement action. The City has an Act 45 Building Code of Appeals Board. The Board is composed of five permanent members and two alternate members. As required by the enabling legislation, the Board is composed of professionals and contractors from the community. **The standard has been met.***

Standard No. 23: *All code enforcement personnel employed by the municipality or retained under a professional services contract are certified as prescribed by Pennsylvania law to enforce building and fire codes. The inspectors in the Fire Department, as well as the third-party inspectors, are able to enforce building and fire codes. **Therefore, the standard has been met.***

Standard No. 24: *Code enforcement personnel (employees and those under service contract) meet and actively participate in training and development programs to maintain the state-required certification to enforce the codes recognized by municipality. The code personnel do what is necessary to maintain their certifications. **The standard has been met.***

RECOMMENDATIONS

RECOMMENDATION NO. 22 – WHEN POSSIBLE, PLANNING COMMISSION MEMBERS AND ZONING HEARING BOARD MEMBERS SHOULD BE APPOINTED BASED ON THEIR KNOWLEDGE OF THE PLANNING AND ZONING FUNCTIONS.

An appointee who has little knowledge in the planning and zoning processes should be encouraged to attend training classes in order to operate more effectively at the scheduled monthly meetings. These positions are important because decisions and recommendations are made that affect the future direction of the community. Uninformed decisions can become

expensive problems for the City in the long run if decisions are appealed and must be defended in court.

RECOMMENDATION NO. 23 – THE CITY PROVIDE TURNKEY PACKETS AND CHECKLISTS FOR RESIDENTS AND CONTRACTORS AT THE CITY BUILDING AND ON-LINE.

The City should develop and provide the public with a checklist of items required for zoning permits, special exceptions, and for subdivision and land development applications. The City has created packets with instructions for citizens and contractors. 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 Web site so that residents can save time and resources by downloading and completing applications in advance of an inspection or permit request.

RECOMMENDATION NO. 24 – JOB DESCRIPTIONS, WORK RULES, AND PROCEDURES SHOULD BE UPDATED.

From a personnel and human resource perspective, the Building and Code Department should have updated job descriptions, employees should be offered hepatitis shots, driver's license records should be reviewed annually, and employee performance reviews should be conducted regularly. There should also be formal procedures adopted that identify all of the work assignments and steps for carrying out job duties.

RECOMMENDATION NO. 25 – THE ZONING HEARING BOARD SHOULD UTILIZE THE SERVICES OF A COURT REPORTER AND LEGAL COUNSEL.

The Zoning Hearing Board meets about 10 times a year to listen to requests for variances as well as uses by special exception. An administrative employee currently attends the meetings, takes notes, and types up the hearing minutes to be signed. This practice needs to end, and the Board needs its solicitor to issue a “finding of facts” on every case. The finding of facts is important because it lays out the legal basis for the approval or denial of the request before the Board. These facts may also be used in the instance that the Board’s decision is appealed to the Court of Common Pleas.

RECOMMENDATION NO. 26 – THE ZONING HEARING BOARD SHOULD NOT ROUTINELY GRANT VARIANCE REQUESTS.

A review of Zoning Hearing Board cases for the years 2008, 2009, and 2010 shows that there were 32 cases brought before the Board, with 30 of the cases approved by the Board.

TABLE 10 – ZONING HEARING BOARD CASES 2008 – 2010

| Year | Zoning Board Hearings | Zoning Requests Approved | Percentage Approved |
|-------|-----------------------|--------------------------|---------------------|
| 2008 | 12 | 11 | 92% |
| 2009 | 8 | 8 | 100% |
| 2010 | 12 | 11 | 92% |
| Total | 32 | 30 | 94% |

SOURCE: CITY OF BRADFORD

Further review of the Zoning Hearing Board minutes from these cases indicates that the Board needs to routinely review section 910.2 of the MPC. This section outlines the criteria that must be met in order to grant a variance. The discussion of the application of this section of the MPC should be reflected in the “finding of facts.”

Section 910.2. Zoning Hearing Board’s Functions; Variances.

(a) The board shall hear requests for variances where it is alleged that the provisions of the zoning ordinance inflict unnecessary hardship upon the applicant. The board may by rule prescribe the form of application and may require preliminary application to the zoning officer. The board may grant a variance, provided that all of the following findings are made where relevant in a given case:

(1) That there are unique physical circumstances or conditions, including irregularity, narrowness, or shallowness of lot size or shape, or exceptional topographical or other physical conditions peculiar to the particular property and that the unnecessary hardship is due to such conditions and not the circumstances or conditions generally created by the provisions of the zoning ordinance in the neighborhood or district in which the property is located.

(2) That because of such physical circumstances or conditions, there is no possibility that the property can be developed in strict conformity with the provisions of the zoning ordinance and that the authorization of a variance is therefore necessary to enable the reasonable use of the property.

(3) That such unnecessary hardship has not been created by the appellant.

(4) That the variance, if authorized, will not alter the essential character of the neighborhood or district in which the property is located, nor substantially or permanently impair the appropriate use or development of adjacent property, nor be detrimental to the public welfare.

(5) That the variance, if authorized, will represent the minimum variance that will afford relief and will represent the least modification possible of the regulation in issue.

RECOMMENDATION NO. 27 – THE CITY NEEDS TO UPDATE ITS SUBDIVISION AND LAND DEVELOPMENT ORDINANCE (SALDO).

The original SALDO was adopted in 1961, with amendments made in 1981. The SALDO should be reviewed and updated every 10 years. This update should reflect the changing conditions in the City as well as possible legal changes made to the Pennsylvania Municipalities Planning Code. Along with the Comprehensive Plan and the Zoning Ordinance, this document is an essential link in the land and development chain.

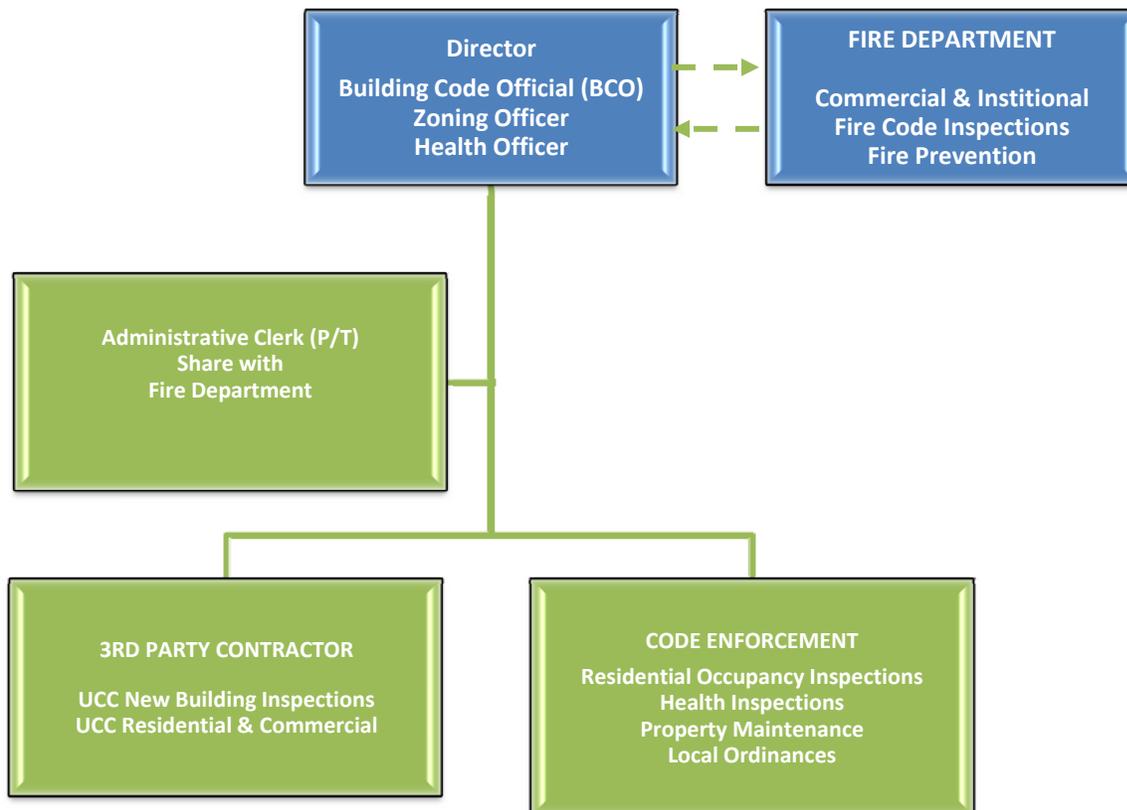
RECOMMENDATION No. 28 – ALL PERMITS AND INFORMATION RELATED TO LOCAL PLANNING, BUILDING, ZONING, AND CODE ENFORCEMENT SHOULD BE CENTRALIZED IN A SINGLE OFFICE AT CITY HALL THAT IS EASILY ACCESSIBLE TO THE PUBLIC.

As discussed in Standard No. 18, building inspection, code enforcement, planning, and zoning are located in different offices at different locations. Having a single office helps to facilitate the processing and authorization of various permits and other requirements for land development and construction. It creates efficiency and allows for more effective implementation of local ordinances. Many communities now offer a “concierge” approach that provides for one contact for the applicant. A single contact at City Hall should provide all the applications and all of the information that is needed to complete the entire process.

RECOMMENDATION No. 29 – THE CITY SHOULD CREATE A DEPARTMENT OF PLANNING, ZONING, AND CODE ENFORCEMENT.

The City should create a Department of Planning, Zoning, and Code Enforcement that would address and oversee all issues surrounding planning, zoning, building, inspection, and code enforcement. The structure of the department should be as follows:

FIGURE 9 – RECOMMENDED PLANNING, ZONING, & CODES ORGANIZATIONAL CHART



SOURCE: DELTA ANALYSIS

- The Director of the Department should oversee all operations including but not limited to building inspections, health inspections, residential and commercial occupancy inspections, code enforcement, local ordinance enforcement, as well as coordinate zoning and planning issues. The Director would be appointed as the Building Code Official (BCO), Zoning Officer, and the Health Officer. As the Health Officer, the annual inspection of restaurants would fall under the new code enforcement office activities. The Director should also oversee the activities of the 3rd Party Contractor as they relate to residential and commercial new building activity. The Director would work closely with the Fire Department and coordinate property maintenance inspections with fire code inspections.
- The City should continue to contract with a 3rd-party building inspection agency for new building commercial and residential permits. Every plan review, permit issuance, and inspection should be done by a company that is appointed by the City. Before making this move, the City should request proposals from various companies in order to secure the best deal. This service should be a fee-based service that will not only pay for itself, but will bring in revenue to cover the cost of administrative services and overhead. The building inspection agency should have an office in City Hall and make appointments to meet residents on an as-needed basis.
- The Fire Department should shift its focus from residential fire inspections to commercial fire code inspections. The City should adopt the latest UCC Fire Code and adopt an ordinance that would require all commercial property owners to have their properties inspected once a year to ensure compliance with the most recent fire codes. Fees should be set at a level that will cover the cost of the personnel necessary to complete the fire code inspections on an annual basis.
- Code Enforcement personnel should consist of one full-time and/or part-time inspectors who will be responsible for residential multi-unit occupancy inspections, property maintenance inspections, annual restaurant health inspections, and proactive local ordinance enforcement. Code enforcement includes such issues as high grass and weeds, junk cars, and other nuisance-type violations. The inspectors will rely upon a combination of local ordinances as well as the most recent edition of the International Property Maintenance Code to complete these inspection activities.
- The secretary in the fire department will be moved to an office in City Hall and will report to the new Director but will continue to provide clerical support for all records and reporting for the inspection activities in the fire department and in the planning, zoning and codes department..

TABLE 11 – PROPOSED INSPECTION RESPONSIBILITIES

| Item | Old Assignment | New Assignment |
|---|-------------------------|---|
| Sale of Property - Residential | Code Officer-Fire Dept. | Code Officer - P,Z,& Codes |
| Sale of Property - Commercial | None | Code Officer – P,Z, & Codes |
| Residential Rental Property - Annual Registration | Code Officer-Fire Dept. | Code Officer – P,Z, & Codes |
| Residential Rental Property-Change of Tenant | Code Officer-Fire Dept. | No inspection, but new tenants must be reported |
| Commercial Property Change of Tenant or Use | None | Code Officer – P,Z, & Codes Zoning Officer |
| Residential New Construction and/or Plan Review | Fire Department | Third-Party Inspector |
| Commercial New Construction and/or Plan Review | Third-Party Inspector | Third-Party Inspector |
| Health Inspections Annual Restaurant Inspections | Fire Department | Code Officer – P,Z, & Codes |
| Property Maintenance Enforcement | Fire Department | Code Officer – P,Z, & Codes |
| Local Nuisances Ordinance Enforcement | Fire Department | Code Officer – P,Z, & Codes |
| Annual Commercial/Institutional Fire Inspections | None | Fire Department |

SOURCE: DELTA ANALYSIS

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PUBLIC WORKS

The review of the City of Bradford Public Works Department was conducted by David A. Soboslay, at Delta Development Group, Inc., as part of Step IV of the EIP and Five-Year Financial and Management Plan for the City of Bradford. Mr. Soboslay has over 20 years of experience in local government management and has worked directly with public works issues related to local government during that time. To complete this evaluation, the consultant conducted fieldwork and site investigations, analyzed data, gathered information from comparable local government operations, and conducted extensive research. Personal interviews were held with the Public Works Foreman and the Sanitation Foreman, for issues relative to the public works maintenance operations as well as solid waste and recycling. The recommendations contained in this report are based on recognized standards, accepted practices, and government mandates.

ORGANIZATIONAL STRUCTURE

The Public Works Department consists of 21 full-time employees, three of whom are foremen. The Street Division has one foremen, and the Sanitation Division has one foreman. The 20 full-time employees are members of a collective bargaining agreement under the Teamsters, Chauffeurs, Warehousemen and Helpers Local Union No. 110. The current contract is a five-year agreement that runs from January 22, 2011, through January 21, 2014. The agreement continues to be in effect from year to year after January 21, 2014, unless either party gives written notice on or before June 30 of the year prior to the fiscal year for which it desires to change the agreement.

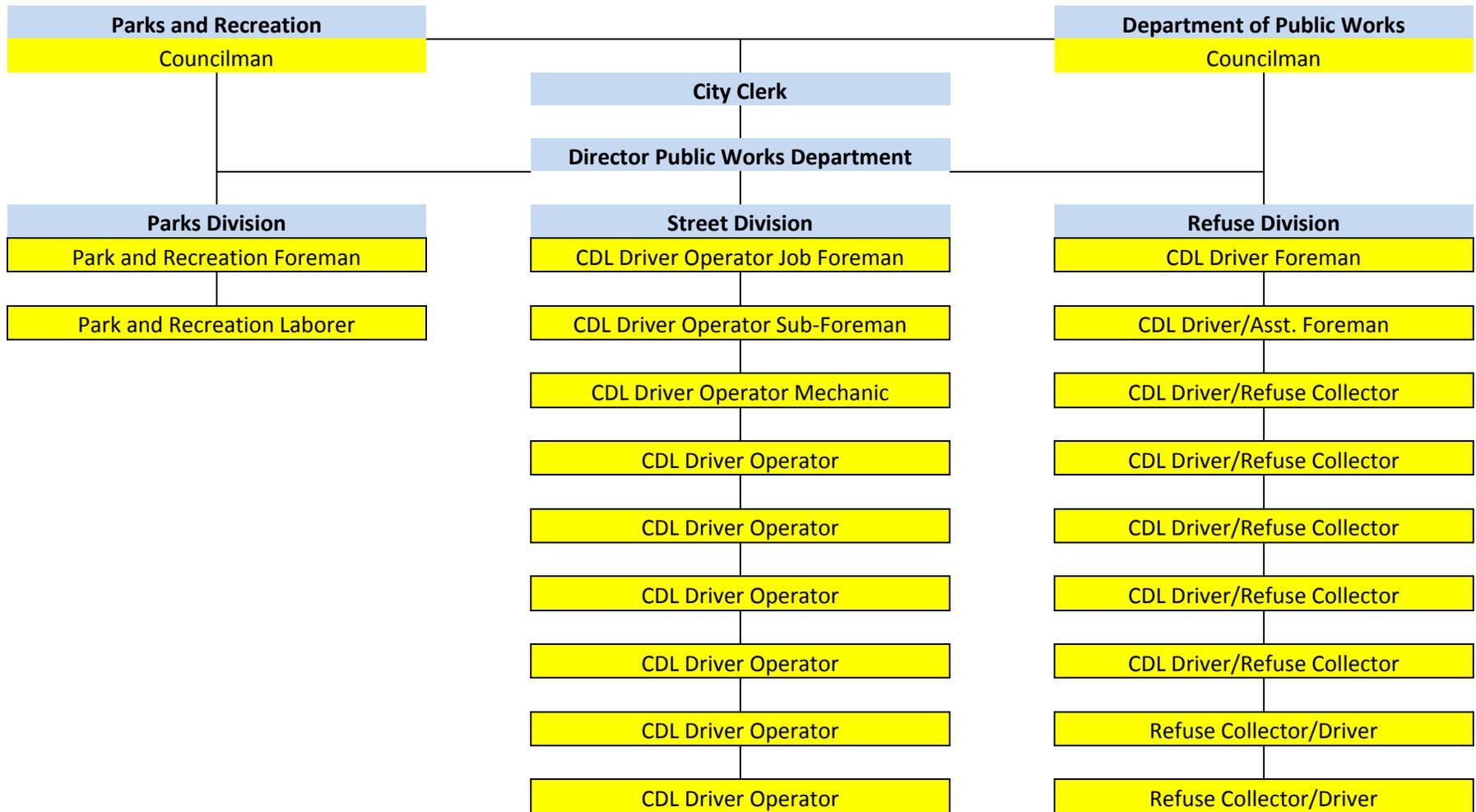
The Public Works Department is broken down into three (3) divisions – a Street Division, a Sanitation Division and a Parks & Recreation Division. The Sanitation Division utilizes 9 of the 18 Public Works employees on a full-time basis to operate two packer trucks and a recycling truck (one driver and two workers per truck), which leaves the other nine employees to carry out all maintenance issues for the Street Division. The recycling truck picks up items such as cans and bottles every other week, and the cardboard truck runs on the opposite weeks. The cardboard truck also runs every day through the commercial district. The standard workday for the employees in the Sanitation Division is 4:00 a.m. until 12:30 p.m.

The Street Division utilizes nine employees, three trucks, 1 foreman and 1 sub-foreman. The division also operates a street sweeper from April through October and also operates a leaf collection machine in the fall.

The regular work week for all employees is 40 hours per week scheduled Monday through Sunday, with two consecutive days off. All employees are granted nine holidays and 21 sick days per year.

Figure 10 below shows the organizational structure of the Street Division of the Public Works Department:

FIGURE 10 – CITY OF BRADFORD PUBLIC WORKS DEPARTMENT – PARKS ORGANIZATION CHART



SOURCE: CITY OF BRADFORD

KEY FUNCTIONS

The major functions of the two divisions within the Public Works Department are as follows:

Street Division

The Street Division maintains 38 miles of City-owned roadways, in addition to the state and county roads that it salts and plows, under agreement with the Commonwealth of Pennsylvania. This division performs the following tasks:

- Shovels, salts, and plows snow from the street right-of-way as well as City-owned sidewalks. Based on the number of employees who are at work or the number called out to work, there are different snow removal routes that can be put into effect.
- Operates the street sweeper from April through October
- Cuts out old, deteriorated curbs and replaces with new curbing
- Maintains parking meters
- Maintains street signs and regulatory signs
- Patches potholes as well as holes made by the Water Department
- Keeps roadways clear of debris, dead animals, and automobile accidents
- Cuts grass and removes weeds
- Works on cement where necessary
- Seals cracks
- Maintains and replaces storm sewer lines
- Picks up white goods and yard waste
- Operates the leaf machine for leaf pick-up in the fall
- Repairs and replaces catch basins
- Paints crosswalks and curbing
- Removes trees that fall during storms
- Repairs and maintains division's trucks
- Responds to PA 1 Calls
- Picks up yard waste

Sanitation Division

The Sanitation Division picks up commercial and residential solid waste and recycling.

- Two garbage trucks (with three men on each truck) run every day and go to every residential and commercial establishment at least once a week.
- Residential accounts are limited to four bags a week, and overages are eventually reported to City Hall for billing purposes.

- Commercial accounts are picked up as often as requested during the normal work week. All waste is taken to the landfill at Mount Jewet, operated by Casalla Waste Systems, Inc, which is approximately a 56-mile round trip.
- The City is divided into two routes for pick-up purposes. The routes have been in effect for 25 years. There have been numerous analyses of the routes, and the current route has always been found to be the most effective.
- White goods are picked up by the Street Department (approximately 10 to 20 per month). They are taken to a facility on High Street.
- The recycling truck is constantly out in the residential and commercial districts. In the residential areas, there is a pick-up every other week for cans, bottles, glass, etc. There is also a pick-up on the opposite weeks for cardboard and paper. In the commercial area, cardboard is picked up every week.
- Recycling dumpsters are located at the Street Department's facility for use by the public.

OPERATING BUDGET – STREET DIVISION

Looking back at the years 2004 through 2010, expenditures in the Street Division have decreased from \$1.8 million to \$825,000 per year. This is mainly due to the elimination of a bridge construction contract. The increases are due to fixed-cost items such as healthcare, fuel prices, and vehicle maintenance. Engineering services have also increased during this time period. However, the year-end expenditures for 2010 are projected to decrease by approximately 17 percent over the previous year.

- The ever-increasing costs of medical insurance are also reflected in the increased expenditures. Health benefits have increased 30 percent from \$94,000 in 2004 to \$122,000 in 2010.
- With consumption remaining rather flat, the increase in gas and fuel prices has caused the City to spend an additional 30 percent on this line item.
- Vehicle maintenance has been fairly constant since 2004, averaging about \$28,000 to \$30,000 per year.
- Wages have slowly increased from \$306,000 in 2004 to an anticipated \$347,000 in 2011.
- The cost of street sweeper supplies has almost doubled from \$5,900 in 2004 to \$10,000 in 2011.

TABLE 12 – STREET DIVISION OPERATING BUDGET – 2004 – 2010

| EXPENDITURE CATEGORY | ACTUAL |
|-----------------------------|---------|---------|---------|---------|---------|---------|---------|
| HIGHWAYS | 2004 | 2005 | 2006 | 2007 | 2008 | 2009 | 2010 |
| Salary - Councilman | 1,817 | 1,750 | 1,750 | 1,750 | 1,750 | 1,750 | 1,750 |
| Salary - DPW Director | 42,770 | 42,505 | 43,967 | 45,585 | 23,605 | 24,281 | 24,281 |
| Salary - Asst. Director | 37,474 | 37,251 | 38,083 | 38,979 | - | - | - |
| Health Benefit | 94,223 | 93,645 | 97,154 | 97,454 | 97,390 | 102,800 | 122,178 |
| Life Insurance | 671 | 689 | 666 | 712 | 648 | 594 | 468 |
| FICA/Medicare Expense | 33,646 | 34,493 | 33,716 | 36,774 | 33,925 | 29,713 | 27,508 |
| Workers' Compensation | 21,959 | 25,122 | 33,798 | 39,764 | 49,765 | 36,111 | 30,529 |
| Education | 5 | 195 | 25 | 83 | 193 | - | - |
| Wages-Street Devision | 306,364 | 309,878 | 310,412 | 330,151 | 340,908 | 335,072 | 310,206 |
| Overtime | 50,450 | 58,786 | 46,003 | 59,122 | 52,840 | 37,943 | 39,292 |
| Supplies | 223 | 123 | 68 | 38 | - | - | - |
| Postage | 423 | 486 | 507 | 512 | 524 | 432 | 599 |
| Overtime Meals | 177 | 207 | 214 | 174 | 252 | 408 | 20 |
| Gas/Oil/Fuel | 21,344 | 27,972 | 30,132 | 35,944 | 48,373 | 27,360 | 30,679 |
| Safety Equipment & Clothing | 3,180 | 3,312 | 4,134 | 3,904 | 2,952 | 4,187 | 3,523 |
| Road & Sidewalk Materials | 43,702 | 53,360 | 43,778 | 46,290 | 52,552 | 47,195 | 39,959 |
| Road Sale/Sand | 22,000 | 25,000 | 8,062 | - | - | - | - |
| Vehicle/Equipment Maint. | 20,126 | 28,575 | 29,979 | 28,638 | 32,616 | 31,197 | 26,431 |

SOURCE: CITY OF BRADFORD FINANCIAL RECORDS

TABLE 13 – STREET DIVISION OPERATION BUDGET (CONTINUED)

| EXPENDITURE CATEGORY | ACTUAL | ACTUAL | ACTUAL | ACTUAL | ACTUAL | ACTUAL | ACTUAL |
|--------------------------------|------------------|------------------|----------------|----------------|----------------|----------------|----------------|
| HIGHWAYS | 2004 | 2005 | 2006 | 2007 | 2008 | 2009 | 2010 |
| Street Sweeper Maint/Supplies | 5,961 | 6,568 | 6,581 | 7,833 | 8,133 | 9,885 | 8,868 |
| Street Signs | 6,732 | 4,060 | 4,069 | 5,025 | 5,782 | 4,769 | 3,613 |
| Radio Maintenance | 1,350 | 1,209 | 1,332 | 1,440 | 2,990 | 879 | 378 |
| DPW Contract - Computer | - | 459 | 494 | 539 | 181 | - | - |
| CDL/DOT Regulations | 622 | 741 | 377 | 444 | 1,165 | 100 | 125 |
| Resurfacing Grant | - | - | 15,000 | - | - | - | - |
| Foster Twp. | 500 | 500 | 500 | 500 | 500 | 500 | 500 |
| County Aid | 20,227 | 20,225 | 16,851 | 16,851 | 16,843 | 16,843 | 16,834 |
| Bridge Construction Contract | 1,074,326 | 320,768 | - | - | - | - | - |
| Holley Ave. Improvements | - | 10,578 | 1,208 | 18,100 | 6,721 | 6,843 | - |
| Capital Outlay/Minor Equipment | 1,054 | 903 | 1,457 | 829 | 800 | 935 | - |
| Map Machine: Maint/Supplies | 1,073 | 576 | 70 | - | 435 | - | 140,237 |
| SUBTOTAL | 1,812,400 | 1,109,935 | 770,447 | 817,437 | 781,843 | 719,797 | 827,979 |

SOURCE: CITY OF BRADFORD FINANCIAL RECORDS

OPERATING BUDGET – SANITATION DIVISION

Looking back at the years 2004 through 2010, expenditures in the Sanitation Division have decreased from \$1.1 million to \$875,000 per year. The following factors should be noted:

- Healthcare costs have increased almost 50 percent from \$92,000 in 2004 to \$132,000 in 2010.
- Wages have increased from \$281,000 to \$305,000, or a little under 10 percent during that same time period.
- Overtime wages have more than doubled from \$22,009 in 2004 to over \$44,000 in 2010. This item is directly related to trips to the landfill at the end of the workday.
- Fuel costs have increased from \$18,937 in 2004 to \$41,368 in 2010.
- The most significant budget item has been the decrease in the tipping fee paid at the landfill. The expenditure has decreased from \$601,000 in 2004 to about \$200,000 in 2010. This decrease is due to the City being able to change from one landfill to another.

TABLE 14 – SANITATION DIVISION OPERATING BUDGET – 2004 – 2010

| EXPENDITURE CATEGORY | ACTUAL | ACTUAL | ACTUAL | ACTUAL | ACTUAL | ACTUAL | ACTUAL |
|-----------------------------------|------------------|----------------|----------------|----------------|----------------|----------------|----------------|
| Solid Waste | 2004 | 2005 | 2006 | 2007 | 2008 | 2009 | 2010 |
| Salary: Councilman | 1,817 | 1,750 | 1,750 | 1,750 | 1,750 | 1,750 | 1,750 |
| Salary - DPW Director | - | - | - | - | 23,605 | 24,281 | 24,281 |
| Health Benefit | 92,459 | 95,103 | 101,318 | 103,847 | 115,962 | 112,134 | 132,353 |
| Life Insurance | 590 | 594 | 569 | 576 | 563 | 540 | 409 |
| FICA/Medicare Expense | 22,348 | 22,935 | 24,636 | 23,700 | 25,375 | 28,372 | 27,542 |
| Workers' Compensation | 15,755 | 19,106 | 26,476 | 31,032 | 45,140 | 33,016 | 27,897 |
| Wages-Refuse Collectors | 281,753 | 287,730 | 306,418 | 291,534 | 316,160 | 313,148 | 305,553 |
| Overtime Wages | 22,842 | 24,994 | 29,646 | 38,647 | 39,682 | 50,412 | 44,177 |
| Office Supplies | 1,345 | 1,315 | 1,638 | 1,554 | 1,489 | 787 | 506 |
| Postage | 4,804 | 3,446 | 2,671 | 5,592 | 2,807 | 3,113 | 3,762 |
| Gas/Oil/Fuel | 18,937 | 26,914 | 34,093 | 36,994 | 78,114 | 38,922 | 41,368 |
| Safety Equipment/Clothing | 3,716 | 4,940 | 4,636 | 5,671 | 5,175 | 6,102 | 3,672 |
| Contractual (MM Temps) | 5,838 | 2,538 | - | 16,688 | 8,301 | - | - |
| Vehicle Equip/Main. Supplies | 19,110 | 24,740 | 25,846 | 13,760 | 15,316 | 15,062 | 18,986 |
| Tipping Fees | 601,166 | 347,770 | 222,445 | 229,328 | 208,406 | 208,024 | 197,071 |
| Advertising Inc. Recycling Notice | 616 | 672 | 587 | 976 | 909 | 502 | 671 |
| Refuse Coupon/Delinquent Notice | 3,121 | 2,595 | 3,370 | 2,945 | 3,064 | 1,203 | 1,186 |
| Vehicle/Equipment Maint. | - | 372 | - | - | 329 | - | - |
| CDL/DOT Regulations | 233 | 19 | 577 | 279 | 465 | - | 50 |
| Landfill Permitting | 75 | - | - | - | - | - | - |
| Capital Outlay (Dumpsters) | 2,140 | 5,578 | 5,929 | 5,840 | 9,269 | 9,324 | 7,451 |
| Capital Outlay (Packer Leases) | 51,863 | 51,863 | 8,645 | 250 | 57,310 | 68,772 | 63,328 |
| SUBTOTAL | 1,150,530 | 924,974 | 801,250 | 810,963 | 959,190 | 915,462 | 902,012 |

SOURCE: CITY OF BRADFORD FINANCIAL RECORDS

OBSERVATIONS

Other budget observations are as follows:

- Very little to no money is budgeted or spent on storm sewers and drains. With an aging infrastructure, more funds need to be dedicated and utilized to repair and replace storm sewers.
- Based on issues that will be discussed in the recommendations section, the budget for street signs and traffic signs will need to increase significantly over the next few years in order to meet recently established federal guidelines for reflectivity.
- The cost of fuel has finally leveled off to the point that the 2010 expenditures will be approximately 35 percent less than the cost of what was spent in 2008.

BEST MANAGEMENT PRACTICES

The following best management practices for the Public Works Department were established and published by the Southwest Pennsylvania Commission (SPC). The following review looks at how these standards can be applied to the City of Bradford.

Standard No. 1: *The responsibility for the public works function has been placed with an individual trained and experienced in the major areas of public works management.* When the initial interviews were conducted The Public Works Department was without a Director, and the foreman in the Street Division and the foreman in the Sanitation Division were running the department. In April of 2011 the City appointed a full time Director to oversee the street division, the sanitation division, and the parks and recreation division. **This standard has been met.**

Standard No. 2: *Training should be provided for all public works personnel on a regular basis.* While the general fund budget does not provide any funds for training, the foremen try to take advantage of free training sessions offered throughout the year. Safety meetings are held once a month, and the department does utilize LTAP training. **This is a step in the right direction, but the standard still has not been met.**

Standard No. 3: *Following the adoption of the annual budget, an implementation plan encompassing all public works operations including a system for monitoring goals and objectives is developed by the public works director in consultation with the City Clerk.* In this instance, the foremen have little to no input on the annual budget besides being able to provide a “wish list” for each division. The foremen have some input on the execution of the budget. Management has not set any goals or objectives for the foremen in this department. The new Director is already working closely with the City Clerk and the Council on budget issues. **The standard has been met.**

Standard No. 4: *A comprehensive vehicle and equipment maintenance records system is used as the basis for the City’s replacement schedule for public works equipment and vehicles.* There are records kept for major maintenance issues, as well as oil changes, tire rotations, brake pad replacement, etc. However, these records are not used to make decisions because there is no formal replacement schedule in place.

The Public Works vehicle fleet is in decent shape, as evidenced by the schedule in **Table 15**. Of the 21 trucks in the fleet, 13 of them were built and purchased between 2000 and 2010, six of the vehicles were purchased between 1990 and 1997, and one of the vehicles was purchased in 1987. Of the 21 vehicles, two of them are now out of service. There are also six additional pieces of heavy equipment. **However, as there is no formal capital replacement schedule in place, the standard has not been met.**

TABLE 15 – VEHICLE INVENTORY

| Vehicle # | Vehicle Year | Vehicle Description |
|------------|--------------|--------------------------|
| S-5 | 1987 | Ford L8000 5 Ton |
| S-10 | 1990 | Loadstar 5 Ton |
| R-5 | 1990 | 3500 - Out of Service |
| UT-1 | 1991 | International -FS |
| S-11 | 1994 | Chevy 3500 |
| S-1 | 1995 | GMC Suburban |
| S-2 | 1997 | Ford F-350 |
| R-6 | 2000 | International |
| S-9 | 2001 | Dodge 3500 |
| S-12 (old) | 2001 | Dodge - Out of Service |
| H-3 | 2001 | Mack Packer |
| S-3 | 2003 | Chevy H3500 |
| S-6 | 2004 | Ford F-350 SD |
| S-16 | 2004 | Elgin Sweeper |
| R-4 | 2005 | International |
| S-7 | 2006 | Ford F-350 SD |
| S-4 | 2008 | Ford Van |
| S-8 | 2008 | Ford F-350 SD |
| H-1 | 2008 | Mack Packer |
| H-2 | 2008 | Mack Packer |
| S-12 | 2010 Ford | Ford F-350 SD |
| | | |
| S00 | | Bobcat 440B |
| | | Bobcat 463 |
| | | Bobcat 863 |
| | | BobCat Excavator |
| | | John Deere Backhoe 310SE |
| | | Caterpillar Loader 924F |

SOURCE: CITY OF BRADFORD

Standard No. 5: *For all public works projects there is a system of monitoring all projects in all phases of implementation by appropriate management personnel.* In this instance all of the projects are monitored by one of the two foremen. The foreman then interfaces with members of Council who serve as committee chairpersons. **This standard has been met.**

Standard No. 6: *Regular progress reports on the implementation of public works projects are provided to the manager and elected officials.* **This standard has been met, as verbal and written reports are given to the elected officials on a regular basis.**

Standard No. 7: *Municipal facilities are maintained in accordance with policies and procedures designed to preserve these assets and to reduce injury and liability claims.* The most important municipal facility in this instance is the streets and alleys in the City. In Chapter 189 of the Code of the City of Bradford, there are specific requirements for street openings, bonds, restoration

of street openings and other regulations related to street openings. **This standard has been met, as the City enforces its code as it relates to streets and facilities. This standard has also been met because the Street Division maintains the interior and exterior of City Hall. Chapter 189 of the Code is currently being rewritten to include maintenance of the police and fire stations.**

Standard No. 8: *The responsibilities of the public works department in the event of a natural or man-made disaster have been identified as part of the municipality's emergency management plan. In the event of an emergency, the foremen have not been formally trained on the call-out procedures for department employees, and there has been no training on the protocol for equipment. In addition, the employees have not received any training on what to do or what their role is in the event of a disaster. While the new Director is currently looking into training, the standard has not been met.*

Standard No. 9: *All municipal streets and appurtenances are well maintained and supported by a systematic multi-year pavement management program which focuses on the maintenance, restoration and reconstruction of municipal streets and roads. A planned approach is essential because of the City's susceptibility to liability suits related to unsafe streets. As of mid September 2011, the Department of Public Works has dispersed of 263 tons of hot patch material, utilizing both State and County liquid fuels funds. The standard has been met.*

Standard No. 10: *The municipality has a multi-year plan which presents an assessment of the current condition of all municipal streets and highways and a schedule for resurfacing restoration or reconstruction projects. The general fund budget does provide funds to repair streets, in addition to the liquid fuels funds mentioned in standard no. 10. However, a master plan for repair and /or replacement of streets still needs to be put in place. The standard has not been met.*

Standard No. 11: *State standards and mandates governing procedures, materials and specifications guide street and road construction repair and resurfacing. The Public Works Foremen are aware of the Pennsylvania Department of Transportation's (PennDOT) mandates and procedures and follow them as closely as possible. As the City directs some of its state-funded liquid fuels money toward equipment and roads, it follows all of the state standards as close as possible. The standard has been met.*

Standard No. 12: *Berms, catch basins and storm sewers associated with municipal streets and roads are cleaned on a regular basis. Catch basins and storm sewers are maintained on an as-needed basis. The City owns and operates a street sweeper, which is a very important starting point for keeping catch basins and storm sewers clean. However, the Public Works Department is currently very reactive instead of proactive. The City is attempting to catch up on back work so they can become more proactive. While that is a step in the right direction, the standard has still not been met.*

Standard No. 13: *All streets are signed. Street signs are aesthetically pleasing, well maintained, and located for maximum visibility. Street signs are important as they enable residents, consumers, and visitors to find their way around the City. The Public Works foremen keep a list of street signs that need replaced. The signs are made in the Public Works Department's sign shop. The standard has been met.*

Standard No. 14: *In accordance with traffic studies, all municipal regulatory signs are installed, maintained, and are supported by appropriate ordinances.* Chapter 178 of the Code of the City of Bradford does an excellent job of detailing regulatory signs. The code book also shows deletions, modifications, and additions (with ordinance number) to items such as traffic signs, one-way streets, stop intersections, and prohibited turns. An excellent job by the City! **This standard has been met.**

Standard No. 15: *Planning street maintenance for the winter months includes three major components:*

- *Snow and ice control equipment is in good working condition in advance of the ice and snow season.*
- *A current snow and ice control plan exists. It includes procedures for call-outs, route coverage and priorities, salt/cinder stockpiles and access to additional resources in emergencies.*
- *Preseason snow and ice control training program for all public works personnel.*

Snow and ice removal is a basic function that the Public Works Department does very well. Every year the department preps its equipment for snow and ice removal, making sure that everything is in good working order. The City does have established snow routes, call-out procedures, and a salt and cinder stockpile. **The standard has been met.**

Standard No. 16: *Municipal Shade Tree Program is based upon a comprehensive plan which has been developed from an assessment of the condition of existing municipal trees and which identifies needs, fixes priorities and proposes a means to finance the program.* Chapter 202 of the Code of the City of Bradford establishes a Municipal Tree Board that regulates everything that a shade tree program would offer, such as rules and regulations concerning an approved species for planting, the spacing of trees, the distance at which trees can be planted from the curb, etc. **Therefore, this standard has been met.**

Standard No. 17: *Whether done by municipal employees, by contracting out, or by other arrangements, refuse collection is mandated for each household and business in the community, and such waste is properly collected, transported, and disposed of in accordance with state law.* Solid waste is collected by the Sanitation Division as outlined in Chapter 184 of the Code of the City of Bradford. Residential pickup occurs once a week and commercial pickup is at least once, if not more per week. All solid waste is disposed of at a licensed landfill. All recyclable materials are sold by contract. **The standard has been met.**

Standard No. 18: *Garbage, rubbish and trash are collected at least weekly to assure the public's health, safety and welfare. This includes arrangements for the pickup of bulk wastes, yard wastes, leaves, and authorized recyclable materials.* As mentioned in Standard 17, trash is picked up once a week and bulk items are collected at least once a month. Leaf waste is collected in the fall. **The standard has been met.**

Standard No. 19: *The municipality has written standards which require that routes are completed as scheduled, that households are not missed and that pick-ups are thorough and the areas left clean of solid wastes.* While the municipality has an entire chapter on solid waste

pickup, it does not have standards on timely pickup. **The standard has not been met, but can be easily corrected.**

Standard No. 20: *By municipal ordinance or through contract, policy is set which, among other things, stipulates the type of container, and limits the time when garbage/trash can be placed at the curb, and when emptied containers must be removed from the curb. Compliance is monitored.* Chapter 184-3 of the City of Bradford Code does cover these items.. **The standard has been met.**

Standard No. 21: *Regardless of the current means which the municipality uses to collect refuse, management periodically makes an analysis of the system to determine whether it is the most cost-effective means to provide refuse service.* Management has looked at this issue in the past and should continue to do so every two to three years. **The standard has been met.**

Standard No. 22: *If collection is done by the municipality, there is a contractual arrangement with the owner of a disposal site which meets county or the appropriate state agency standards.* The City of Bradford has an agreement with a landfill, which is licensed by the Commonwealth of Pennsylvania. **The standard has been met.**

RECOMMENDATIONS

RECOMMENDATION NO. 30 – THE CITY SHOULD PROVIDE TRAINING OPPORTUNITIES FOR ITS PUBLIC WORKS EMPLOYEES.

The City currently provides very little regular training for the employees in the Street Division and the Sanitation Division. There are free programs offered by the DCED and the League of Cities that the City should be aware of. 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.

RECOMMENDATION NO. 31 – STREET DIVISION EMPLOYEES SHOULD BE TRAINED ON THE FEDERAL EMERGENCY MANAGEMENT AGENCY’S (FEMA) NATIONAL INCIDENT MANAGEMENT SYSTEM (NIMS) IN ORDER TO BETTER RESPOND TO LARGE-SCALE EMERGENCIES.

The Street Division has received no information related to the protocol on equipment and call-out of employees in the event of a disaster. In addition, the division employees have not received specific training on what they are to do for such an event. NIMS is an approach to incident management and response that establishes a uniform set of processes and procedures that emergency responders at all levels of government use to conduct response operations. The benefits of the NIMS system will be significant for the Street Division, in that it will create standardized organizational structures, processes, and procedures. As a result, the employees will learn about the command structure and how they fit into that structure within their own division as well as within the framework for the entire City.



In October 2005, the Pennsylvania Emergency Management Agency issued a training matrix containing specific information, requirements, and who specifically should take each NIMS course. As a starting point, Street Division employees are recommended to take Incident Command System (ICS)-100 and ICS-200. In addition, all elected officials and management employees should be trained in ICS-100.

The new Director is looking into providing training.

RECOMMENDATION NO. 32 – AN AUTOMATED SYSTEM IS NEEDED TO TRACK COMPLAINTS.

A system, once in place, will allow the Foreman and/or an administrative employee to enter complaints, 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 will also serve as a valuable tool for accessing historical information that someday may need to be used by management. The purchase and implementation of such a system should be coordinated on a City-wide basis, as this system could also benefit other departments.

RECOMMENDATION NO. 33 – A CAPITAL REPLACEMENT PROGRAM MUST BE PUT IN PLACE FOR STREET DIVISION AND SANITATION DIVISION VEHICLE PURCHASES.

A review of the current fleet indicates that the City has done a very nice job replacing old vehicles and purchasing new ones as needed. However, the City needs a program whereby it commits to an ongoing program of vehicle lease/purchases that will do the following:

- 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 efficient
- 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. 34 – THE CITY CLERK SHOULD WORK WITH THE DIRECTOR TO UNDERTAKE A STRATEGIC PLANNING SESSION WITH THE PUBLIC WORKS DEPARTMENT.

The number of employees in the Public Works Department has decreased over the years. For this reason, it is difficult for this department to undertake all of the work assignments and responsibilities that have been assigned to it in the past. A strategic planning session should be scheduled for the department in order to determine the course that should be established for the next several years. Strategic planning for the Street and Sanitation Divisions should include critical discussions:

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

The following issues for discussion should be included:

- Are there any programs or services that we currently provide that we should stop providing? If yes, which programs?
- Are there any new services that the department should start providing?
- What are the department's strengths?
- What are the department's weaknesses?
- What opportunities do you feel the department should pursue over the next five years?
- What challenges does the department face, or do you envision the department facing, over the next five years?

It should be noted that the City Clerk and the new Director of Public Works and Recreation have been discussing best management practices for the department.

RECOMMENDATION NO. 35 – OVERTIME SHOULD BE TRACKED 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 department and/or the City break overtime usage into specific categories and that management record 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.

This recommendation for cost containment is potentially available through managing the department overtime budget. But due to a lack of categorization of overtime by specific use (e.g., regular, training, snow removal, emergency response, etc.), it is not possible to determine the amount of cost containment, if any, that is available.

The new Director is tracking overtime and has managed to decrease overtime since his appointment in April.

RECOMMENDATION NO. 36 – A STUDY NEEDS TO BE UNDERTAKEN IN REFERENCE TO ROAD SIGNS.

While Congress is no longer requiring municipalities to replace all street signs and regulatory signs by 2015, the City should still conduct an inventory of signs, and replace worn out signs in a timely manner. Assembling the inventory will help remind the department employees which signs will need to be replaced sooner than later.



Public Works Storage Building

RECOMMENDATION NO. 37 – A LONG-RANGE PLAN NEEDS TO BE DEVELOPED FOR STREET PAVING.

A long-range plan for street paving will ensure that community goals and needs are met, the public is informed of the prioritization of upcoming projects, efficient administration is encouraged, and the City is allowed to be proactive and contact existing utilities to inform them of upcoming work.

RECOMMENDATION NO. 38 – CATCH BASINS NEED TO BE CLEANED ON A REGULAR BASIS.

The Foreman needs to be proactive and deploy Street Division personnel 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 damage to both public and private property.

An inventory of City owned and maintained catch basins is currently underway.

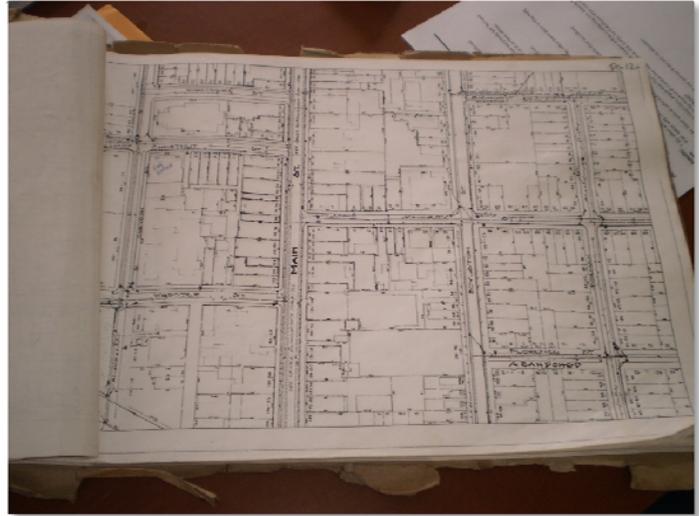
RECOMMENDATION NO. 39 – WRITTEN STANDARDS NEED TO BE DEVELOPED FOR THE COLLECTION OF SOLID WASTE.

Chapter 184 of the code of the City of Bradford does a nice job covering many solid waste collection issues such as the size of containers and when containers can be put out at the curb. However, it does not address what happens when the crew inadvertently fails to make a scheduled pickup. The policy should ensure that the missed pickup will be addressed within 24 hours. Also, In order for these standards to be effective, they need to be enforced by the municipality.



RECOMMENDATION NO. 40 – THE MAPS IN THE PUBLIC WORKS DEPARTMENT NEED TO BE UPDATED AND CONVERTED TO DIGITAL IMAGES.

The City currently uses paper maps to locate storm sewers as well as mark these facilities for PA One Call purposes. These maps, at a minimum, should be scanned and preserved in a digital format on the City’s computer server. This will ensure that the information is not lost or accidentally destroyed. If funds permit, the maps should be converted for use with a City-wide geographic information system (GIS) that would allow the data to be accessed by multiple users.



RECOMMENDATION NO. 41 –THE STREET DIVISION NEEDS TO GET BACK TO CRACK SEALING CITY STREETS.

There is no argument that all asphalt pavements crack. Cracks in asphalt are inevitable. Neglect and lack of proper maintenance lead to accelerated cracking and/or potholing, further reducing the life span of the pavement.

Once cracks develop, water easily penetrates into the base and sub-base of the pavement and damages the structural integrity of the materials. Pavement joint and crack sealants are designed to protect pavement by minimizing water infiltration and by preventing the accumulation of debris.

Based on the weather patterns of northern Pennsylvania and the percentage of time that there is either snow or stormwater on the ground, crack sealing should be considered as the best earliest preventive maintenance method for prolonging road life for the City of Bradford.



CITY OF BRADFORD SALT PILE

RECOMMENDATION NO. 42 – ROAD SALT NEEDS TO BE PUT UNDER COVER.

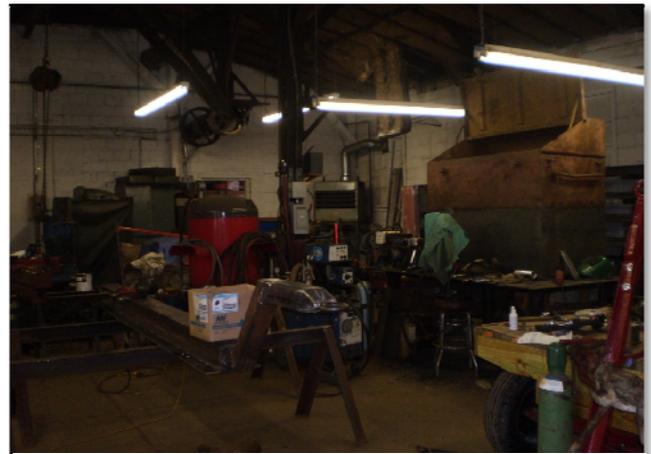
The City of Bradford spends thousands of dollars every year on road salt. At the same time, the City also loses thousands of dollars worth of road salt because it is not kept under cover. Covered storage facilities may seem expensive, but the benefits of storing salt in a covered storage facility far outweigh the costs in the long run. Salt should be stored in a roofed enclosure in order to prevent

formation of lumpy salt that is difficult to handle with loaders and to move through spreaders, eliminate the possibility of contaminating streams and wells with salt runoff, and eliminate salt loss through dissolving and runoff.

Please note that as of September 2011 the City has started to construct a salt storage facility that will be capable of storing 600 tons of salt under roof. The project is scheduled to be complete by November 2011.

RECOMMENDATION NO. 43 – THE CITY NEEDS TO EVALUATE THE USE OF THE PUBLIC WORKS FACILITY.

When the department audit started in early 2011 the City was renting out space within the Public Works facility to individuals for the storage of automobiles and even for the operation of a wood and metal shop. At the same time, the Public Works Department had equipment that sat outside in the elements and continued to deteriorate. It was recommended that the City should conduct a cost-benefit analysis to determine whether or not this practice should continue. The City has moved forward on this recommendation and has removed renters and is currently utilizing all of the available space for the Public Works and Recreation Department.



PRIVATE SHOP WITHIN THE PUBLIC WORKS BUILDING

RECOMMENDATION NO. 44 – THE SANITATION DIVISION NEEDS TO ELIMINATE DAILY OVERTIME.

If the issue has not already been addressed, there is a need to eliminate the overtime that occurs on a daily basis. One of the two packer trucks almost always makes a run to the landfill near the end of the workday. Due to the distance to the landfill, the crew does not return before the end of the normal workday, causing overtime to be incurred.

As the overtime is not broken down by category, it is tough to determine the extent of the line item that is due to this event. However, there was approximately \$50,000 in overtime in 2009 for an operation that, weather permitting, should strictly be an eight-hour-a-day event.

RECOMMENDATION NO. 45 – IF THE CITY IS GOING TO CONTINUE TO PICK UP GARBAGE IN THE REAR OF SELECTED PROPERTIES, THE CITY NEEDS TO MAKE SURE THAT ITS WORKERS' COMPENSATION CARRIER IS AWARE OF THIS PRACTICE.

The City currently provides rear yard collection service to a handful of property owners who cannot get their cans out to the curb. Side and rear yard pickups do cause additional strain on employees, so it is imperative that this risk be reported to the City's insurance carrier so that any injuries will be covered under the existing policy.

RECOMMENDATION NO. 46 – THE CITY SHOULD SLOWLY IMPLEMENT PERFORMANCE MEASURES FOR BOTH THE STREET DIVISION AND THE SANITATION DIVISION.

In order to properly understand the utilization of performance measures, it is first important to fully understand what performance measures are. Performance measures are simply powerful questions used as tools to help understand, manage, and improve what organizations do.

Performance information allows decisions to be made about how to best utilize employees, resources, and available systems in order to achieve desired results.

Measurements are quantitative or qualitative ways to characterize and clearly define employee performance. Effective measurements enhance accountability and ensure that projects support the organizational strategy and better services and greater satisfaction are provided.

When developing and implementing performance measures, it is important to note there are many different ways in which measurements can be developed depending on the size of the organization, the duration of the usefulness of the measurement, the complexity of the measurement, or policies and services within the organization. There is no absolute, correct way to develop performance measurements.

Employee “Buy-in”

When beginning to think about developing measurements, it is critical that all functions involved have “buy-in” to the measurement process. Outcomes and goals should be designed as part of a comprehensive strategy that first begins with employee input and understanding. It is important that employees do not feel threatened or fearful of the use of performance measures.

Generally, employees may be fearful about what performance measures mean for their finances, self-worth, or status within the organization; they may also be cynical and tired of failed performance measurements in the past, or perhaps too busy conducting the activities of their everyday job to be concerned with performance measurements.⁵

To facilitate buy-in, a conversation about appropriate measures needs to begin with employees. Some initial questions to include are listed below:

- Who are “we” as an organization?
- Are we conducting the correct functions? According to whose standards?
- Why be a high-performance agency? What is at stake if we are not?
- What outcomes or results do we need to achieve to maintain high-performance standards?

Answers to these questions will serve as the basis to begin to develop meaningful performance measures. The results will develop initial policy directions that begin to produce an overall performance measures plan. Employee buy-in will allow employees to understand the measurement development process, appreciate why it is important, and feel ownership in the final product.

Some basic measurements that might be used as a starting point include the following:

- Amount of fuel used on a weekly or monthly basis
- The total tons of recyclable materials collected on a weekly or monthly basis

⁵ Stacey Barr, “Stop Killing the Buy-In to Performance Measurement!”

<http://www.staceybarr.com/freeinfo/articles/KillingBuyIn.pdf>

- The time it takes to respond to a PA One Call
- Customer satisfaction ratings - proactive requests for feedback

PARKS AND RECREATION

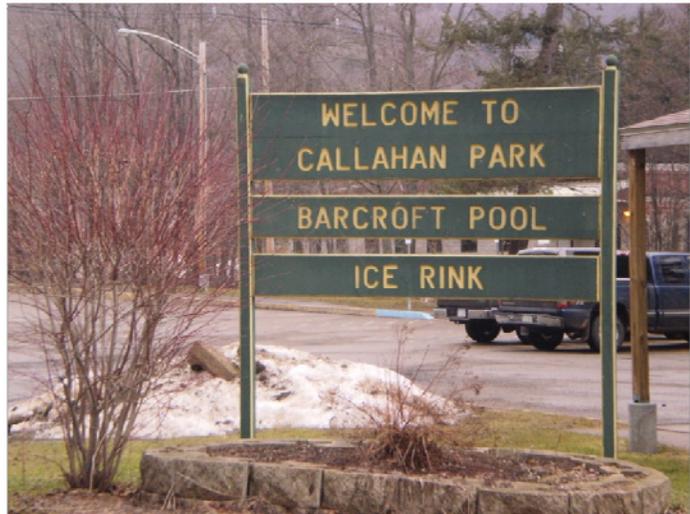
The review of the Parks and Recreation Department (Parks Department) was conducted by David Soboslay, Associate at Delta Development Group, Inc., as part of Step IV of the EIP and Five-Year Financial and Management Plan for the City of Bradford.

To complete this evaluation, the consultant conducted fieldwork and site investigations, analyzed data, gathered information from comparable local government operations (if applicable), and conducted extensive research. A personal interview was held with Carmen “Chip” Comilla (Director) of the Parks Facilities. The recommendations contained in this report are based on recognized standards, accepted practices, and government mandates.

BACKGROUND

The City of Bradford Parks and Recreation Department is organized by the City to provide sponsorship of community recreation activities. The City’s current 2011 budget allocates expenses in the amount of \$281,865 to the Recreation Department in order to cover the full-time director’s salary as well as additional full-time and part-time staff, and maintain facilities and equipment.

The Recreation Department consists of the full-time Recreation Director, one full-time maintenance support personnel, and both summer and winter part-time support staff. The Recreation Department is currently operating without a Recreation Advisory Board.



Callahan Park

As of April 2011 the Parks and Recreation Director position was merged with the Director of the Department of Public Works position.

The City of Bradford owns and operates the following recreational parks and facilities:

- Callahan Park (27 acres)
- Hanley Park
- Veteran’s Square
- Burns Memorial Park
- Congress Street Park
- 5th Ward Park

Callahan Park is the largest of the park facilities, with an Olympic-sized pool, a community ice rink, picnic pavilion, playground, four tennis courts, three basketball courts, three baseball fields, and a paved sidewalk loop.

Hanley Park is located near downtown Bradford and is home to a community skate park, basketball court, horseshoe pit, and playground.

All of the parks, playgrounds, ball fields, and basketball courts are open on a daily basis from dawn until dusk, unless otherwise noted.



PROGRAMMING

The majority of the Parks Department programming revolves around activities at the swimming facilities and the hockey/skating rink.

Activities at these facilities include the following:

- Public skating
- Adult hockey
- Skate and shoots drill practice

Skates at Callahan Ice Rink



- Private ice rink rentals
- Olean hockey practice
- University of Pittsburgh at Bradford intramural skate classes
- Swimming lessons

PARK AND FACILITY MAINTENANCE

The City’s Recreation Director and one full-time support maintenance staff member are responsible for all parks and facility maintenance, including all required maintenance to both the ice rink facility as well as the swimming pool. Maintenance activities therefore consume a large part of the Recreation Director’s time.

During the summer months the Director hires additional part-time maintenance support staff utilized mainly for the purposes of maintaining the grass in the City’s parks. The Director also

has a summer Pool Manager responsible for overseeing the pool’s 20 to 25 lifeguards utilized eight at a time, with one in the pool’s concession stand. During the winter months, the Director has a larger group of fourteen part-time employees utilized two to five at a time for ice rink operations.

The Director and full-time maintenance staff person are responsible for all of the heavy maintenance on the Zamboni, lawn tractors, swimming pool, and playground facilities, while part-time employees aid in day-to-day facility operations. All maintenance requirements are handled by the Director.



OBSERVATIONS

Pennsylvanians today are confronted with a number of serious health and social issues consisting of obesity, diabetes, and depression, to name a few. The current societal trends toward a more sedentary lifestyle are recognized as a contributor toward

Pennsylvania’s health and social issues. It is critical that recreational professionals, policy makers, and public safety officers recognize the role that parks and recreation play in maintaining physical, mental, and societal health.

Local parks and recreation departments provide strong links between recreational opportunities and healthy communities. Parks and recreation facilities help build a community’s socioeconomic status by bringing people together in their neighborhoods. Parks and recreation programs provide an outlet for physical activity, improved mental health, and self-esteem.

Slide at Barcroft Pool

Beyond just the physical benefits, recreation is an important asset to communities by connecting families, strengthening social bonding, providing ethnic and culture harmony, and increasing community pride.

While the benefits of local parks and recreation are abundant in the City of Bradford, the Recreation Director is required to focus on programming, maintenance, and operations, with the help of only one additional full-time employee. The Department’s success is largely dependent on the Recreation Director, who must invest a significant amount of time and energy to manage personnel, oversee park maintenance, and organize recreation programs. The Recreation Director, along with a group of core employees, ensures the viability of the Department.

BEST MANAGEMENT PRACTICES

The following section reviews best practices for the Parks Department:

Standard No. 1: *There is available to residents, within a reasonable distance, a wide range of recreational activities facilities and parks, serving all age groups.* The Callahan Park service area consists of the City of Bradford, Bradford Township, Foster Township, and Lewis Run Borough. Due to its large size and focus as a regional park, Callahan Park is the area's comprehensive recreational facility. **This standard has been met.**

Standard No. 2: *An inventory of and information describing all parks/playgrounds and facilities and other leisure time activities has been compiled and made generally available to all residents and households in the community.* The Recreation Department has a full inventory of all parks/playgrounds and facilities as well as all equipment and machinery. **This standard has been met.**

Standard No. 3: *If the municipality offers a parks and recreation service, it periodically surveys residents to determine their satisfaction with the programs and activities, and solicits their views on how this service might be strengthened. This survey also gathers information on frequency of the use of facilities and programs.* While residents heavily utilize and support Callahan Park, residents have not been surveyed regarding recreational facilities since the City of Bradford Master Plan, dated August 1990, and the revision, dated December 1994. In order to ensure that the Recreation Department is properly meeting the recreational needs of the residents, residents should again be surveyed. **This standard has not been met.**

Standard No. 4: *All recreation facilities and parks under the jurisdiction of the municipality are inspected regularly, and maintained in good, working condition. Immediate attention is given to facilities and equipment in need of repair. Equipment or facilities which cannot be made safe and useable are closed or removed from service.* The Recreation Director and one maintenance staff person inspect and maintain the park facilities regularly making required repairs as necessary. **This standard has been met.**

Standard No. 5: *Litter barrels and rubbish containers are provided in and around all parks and recreation facilities. Barrels and containers are emptied on a regular basis, particularly during the spring and summer seasons when the park and recreation facilities are in greater use.* Litter barrels and rubbish containers are provided at every park. **This standard has been met.**

Standard No. 6: *Temporary and permanent toilet facilities are regularly cleaned and disinfected.* The Recreation Director is responsible for the maintenance of the locker rooms at both the ice rink and the swimming pool. **This standard has been met.**

Standard No. 7: *Grass at parks and other facilities is cut at least once a week during the growing season.* Part-time maintenance employees are responsible for cutting the grass at all parks during the growing season. **This standard has been met.**

Standard No. 8: *Rules regarding conduct and use of recreational facilities, ball fields, and equipment are posted where appropriate, and are enforced.* Rules and regulations are posted at all parks and facilities. Rules are enforced by the Recreation Director, and the City of Bradford police force. **This standard has been met.**

Standard No. 9: *Crime and vandalism policies have been developed and implemented for all park and recreation facilities, land and equipment. Routine police patrols of parks and other facilities are conducted to monitor and enforce the rules and regulations. Regular reports of crime and*

vandalism related to park and recreational facilities are provided to local elected and appointed officials. Crime and vandalism policies have been developed and are enforced by the Recreation Director and the local police force. Regular reports on crime and vandalism are presented to City officials. **This standard has been met.**

Standard No. 10: *There is staff or volunteer supervision of all parks and recreation land, facilities, equipment and programs under the jurisdiction of the municipality. This includes monitoring of equipment safety, the conduct of those using facilities, and the capability to respond to emergency situations.* The Recreation Director is responsible for monitoring all parks and facilities. The Recreation Department maintains all facilities and the police force patrols the facilities. **This standard has been met.**

Standard No. 11: *In those local governments which employ full-time, professional staff to manage and operate a formal parks and recreation program, such personnel are selected on the basis of merit through an open and competitive process which measures the knowledge, skills and abilities associated with the positions.* The Recreation Director meets all standards associated with the knowledge, skills, and abilities to run the operations of the Parks Department. **This standard has been met.**

Standard No. 12: *All parks and recreation personnel, whether part-time, full-time or volunteer are provided with routine supervision.* The Recreation Director monitors and supervises all staff. The summer Pool Manager also monitors all lifeguards throughout the summer season. **This standard has been met.**

Standard No. 13: *All personnel responsible for the management and operations of parks and recreation programs are provided with the opportunity for training appropriate to their responsibilities.* The Recreation Director provides all training when applicable. **This standard has been met.**

Standard No. 14: *Municipal officials receive regular reports on the status of parks and recreation programs and activities, whether the service is provided by municipal employees, a recreation board/commission, or a recreation authority.* City officials receive both monthly and annual reports. **This standard has been met.**

Standard No. 15: *All Recreation Commission members have a demonstrated interest and ability to fulfill the requirements and tasks delegated to this body.* **This standard cannot be applied to the City of Bradford, as there is no recreation commission.**

Standard No. 16: *The governing body requires the recreation commission to prepare bylaws for approval by the governing body which prescribe operating procedures to be followed by the board, and which set forth the full scope of responsibility to be fulfilled by the board.* **This standard cannot be applied to the City of Bradford.**

RECOMMENDATIONS

Based on interviews and research for the Recreation Department, the following recommendations are made:

RECOMMENDATION NO. 47 – CREATION OF A RECREATION BOARD.

A volunteer Recreation Board should be created to serve as an advisory body providing input and direction to both City officials as well as the City staff related to recreation issues.

Specifically, the Board should focus on the following issues:

- Review of existing and future programming, facilities, and recreational services provided by the City. As part of the programmatic review, the Board should engage resident input through a User Survey to ensure that the City residents' recreational needs are met. Based on the community input findings, the Board should encourage the City to develop new programs.
- Monitor the entire recreation and park system and make recommendations for improvement. A User Survey should be utilized to monitor the quality and service or maintenance, signage, and facility design.
- The Board should serve as a proponent for all recreation and park priorities. These priorities can include anything from general park maintenance to park expansion or personnel.
- Bylaws should be drafted and adopted concerning the advisory and operational capacity of the Board.

The creation of a Recreation Board will provide the Recreation Director with an outlet for the advancement of programs, the oversight of facilities, and the expansion of staff. The Board will serve as an advisory division for the Director's current functions.

RECOMMENDATION NO. 48 – THE RECREATION DIRECTOR SHOULD HIRE A PART-TIME PROGRAMMING DIRECTOR.

In an attempt to expand the City's recreational offerings, the City should hire a part-time employee who is focused on facilitating the existing recreational programs and adding additional programming. The employee should be tasked with maintaining and scheduling existing programs as well as developing programs that are not currently offered by the City, such as gardening, craft, travel & tourism, and arts. More diverse programming can be added without significant cost to the City with co-sponsor opportunities throughout the community.

RECOMMENDATION NO. 49 – THE CITY SHOULD WORK WITH DCNR TO SECURE FUNDING FOR FEASIBILITY STUDIES

The City should approach the Department of Conservation and Natural Resources (DCNR) to request funding to conduct two separate feasibility studies for facilities in Callahan Park.

The first study would examine the ice rink and its facilities in order to determine what short term and long term improvements and / or upgrades need to be made. The study would also look at programming and the use of the ice rink. What are the successful programs at the rink? What programs can be improved? Can the successful programs translate into similar programs that would provide increased revenue streams? Is there a demand for additional programming that would enhance the use of the facility?

The second study would almost mirror the first, and would focus on the swimming pool. The study would focus on the physical facility such as the slide, the filtering system, the bathhouse, and the condition of the pool itself. What are the major repairs that need to be made in order to insure the safety of the general public, and what upgrades may be necessary in order to attract additional customers? What is the level of existing programming? Can the existing program be expanded to increase the level of service to the public and at the same time increase overall revenue? Are the existing hours adequate to meet the demand from the public?

In the end, the recommended feasibility studies will provide excellent information about the existing facilities, and will serve as the basis needed to later request additional funding that is needed to follow through on the recommendations made in each of the studies.

RECOMMENDATION NO. 50 – EXPAND PUBLIC AWARENESS.

In order to make the public more aware of the Recreation Department and its current facilities and programmatic offerings, the Recreation Department should work in conjunction with the City to establish a “recreation” page on the City’s Web site. The recreation page should include information on the City’s parks, the programs available at the parks, and the rules and regulations. Program registration and facility rental forms should also be available on the Web site to increase program attendance and facility utilization. With visible access to recreation information, the public will become more aware of the operations of the Recreation Department.

RECOMMENDATION NO. 51 – THE DEPARTMENT SHOULD REVIEW FEES FOR PROGRAMMING ON AN ANNUAL BASIS.

The Department should annually review all fees charged for programming and facility utilization in order to ensure that the fees balance the Department’s budget. Reviewing the fees will ensure that adequate charges are imposed to recoup the Department’s total actual cost of providing such programming.

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TECHNOLOGY MANAGEMENT

BACKGROUND

The review of the technology function was conducted by David A. Soboslay, at Delta Development Group, Inc., as part of Step IV of the EIP and Five-Year Financial and Management Plan for the City of Bradford. Mr. Soboslay has over 20 years of experience in local government management and has worked directly with technology issues related to local government. To complete this evaluation, the consultant conducted fieldwork and site investigations, analyzed data, gathered information from comparable local government operations, and conducted extensive research. Personal interviews were held with the Deputy City Clerk (Deputy Clerk) and the Chief of Police, regarding issues with the City's computer networks. Information was also gathered via e-mail and numerous phone conversations with the City's information technology (IT) consultant. The recommendations contained in this report are based on recognized standards, accepted practices, and government mandates.

OVERVIEW

Technology services in the City of Bradford are provided to all departments on a limited basis. All support comes from an independent consultant, with the majority of the work being completed at City Hall. While the consultant maintains the server and computers at this location, there is little to no work performed at other locations such as the Police Department, the Fire Department, the Public Works Department and the Recreation Department.



Bradford City Hall

Over the years, the City has purchased and added equipment across the various departments with no master system design plan in mind. Each department director typically plans for his or her department and is not concerned with looking at technology as a whole.

The City's computer networks and equipment are spread out as follows:

- The first server is located at the offices of OECD and is a 2003 Windows server. This system stands alone and does not connect to the City's server at City Hall. OECD has its own accounting program that it uses to track grants as well as day-to-day expenditures.
- The second server is a Windows server located at City Hall. This server is accessed by all the offices in the building that utilize the KVS accounting software. The City is still in the final phases of transitioning from the old CSI accounting software to the newer KVS Government Software Solutions package. The last bit of transition to the new system involves the permitting and complaint module that is utilized as part of the building and code enforcement process.

The KVS software package offers the following:

FINANCIAL SYSTEMS

The KVS System integrates all of the City's purchasing and budgeting functions, giving users complete control over the City's funds. The Financial Management System comprises the KVS General Ledger, Budget Preparation, Requisition, Purchase Order, Accounts Payable, Approval Workflow, Fixed Assets, and General Receipt's modules.

The KVS Payroll and Human Resources system provides complete control over all pay calculation scenarios.

RECEIVABLES SYSTEMS

The KVS Receivables Systems manage all circumstances of payment processing. Utility Billing and Electric Billing systems incorporate various rate structures and optional interfaces. The Business, License and Occupational Tax module processes return forms for Business Licenses, Wage Returns, Gross Receipts Tax, and other revenue sources.

All Receivable systems integrate with the KVS centralized Collection system. Collection handles a variety of payment methods and situations, such as batch fee and lockbox collections, online bill pay, and delinquent processing and reporting.

RECORDS SYSTEMS

The KVS Records Systems cover a wide range of municipal functions. Permits and Inspections records all data for municipal permit and inspection requirements.

The Citizen Response Manager deals with citizen complaints and requests, while the Work Order System interfaces with it to coordinate projects, equipment needed, and expenses.

The Vehicle and Equipment System tracks municipal vehicles and equipment for scheduling and maintenance purposes, while the Inventory Management System tracks all other items stocked.

SERVER STATUS

The 2003 Windows server at City Hall has nearly reached the end of its useful life in its current configuration. The server is outfitted with a small 20 GB hard drive, and the drive is just about filled. A new server with a larger hard drive and a newer operating system has been recommended to management by the City's consultant. Until the new server arrives and is installed, the consultant will need to manage the server on a daily basis.

After the initial interviews were conducted in early 2011, the City did upgrade the server to provide for additional storage of files, increased speeds and overall increased workloads.

- The Police Department does not have a server, but instead operates a peer-to-peer network that runs a software database it uses to record incidents. The Visual Alert database allows the department to easily record and report incidents. There are tools for records management, officer activity, and information sharing. Visual Alert also has the capability to integrate with GIS software to plot information on digital maps.

- The Fire Department runs its Firehouse reporting software on a stand-alone computer at the station. Firehouse is an integrated database with easy-to-use features and capabilities such as incident reporting, staff activity and training, staff scheduling, equipment and inventory records management, and occupancy pre-plans and inspections. Firehouse also has the National Fire Incident Reporting System (NFIRS) incident reporting system that allows department data to be exported to outside agencies for reporting purposes. Just recently, some of the reporting features of the Firehouse Inspector module have been made available for use on the Apple iPad.
- The Fire Department also has a computer that is hardwired into the server at City Hall in order to access the KVS software on the City's server and track code enforcement items.
- The Public Works Department has a stand-alone computer with Internet access at its facility on Holley Avenue.
- The Parks and Recreation Department has a stand-alone computer with no Internet access in the Director's office in Callahan Park.

TABLE 16 – DEPARTMENTAL COMPUTER SETUPS

| Server Location | Operating System | Functions |
|---------------------------------|----------------------|--|
| OECD | Windows 2003 Server | Accounting, Grants |
| City Hall | Windows Server | CSI Database, KVS Database, Code Enforcement |
| Police Department | Peer-to-Peer Network | ALERT Database for the Police |
| Fire Department | Windows XP | Fire House Database |
| Public Works Dept | Stand-Alone PC | Internet Access, e-mail |
| Parks and Recreation Department | Stand-Alone PC | Department Use Only – No Connectivity |

SOURCE: DEPARTMENT INTERVIEWS

Workload

The City does not have a record of requests for service for technology-related issues. However, it appears as if the requests for service are held to a minimum, as the City's consultant logs onto all the computers in City Hall as needed in order to download and configure the latest software-related updates. The consultant admits that most of the requests for service occur after KVS updates its server software. These updates usually involve printer issues.

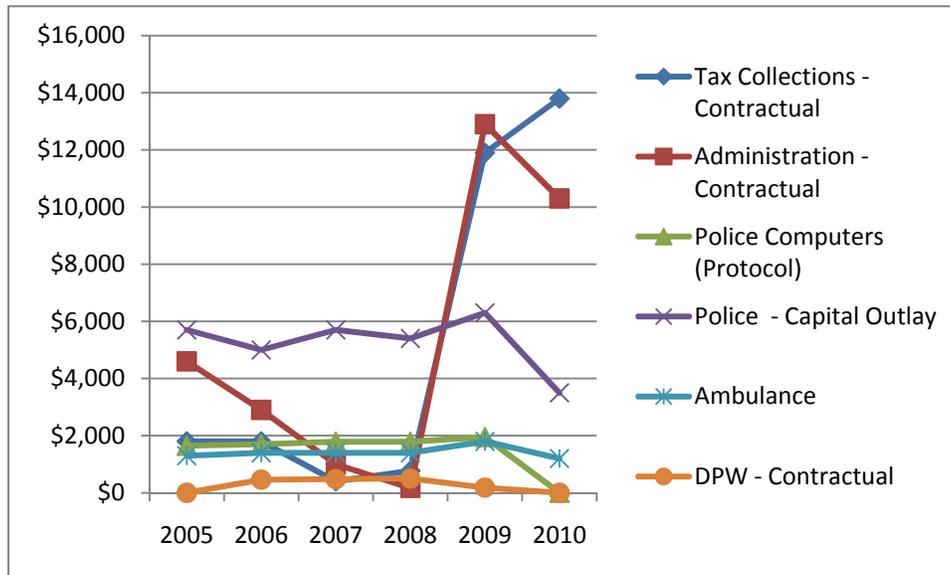
OBSERVATIONS

Budget and Financial Trends

The technology expenditures in the general fund budget are spread out over a number of departments including Tax Collection, Administration, Police, Ambulance, and Public Works. As seen in **Figure 11** below, the expenditures for the past six years have been somewhat uneven and unpredictable for the majority of departments. The Public Works technology expenditures have been somewhat steady but only because there is only one machine to maintain. The Administration Department, on the other hand, is very erratic because there are multiple machines to maintain along with the network. It appears that expenditures in the

Administrative and Tax Collection line items spiked in 2008 because of the installation of the KVS software.

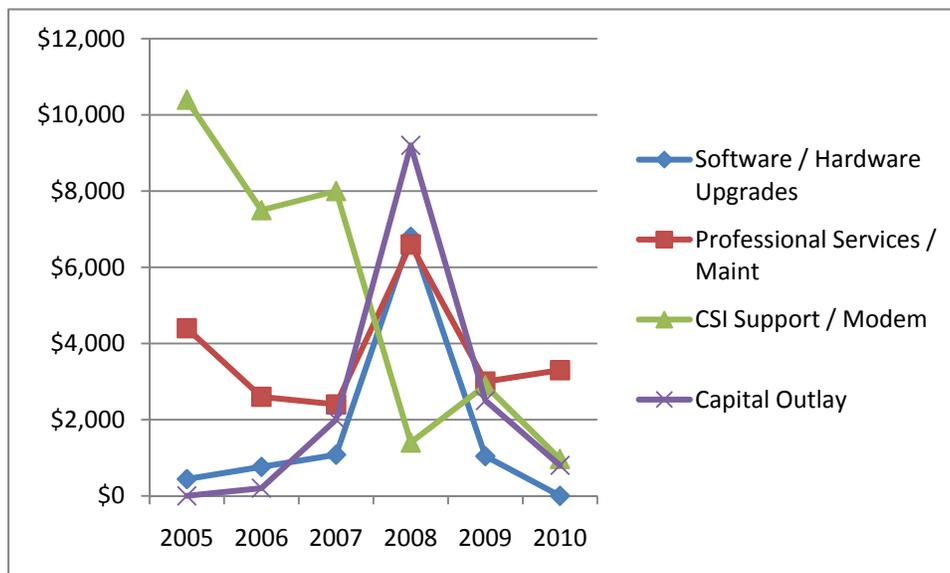
FIGURE 11 – IT EXPENDITURES BY DEPARTMENT



SOURCE: DELTA ANALYSIS

The Data Processing line items in the general fund budget reflect hardware and software upgrades, professional services and maintenance, support of the CSI software and modem, and capital outlay. These line items are also very inconsistent except for the hardware/software upgrades and the capital outlay. The two items both reflect increased expenditures in 2008, just around the time the City started its transition from the CSI software to the new KVS platform.

FIGURE 12 – IT Expenditures



SOURCE: DELTA ANALYSIS

FINDINGS

Analysis of Operating Deficiencies

A budgetary commitment needs to be made to the IT function. Information technology is an integral part of the City's operations and it should be treated as such. Every department depends on computer hardware and software not only for the storage of information, but as a tool to help manage the budget, communications, and even personnel.

Positive and Negative Budget Trends

The City has been fortunate that its consultant has worked hard to ensure that all users have computers with fully functioning hardware and a stable Windows operating environment. A long-range plan should be developed and implemented that will provide for continued purchases of hardware and software on a regular basis.

Existing Practices

The City has an Internet/e-mail policy that was adopted in March 2005. The purpose of the policy is "to establish a consistent policy with regard to the use and disclosure, as well as access to, electronic mail messages and information from the internet which are created, sent, received or downloaded by the City of Bradford employees." The policy goes on to outline the following:

- The Internet and e-mail systems are provided to the employees to assist in conducting City business.
- E-mail messages are the property of the City and not the employee.
- The electronic systems are not to be used in any way or manner that would be offensive, disruptive, or harmful to other City employees.
- Employees shall refrain from installing software on the computers unless authorized to do so by the City Clerk.
- Employees are subject to disciplinary action if found to be in violation of the policy.
- Employees are required to sign off acknowledging that they have read and understand the policy.

Recognized Standards

As part of the evaluation process, the analysis relied on standards, benchmarks, and best practices commonly used in the IT industry. In particular, a set of best management practices was used to measure the effectiveness in the case of the City of Bradford.

BEST MANAGEMENT PRACTICES

The following section reviews best practices for the technology function in the City of Bradford:

Standard No. 1: *Inventories should clearly identify computer equipment, software, and standards.* The City has an extremely accurate inventory of computers and their locations, but specific details about the equipment have not been collected or documented. For planning purposes, a master list of hardware and software is needed to make an assessment of the status of the IT function, and will be valuable for formulating a plan for the future. **This standard has not been met.**

Standard No. 2: *Key policies, procedures, and the current operating environment should be documented.* As previously mentioned, the City does have an Internet/e-mail policy for its employees. The City also has extremely detailed inventories that show the existence of computers in certain departments. However, the City has not *documented* standard operating procedures or the current operating environment of the machines on and off the network. **The standard has not been met.**

Standard No. 3: *Policies and procedures should be communicated to staff.* The Internet/e-mail policy has been communicated to the staff in a very professional manner. Each employee received a copy of the new policy and was required to sign-off saying that he or she has read and understands the policy. If the City adopts any policies in the future, they will also need to be communicated to the employees in a similar fashion. **The standard has been met.**

Standard No. 4: *Adherence to computer system policies and procedures should be monitored.* While there are formal policies in place, computer usage such as items downloaded and Web sites visited are not monitored. The technology does exist and can be purchased and installed in order to manage and monitor these issues. **This standard has not been met.**

Standard No. 5: *Policies and procedures should be regularly reviewed and updated.* As previously indicated, there are some policies and procedures in place, and certain items need to be reviewed periodically. The City's Internet/e-mail policy definitely needs to be reviewed as it is already six years old, and in the past six years there have been plenty of new technological advances related to the Internet, e-mail, and communications in general. **This standard has not been met.**

Standard No. 6: *The expertise of the technology staff should be assessed.* While a formal assessment has not been completed, the City's consultant is aware of employees in various departments who are able to help troubleshoot problems when needed as well as answer day-to-day questions for other employees when necessary. **This standard has been met.**

Standard No. 7: *A recruitment and retention process should be in place for technology staff.* **This standard does not apply to the situation in the City of Bradford because there is no department of technology.**

Standard No. 8: *Training for technology staff should be on-going.* **This standard does not apply as the City has no technology staff or technology department.** However, training for the employees is important and should continue to be an ongoing issue.

Standard No. 9: *User support should be provided.* As previously indicated, technology support is sporadic city-wide because there is no one on staff who can provide the needed support. However, the City's consultant has done a nice job answering calls for service and support on an as-needed basis. **Therefore, this standard has been met.**

Standard No. 10: *A risk assessment should be conducted and security policies should be based on it.* The City's consultant has not conducted a formal risk assessment. **Therefore, the standard has not been met.**

Standard No. 11: *User accounts should be managed, and procedures should identify who may modify equipment or system data.* In its current configuration everyone is not connected to a server, so some users log onto their local PC and are not authenticated by a server. All users should log on to a server, but there needs to be some reconfiguration of the system before that happens. **Therefore, the standard has not been met.**

Standard No. 12: *Firewalls and Antivirus software should be employed and monitored.* The City currently utilizes hardware- and software-based firewalls as well as antivirus software. The system router acts as a hardware firewall. The router does not look at outbound connections, but will prevent others from connecting to computers located behind the router. As far as Antivirus software is concerned, the City is currently running the Symantec Corporate Edition 11 Antivirus Program and will soon be moving to the Symantec Endpoint Protection for Small Business. **The standard has been met.**

Standard No. 13: *A disaster recovery plan should be developed, and back-up procedures should be conducted.* While nightly back-up procedures are in place for one of the networks, a disaster recovery plan has not been developed. User data would be easily restored, but the systems themselves could not be recreated from a back-up, and would require days, if not longer, to reassemble. **The standard has not been met as there is no formal disaster recovery plan in place.**

Standard No. 14: *The security plan should be tested.* The measures that are in place already have not been tested, and should be tested once a plan is developed. **The standard has not been met.**

Standard No. 15: *Trained professionals should plan, monitor, and enforce security.* As mentioned in Standard #14, there has been some planning and monitoring of system security, but it should be expanded to cover both network locations in the City. **The standard has not been met.**

RECOMMENDATIONS

RECOMMENDATION NO. 52 – AN INVENTORY OF ALL CITY COMPUTER HARDWARE AND SOFTWARE IS NEEDED IN ORDER TO ASSESS CURRENT AND FUTURE NEEDS.

The City does have an accurate inventory of computer hardware and software. However, additional details such as the operating system, how much RAM, etc., are needed. A matrix should be developed to show the following information for all desktops, laptops, printers, servers, and networking-related equipment at City Hall, the public safety building, and the marina:

- Information related to the manufacturer, model, and serial number
- Type of connection: Wireless or Ethernet
- Configuration information, including disk size and amount of memory
- Windows Version Information and upgrade compatibility
- Desktop Software Summary, Specifically Version of Microsoft Office
- Internet Protocol (IP) address and device name
- Login information – what server and what network is currently being accessed
- Location, such as room number
- Usability (in use, ready to reassign, ready to dispose, etc.)

An up-to-date inventory of the computer system is also necessary for financial accounting purposes (such as the GASB 34) as well as for insurance purposes.

RECOMMENDATION NO. 53 – THE CITY NEEDS TO MAKE A COMMITMENT TO THE IT FUNCTION IN ITS GENERAL FUND BUDGET.

The City does have various line items for technology-related items in the general fund budget, but the funding is not consistent. Once budget funds are allocated on a regular basis, the City will avoid the spikes in funding, similar to what has been experienced over the last six years. Funds for the City's consultant should also be clearly identified in the budget.

RECOMMENDATION NO. 54 – THE CITY NEEDS TO MAKE A COMMITMENT TO THE IT FUNCTION IN ITS CAPITAL BUDGET.

While the general fund provides monies for supplies, computer hardware, software, and consulting services, the capital budget needs to forecast the larger expenditures such as the upgrade or replacement of office software, custom software such as the accounting software, and even police and fire software. Other items such as fiber optic communications and portable computing should also be considered as part of this recommendation.

RECOMMENDATION NO. 55 – POLICIES AND PROCEDURES NEED TO BE DOCUMENTED ALONG WITH THE CURRENT OPERATING ENVIRONMENT.

A simple-to-use and understandable manual should be developed in the event the City's consultant is unavailable or no longer able to provide support to the City. The manual will need to be periodically updated to reflect the information relevant to Recommendation No. 52, server information, procedures for booting and shutting down the system, information on adding new users to the system, and procedures for backing up information from the system as well as restoring information to the system.

RECOMMENDATION NO. 56 – POLICIES THAT GOVERN THE USE OF TECHNOLOGY SHOULD BE PUT IN PLACE.

The City does have an Internet/e-mail policy that has been in place since 2005 and now needs to consider the adoption of a social media policy. With the advent of social networking services such as Facebook, My Space and Twitter, the City of Bradford needs to adopt 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 media. At a minimum, the City of Bradford should do the following:

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

RECOMMENDATION NO. 57 – ONCE IMPLEMENTED, THE TECHNOLOGY-RELATED POLICIES NEED TO BE MONITORED.

Through its consultant, management needs to monitor the policies related to the use of technology. Reporting software is available that will provide statistics on Internet usage and Web sites visited. Management may then take a proactive approach with the employees based on monitoring employee computer usage.

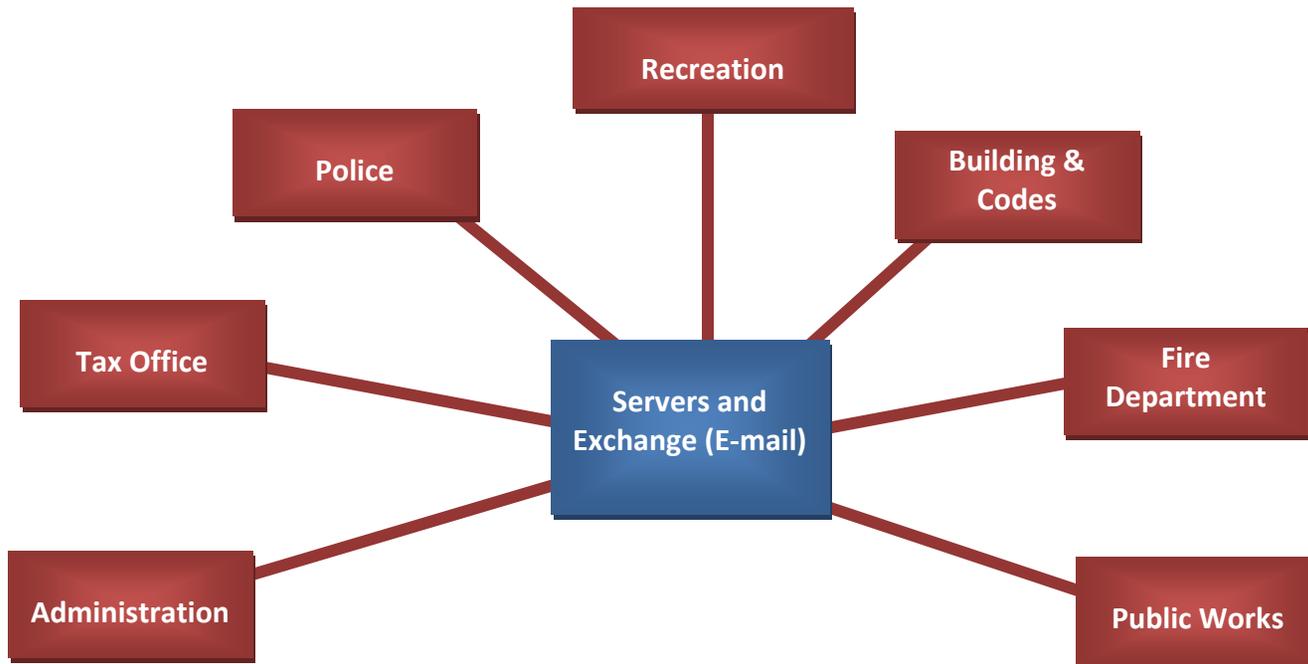
RECOMMENDATION NO. 58 – ONCE IMPLEMENTED, THE TECHNOLOGY-RELATED POLICIES NEED TO BE REVIEWED ON A REGULAR BASIS.

At the beginning of each calendar year, the City should look at the projects and changes scheduled for the IT function and decide if any new policies will need to be amended or implemented. These policies should be well thought out and discussed prior to the new hardware or software coming online. The City also needs to look at various existing policies from time to time as technology changes. The Internet and e-mail policy is six years old and needs to be reviewed to include similar technologies such as texting and instant messaging.

RECOMMENDATION NO. 59 – A CENTRAL SERVER IS NEEDED FOR ALL OF THE CITY'S FUNCTIONS.

There needs to be one location (City Hall) that is secure, with a well-ventilated area that houses the servers, switches, patch panels, modems, routers, battery back-ups, etc. The central location will make it easier for users to share information as well as for the consultant to maintain the servers. The central server configuration is shown in **Figure 13**.

FIGURE 13 – RECOMMENDED ORGANIZATIONAL CHART



SOURCE: DELTA ANALYSIS

RECOMMENDATION NO. 60 – STANDARDIZE COMPUTER HARDWARE.

Future purchases of computer hardware should be standardized so that all work stations have similar hardware and operating systems. As the basic employee workstation becomes standardized, it will be easier for the consultant to maintain and provide support for the unit.

RECOMMENDATION NO. 61 – DESKTOP SOFTWARE MUST BE UPDATED ON A FIXED SCHEDULE.

As part of a Capital Replacement Plan, desktop software must be continuously updated and replaced on a regular schedule. This will ensure that the work stations remain up-to-date and are able to connect to new hardware and open documents created in newer versions of the software package.

RECOMMENDATION NO. 62 – A RISK ASSESSMENT SHOULD BE COMPLETED.

A risk assessment should be completed once a single network is created as shown in **Figure 13**. The security policies for the system should be based on the findings of the assessment.

RECOMMENDATION NO. 63 – USER ACCOUNTS SHOULD BE MANAGED, AND PROCEDURES SHOULD IDENTIFY WHO MAY MODIFY EQUIPMENT OR SYSTEM DATA.

Ideally, only the system administrator (in this case the consultant) will be able to make such modifications.

RECOMMENDATION NO. 64 – ALL SERVERS SHOULD UTILIZE FIREWALLS AND ANTI-VIRUS SOFTWARE AND BE BACKED UP IF INFORMATION IS BEING MANAGED ON-SITE.

The existing servers on-site are backed up onto external hard drives. A system needs to be developed and implemented whereby one of the external drives is constantly located off-site.

RECOMMENDATION NO. 65 – DEVELOP GIS TECHNOLOGY.

GIS technology is nonexistent and should be developed and implemented for various users. The City should work with its engineer and the McKean County GIS department to obtain the necessary layer information. Base layers such as streets, street names, contours, and right-of-way lines should be developed. Once the base information has been established, the City should consider adding further features such as traffic signal locations, parks, storm sewers, flood control areas, etc. While these features may only represent the beginning of the project, the GIS data should be made available to all departments as a management resource tool.

RECOMMENDATION NO. 66 – ONCE THE CITY DEVELOPS GIS TECHNOLOGY, CONSIDER LINKING THE GIS SYSTEM TO THE VISUAL ALERT DATABASE.

Geography plays an important role in so many aspects of policing and public safety, from preparing deployment plans to identifying trends in areas of greatest need.

The Visual Alert Geographic Information System will harness the full power of modern mapping technology, enabling departments of any size to use this valuable visual tool to increase the effectiveness of all department activities. Most importantly, new insights gained from the graphical display of data are helping public safety personnel to achieve real impact in preventing and solving crimes. Officers need the best available tools to deal with the challenges facing police today.

RECOMMENDATION NO. 67 – EXPLORE THE POSSIBILITY OF INTEGRATING IPAD TECHNOLOGY INTO THE DAY-TO-DAY OPERATION OF THE FIRE DEPARTMENT.

ACS, the maker of the Firehouse Software, recently announced that its software can be used with the Apple iPad for inspection services. The City should explore whether or not the use of mobile technology devices can help to create or improve upon existing efficiencies in the reporting system.

RECOMMENDATION NO. 68 – AN EASY-TO-USE DATABASE PROGRAM NEEDS TO BE PURCHASED AND IMPLEMENTED TO WORK WITH THE GIS INFORMATION.

Property lines, permits, planning, zoning, and complaint information need to be tracked electronically in this database program. This program will serve as a tool for management to track and review property owner information, building permits applied for and issued, code violations and complaints, zoning information and appeals, conditional use requests, etc. The program will run on the network and allow users the ability to access all the information, or just the information needed to complete a certain job function.

RECOMMENDATION NO. 69 – STANDARDIZE AND CENTRALIZE E-MAIL.

All e-mail is currently routed through third-party providers such as Atlantic Broadband. In order to take control of this function, Microsoft Exchange Server software should be purchased and implemented on the City's network. The Exchange software will do the following:

- Standardize the e-mail addresses for all users who access the system. One domain will be used for all employees.
- 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 patrolmen, sergeants, department heads, and community development, etc.
- Provide system users the ability to look at other employees' schedules and set up meetings. 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, the 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.

RECOMMENDATION NO. 70 – THE POLICE DEPARTMENT NEEDS TO SHIFT ITS HARDWARE CONFIGURATION FROM A PEER-TO-PEER NETWORK TO A SERVER-BASED SOFTWARE SOLUTION.

The Police Department is currently utilizing the ALERT reporting system, which is a standard software program throughout the Commonwealth of Pennsylvania. The problem exists with the hardware configuration; the system is configured as a peer-to-peer network instead of the more reliable client server setup. Moving toward the goal of setting up a single location for the City's server(s), the following issues have to be examined with the current configuration:

- Peer-to-peer networks lack security. They are less secure than client-server networks, especially so because there is no password needed to access a file. Client server networks are centralized with resources and data controlled through the server.
- The system is not centralized, making administration difficult.
- It is more time consuming to maintain the software on individual computers.
- Peer-to-peer networks are designed for a few users. Network speed and performance start to deteriorate after there are more than 10 users on the system.
- New technology can be easily integrated into a client-server setup.
- Scalability: In a client-server environment, any or all elements can be replaced individually as needs increase.
- Accessibility: A server can be accessed remotely from multiple platforms.

With this in mind, the Police Department needs to move its database to the central server located at City Hall.

RECOMMENDATION NO. 71 – SEEK GRANTS TO PURCHASE AND INSTALL MOBILE DATA TERMINALS (MDTs) IN ALL POLICE VEHICLES.

An MDT is a high-powered laptop computer that is mounted and hardwired into a police car. It allows a police officer to run license plates, drivers' licenses, and to search for other information that is available in databases. Everything the officer needs to know about a car and its operator is right there at his/her fingertips. It also provides the capability for the officer to access e-mail, connecting him to other officers in the Bradford Police Department and in adjacent departments. By utilizing e-mail, the system users can communicate without broadcasting information over the air waves, keeping information more secure and eliminating much of the "chatter" that goes out over police radio channels.

The laptop will also be loaded with a terminal services or Citrix-based software that will allow officers to stay on the road while completing incident reports. The communications software will connect the officer directly to the Visual Alert Server at the station via a wireless Internet

connection and allow him to log into the ALERT reporting system to complete his report. This will ensure that incident reports are done in a timely manner and are available for officers to view at the next shift change.

This system, once in place, will permit police officers to spend more of their time out in the community instead of being bound to their desks at headquarters.

RECOMMENDATION NO. 72 – THE CITY SHOULD EXPLORE COST CONTAINMENT STRATEGIES FOR MAINTAINING AND IMPROVING ITS IT SYSTEM.

There City's consultant is doing a nice job working on the server at City Hall. However, the City should consider the following as a way to supplement its staff:

- The City should establish relationships with local universities that are willing to provide interns who can provide technology services for minimal cost. Interns could supplement the work done by the City's consultant. Interns could also be charged with gathering the data that is necessary for the GIS system.
- The City should enhance its relationship with the Local Government Academy (LGA) in order to utilize interns for possible technology development.
- Consider contracting with a private vendor to connect to an off-site server via the Internet to run all applications. While this strategy is not very popular, it would allow the City to take advantage of the services provided by the off-site provider, such as firewall and intrusion detection services, penetration testing, security assessments, maintenance, backups, a disaster recovery program available for critical applications, redundant hardware and software in critical areas, 24/7 system monitoring and problem resolution, multiple platforms, and server maintenance. This would also eliminate the need to provide on-site servers, server upgrades, desktop software, upgrades of the desktop software, e-mail software, etc.

RECOMMENDATION NO. 73 – THE CITY MUST HAVE ONE SET OF FINANCIALS THAT ENCOMPASSES ALL CITY DEPARTMENTS.

As previously mentioned in this section, OECD has its own software to keep its own set of financials. If OECD was an authority or a separate entity from the City, this would not be an issue. Therefore, the City needs to integrate OECD and their financial transactions into the City's software.

PERFORMANCE MANAGEMENT

The City should begin to look at performance measures for its IT operation. While there is no formal department of technology, the City could consider measuring the following items as the beginning of a performance management system:

- The percentage of customer surveys resulting in "satisfied" for Web services
- The percentage of new visits to the City's Web site
- The number of hits on the City's Web site
- The percentage of hardware or networking problems fixed within 24 hours

- The percentage of time that the central server is up and operating during the standard work week

FUNDING STRATEGIES

The comprehensive set of recommendations made in this section will no doubt require the dedication of additional funds by the City. As grant money continues to dwindle, it is increasingly harder to find money for issues such as these. In order to obtain additional funding, the City may want to explore the following funding strategies:

- State senators and representatives are always looking to provide small DCED grants to communities. Submit DCED applications to these elected officials in amounts of \$5,000 to \$10,000.
- The U. S. Department of Justice is an excellent source of grant funds for the Police Department. The federal appropriations process may be a way to obtain funds through the COPS fund.
- Funds may be available through DCED for the implementation of recommendations made in this EIP report. DCED should be contacted for more information.

APPENDIX 1 – ACT 75

See following pages.

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THE GENERAL ASSEMBLY OF PENNSYLVANIA

SENATE BILL

No. 830 Session of 2011

INTRODUCED BY ROBBINS, ERICKSON, EICHELBERGER, WOZNIAK AND
BLAKE, MARCH 14, 2011

REFERRED TO LOCAL GOVERNMENT, MARCH 14, 2011

AN ACT

1 Amending the act of June 23, 1931 (P.L.932, No.317), entitled
2 "An act relating to cities of the third class; and amending,
3 revising, and consolidating the law relating thereto,"
4 providing for the office and powers and duties of a city
5 administrator or manager.

6 The General Assembly of the Commonwealth of Pennsylvania
7 hereby enacts as follows:

8 Section 1. The act of June 23, 1931 (P.L.932, No.317), known
9 as The Third Class City Code, reenacted and amended June 28,
10 1951 (P.L.662, No.164), is amended by adding an article to read:

11 ARTICLE XII-A

12 CITY ADMINISTRATOR OR MANAGER

13 Section 1201-A. Office of city administrator or manager.

14 City council may, at its discretion at any time, by
15 ordinance, enacted by a majority vote of all members elected to
16 council, create the office of city administrator or manager and
17 may in like manner abolish the same. The appointed office of
18 city administrator when referenced in this article may also be
19 referred to as city manager, and a reference to a city

1 administrator shall be deemed a reference to a city manager.

2 Section 1202-A. Appointment; selection; removal.

3 In a city in which the office of city administrator has been
4 created, council shall appoint a person to fill that office
5 initially, and thereafter, whenever a vacancy exists in the
6 office. The appointment of a person to fill the office of city
7 administrator shall be by an affirmative vote of a majority of
8 all the members of council. Council shall select a city
9 administrator on the basis of executive and administrative
10 qualifications, education and experience and may give special
11 consideration to applicants with training and experience in
12 municipal government operation. The city administrator shall
13 serve at the pleasure of council, subject to contractual rights
14 that may arise under an employment agreement that may be entered
15 in accordance with section 1203-A.

16 Section 1203-A. Employment agreement.

17 Council may enter into an employment agreement with the city
18 administrator. The employment agreement may set forth the terms
19 and conditions of employment, and the agreement may provide that
20 it shall remain in effect for a specified period terminating no
21 later than two years after the effective date of the agreement
22 or the date of the organization meeting of council following the
23 next municipal election, whichever shall first occur. An
24 employment agreement entered into pursuant to this section may
25 specify conditions under which a city administrator would be
26 entitled to severance compensation, but in no event shall an
27 employment agreement guarantee employment through the term of
28 the agreement or confer upon the city administrator any legal
29 remedy based on specific performance.

30 Section 1204-A. Residency and elective city office.

1 At the time a person is appointed to fill the office of city
2 administrator, the appointee need not be a resident of the city.
3 After appointment, the city administrator may reside outside the
4 city only with the approval of council. The city administrator
5 shall not hold any elective city office.

6 Section 1205-A. Powers and duties.

7 (a) Powers and duties generally.--Council may, by ordinance,
8 vest in the city administrator powers and duties relating to the
9 general management of city business and to the enforcement of
10 city ordinances and regulations. The powers and duties conferred
11 upon a city administrator in accordance with this section shall
12 not be construed as diminishing powers granted to other city
13 officers by statute or ordinance.

14 (b) Specific powers.--The powers and duties that may be
15 conferred upon a city administrator by council may include, but
16 shall not be limited to, any or all of the following:

17 (1) To be the chief administrative officer of the city
18 responsible to the city council as a whole for the proper and
19 efficient administration of the affairs of the city.

20 (2) To direct and supervise the administration of all
21 departments and functions of the city, except as otherwise
22 provided by ordinance or law.

23 (3) Except as otherwise provided by this act, to appoint
24 city employees on the basis of merit system principles and
25 suspend, remove or otherwise discipline employees, subject to
26 the following:

27 (i) The city administrator may make recommendations
28 to council concerning appointments or removals at the
29 department head level.

30 (ii) Prior to any action being taken with regard to

1 appointments or removals at the department head level,
2 the city administrator shall confer with council.

3 (iii) Council must confirm appointments or removals
4 at the department head level.

5 (4) To designate a qualified administrative officer of
6 the city to perform the city administrator's duties during
7 the city administrator's temporary absence or disability. In
8 the event the city administrator fails or is unable to make
9 such designation, or if the absence or disability continues
10 more than 30 days, the council may, by resolution, appoint an
11 officer of the city to perform the duties of the city
12 administrator during the city administrator's absence or
13 disability until the city administrator is able to return to
14 work.

15 (5) To negotiate contracts for the city, subject to the
16 approval of city council, make recommendations concerning the
17 nature and location of municipal improvements and execute
18 municipal improvements as determined by the city council.

19 (6) To see that all terms and conditions imposed in
20 favor of the city or its inhabitants in any statute,
21 franchise or contract are faithfully kept and performed, and
22 upon knowledge of any violation, call the same to the
23 attention of the city council.

24 (7) To attend all meetings of the city council with the
25 right to take part in the discussions, but without the right
26 to vote.

27 (8) To recommend to the city council for adoption such
28 measures as the administrator may deem necessary or
29 expedient, keep the council advised of the financial
30 condition of the city and make reports to the council as

1 requested by it.

2 (9) To investigate at any time the affairs of any
3 officer or department of the city that is under the
4 administrator's jurisdiction.

5 (10) To prepare and submit the annual city budget for
6 review and approval by the city council. The recommended
7 budget shall be submitted to city council for its review no
8 later than the last stated meeting in November. The budget so
9 submitted shall be accompanied by an enabling ordinance,
10 together with such explanatory comment or statement as the
11 administrator may deem desirable. The budget document shall
12 be in such form as is required by law for city budgets, and
13 shall contain such additional documentation or explanation of
14 the various items of expenditure and revenue as may be
15 required by council.

16 (11) To perform such other duties as may be designated
17 by the city council in the enabling ordinance.

18 Section 2. This act shall take effect in 60 days.

