City of Bradford Early Intervention and Five Year Plan

Step V & VI - Adoption & Implementation

Prepared by | Delta Development Group, Inc. | September 2011

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Step V: Multiyear Plan Adoption

In Steps I, II, and III of the Early Intervention Plan (EIP), financial issues were addressed and operational problems were identified based on the historical trend analysis and the five-year projections for future revenue and expenditures. The City of Bradford has been faced with a stagnant revenue base that must support increasing operating costs, resulting in a structural deficit for some years. Quite simply, the operating revenues are not sufficient to support the increasing operating expenses on an annual basis, leading to a structural deficit. According to the City's audited financial statements, the City ran year-end core operating deficits in all of the past six years. However, the City was able to achieve positive fund balances through the sale of timber, proceeds from loans, and cash reserves in each of those years. **Table 1** below provides a summary of the City's core, operating, and fund balance positions from 2004 through 2009.

TABLE 1 – AUDITED FUND BALANCE HISTORY 2004-2009

Year	Core Revenue	Core Expenditures	Deficit	Sale of Timber	Proceeds from Debt	Adjusted (Deficit)/ Excess	Year-End Fund Balance
2004	6,711,167	7,947,609	(1,236,442)	842,172	530,000	(39,689)	347,332
2005	6,195,928	7,117,180	(921,252)	1,048,832	140,000	85,175	432,507
2006	5,906,696	6,604,239	(697,543)	608,031	-	(109,512)	322,995
2007	5,997,519	6,771,858	(774,339)	887,056	-	87,986	410,981
2008	5,976,991	6,935,836	(958,845)	1,156,179	-	(199,359)	211,622
2009	5,605,623	6,557,424	(951,801)	456,201	350,000	(117,761)	102,802

SOURCE: CITY OF BRADFORD AUDITED FINANCIAL STATEMENTS, DELTA ANALYSIS

The gap between core revenue and core expenditures is primarily due to the following factors:

- The City's real estate tax collection rate has gradually decreased from a high of 90% in 2005 to 86.14% in 2010.
- The residential base, with 22.8% of its individuals below the poverty level and a significant low- to moderate-income population, does not generate significant increases in earned income tax (EIT) revenue from year to year.
- General long-term negative trends, including population decline and business loss, can be blamed for the slow growth in tax revenue.
- The sale of timber assets, which was a significant source of revenue for the City in prior years, has significantly declined in recent years due to the downturn in the economy and the resultant lack of new construction and new housing starts.

For these reasons, the City regularly resorts to using nonrecurring revenue or identifying one-time revenue fixes to balance the budget. Typically, these strategies, in addition to the sale of timber, include grants awarded to the City, cash reserves, proceeds from loans, and transfers from other City funds.

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In Step IV of the EIP, the management audit of the departments identified structure, staffing, and operational improvements that could be made to support a streamlined, more effective organization that would be strong and flexible enough to meet the demands of modern practices and constantly changing demands for public services. These recommendations focused on setting aggressive professional standards, modeling best practices, and adopting a more regional approach for the delivery of services.

Step V of the EIP is structured to identify the City's top five financial and management priorities. Additional prioritization was conducted at the departmental level. Interdepartmental objectives that are citywide or countywide in nature are detailed in the Plan. Each objective contains a detailed action plan that describes (1) what is to be achieved, (2) the budgetary impact, (3) the timing and deadlines for each action step, and (4) which employee or agency has the primary responsibility for the objective.

Goals and Action Items

Based on the results from the financial analysis and management audits, the consultant team has recommended a Five-Year Plan that outlines action steps and sets deadlines for activities that are necessary for the City's fiscal and organizational health. The Plan focuses on revenue growth strategies, expenditure reductions from service-delivery efficiencies, adoption of best practices, and intergovernmental cooperation strategies.

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The Five-Year Plan focuses on five priorities for the City as a whole and a set of action steps within these priorities. The Step IV management audit of the departments should be read in conjunction with the recommendations that are included in each section of the Plan.

For each of these priorities, the Plan includes (1) critical success factors, (2) action steps, (3) the person or department responsible for each action step, (4) the timelines for the action steps, and (5) the probable financial impact of the action steps.

Considering and implementing these recommendations will take significant effort

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

As a result of the study, analysis, and synthesis of material and information from Steps I through IV of the Plan, the following priority goals for the City have been identified.

TABLE 2 — PRIORITY GOALS FOR IMPLEMENTATION

Goal 1: The City has a solid and self-sustaining revenue base.
Goal 2: The City has a cost-containment strategy for financially supporting its operations.
Goal 3: The City has adopted operations, systems, and practices that support a safe and clean community.
Goal 4: The City has clear organizational structure and leadership in place that can promote projects and advance a strong vision of success for the organization.
Goal 5: The City has a long-term plan for financing capital projects.

GOAL 1: THE CITY HAS A SOLID AND SELF-SUSTAINING REVENUE BASE.

The ability to generate revenue is critical to the health and sustainability of any local government operation. Currently, the City does not generate sufficient annual revenue to support the cost of basic services. The gap between the revenue generated and the cost of delivering municipal services cannot be filled by any one action or decision, but rather must be addressed over time by adopting a posture of fiscal discipline and open dialogue with the public and adjacent communities and policymakers in the region.

> It is absolutely critical that the City take immediate steps to enhance its revenue base in order to provide a solid and self-sustaining source to support the basic operating expenditures for the delivery of vital public services.

Real Estate Taxes

Real estate taxes are calculated based on the assessed value of taxable real estate in the City, which is calculated by McKean County, and the millage rate adopted by City Council on an annual basis during the budget process. The only increases to the City's real estate tax base are a result of new construction or development in the City that is added to the total assessed value. Although adjusting real estate tax millage is the easiest method for generating additional revenue, it is also the most controversial and least desirable. It is usually the action that is considered to be a last resort for local officials because it affects property owners who may not have the ability to pay higher taxes. In any event, this is not a viable option because the City has gradually been raising the general purpose real estate levy from 9.75 mills in 2005 to the current high of 16.02 mills in 2011. Another increase in the millage rate would be very undesirable.

Act 511 Tax Revenue

The rates for EIT, deed transfer tax, business tax, and local services tax are established at specific levels in the authorizing statutory language of Act 511, the Local Tax Enabling Act. There is no discretion at the local level for adjusting the rates for these taxes for general purposes – the only discretion for local governments is the method by which they are collected. Currently, the EIT is collected by the Bradford Area Central Tax Agency. Of the Act 511 taxes collected by the City, the EIT is by far the largest percentage of the overall collection.

Fees, Licenses, Permits, and Charges

Fees and charges for service make up a significant portion of the City's revenues. Fees are set by Council on an ad hoc basis. The City receives a majority of its fees and charges for ambulance, refuse, and recreation services. In recent years there has been an increase in these fees as a result of the increasing numbers of patrons served. In the past, the City relied heavily on the sale of timber assets, which were a significant source of revenue for the City. However, with the downturn in the economy and the lack of new construction, timber sales have significantly decreased for the City from a high of $1,135,809 in 2008 to $323,499 in 2010.

The stabilization of the revenue base should be the City's number one priority. The following is a review of the critical success factors and action steps that must be accomplished in order to achieve this goal.

City of Bradford
EIP Financial Management Plan

Goal 1: The City has a solid and self-sustaining revenue base.

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

We must have…
- More diversity in the revenue stream
- Better records of residents and businesses
- More revenue from fees
- Better collection of outstanding delinquent taxes and fees
- Strong real estate market values
- A vibrant business community

We must be…
- Less dependent on real estate tax
- A community that attracts wage earners
- Able to capture the costs of providing services through the established fees

To meet this goal we will…		Responsibility	Implementation Schedule (Months)		
			6-12	13 -24	25 +
Action 1A	Appoint a Chief Financial Officer (CFO) with strong governmental accounting experience and require Government Finance Officers Association (GFOA) membership and certifications.	Mayor and Council	X		
Action 1B	Enhance technology to achieve better reporting and control of City assets.	CFO, City Clerk	X		
Action 1C	Create an internal system to analyze, adjust, and implement appropriate fees for services. Compare fees from similar and adjacent communities regularly.	CFO	X		
Action 1D	Adopt annual fee resolution in conjunction with budget adoption for all City fees.	CFO	X	X	X
Action 1E	Assign employee to conduct a comprehensive review of the refuse fee on an annual basis and make adjustments as necessary.	CFO	X	X	X
Action 1F	Market/promote a tax compromise program that will support moving vacant properties for private sales.	City Clerk	X	X	X
Action 1G	Market/promote a tax abatement program. Update Local Economic Revitalization Tax Assistance (LERTA) Act ordinances and promote abatement as a marketing tool.	City Clerk	X	X	X
Action 1H	Set up a system to monitor current collections, assessments, and collection rates.	CFO	X		
Action 1I	Maximize use of tenant registration to cross-reference resident and business address information with EIT and business tax rosters.	CFO	X	X	X
Action 1J	Authorize routine random audits of businesses relative to business privilege tax returns.	City Clerk	X	X	X

Discussion: Collection of Real Estate Taxes

The issue of real estate tax collection must become a priority item for the City. The City has been experiencing a decline in real estate tax collection since 2005, which is a direct result of the recession and home foreclosure rate during the last two years. In 2010, the City's collection rate was 86.14%, which is a significant decrease from the City's collection rate of 90% in 2005. This is a problem that must be addressed.

TABLE 3 – REAL ESTATE TAX COLLECTION RATES 2005 – 2010

Year	2005	2006	2007	2008	2009	2010
Assessed Value	$180,588,770	$180,527,490	$180,576,020	$178,220,080	$179,180,650	$179,539,390
RE Tax Levy (mills)	9.75	9.75	10.75	11.25	14.14	14.64
Taxes Billed	$1,760,741	$1,760,143	$1,941,192	$2,004,976	$2,533,614	$2,628,457
Actual Collection	$1,586,172	$1,566,741	$1,719,559	$1,765,808	$2,165,635	$2,264,226
Dollars Per Mill	$162,684	$160,691	$159,959	$156,961	$153,157	$154,660
Collection Rate	90.09%	89.01%	88.58%	88.07%	85.48%	86.14%

SOURCE: CITY OF BRADFORD FINANCIAL RECORDS, DELTA ANALYSIS

One of the reasons that there has been a decrease in the real estate tax collection rate is because the City has steadily increased its millage rate from 9.75 mills in 2005 to 16.02 mills in 2011. When the millage rates increase, residents often find it more difficult to pay tax bills. In order to increase its collection rate and avoid additional millage increases, the City should monitor and aggressively pursue current collections with mail reminders and phone calls in order to ensure that all possible methods have been utilized. An independent audit specific to the real estate tax collection should be authorized by the Council at least every third year to ensure that collections are complete and accurate.

The City should work with the County to utilize the tools that are available to help homeowners stay in their homes and arrange for reasonable payment options for real estate tax collections in order to avoid additional vacancies through abandonment. When the amount of taxes and fees owed (including the penalties and interest charged) exceeds the value of the property, it may be in the City's best interest to intercede and act as the intermediary between the homeowner and the Tax Claim Bureau.

In order to balance the need for vigorous and aggressive tax collection with the issue of abandonment of property where taxes owed are greater than its value, the following steps are recommended:

> ***STEP 1 –*** Require the City Treasurer to provide a report to the City Clerk and City Council on a quarterly basis that identifies all properties that have outstanding delinquent real estate taxes, business taxes, and refuse fees relative to the assessed value of the property. This list should be reviewed by the Council and the City Clerk prior to any decision to pursue tax sales of properties. Properties that have a negative value should be referred to the Solicitor in order to trigger a tax-compromise procedure.

STEP 2 – Have the Treasurer's Office work with the newly created Code Department to identify which properties on the tax delinquent list are vacant and which are occupied. Actively work to pursue payment arrangements and homeowner support when the property is occupied and initiate site control procedures and/or demolition procedures when the property is vacant or abandoned.

STEP 3 – Provide a referral service for property owners who are in danger of losing their homes by linking them to County and state services that are available for this purpose. Require that this information be provided by the Treasurer's Office prior to any action to pursue a tax sale.

Earned Income Tax

The City's EIT is collected by the Bradford Area Central Tax Agency, and the local services tax (LST) and the business privilege taxes are collected by the Bradford City Treasurer. The City's EIT taxes reached a high of $721,886 in 2007 and since then have continued to drop. This decrease can be attributed to the economic recession.

Collections of the EIT should improve with the full implementation of Act 32 of 2008, which requires that beginning in 2012 all local EIT will be collected on a countywide basis. The City of Bradford is part of the McKean County Tax Collection District (TCD), which has collectively voted to appoint Berkheimer Associates as the tax officer for McKean County beginning in 2012. As this transition progresses, the City should carefully monitor the collection of the tax. It is likely that there will be an initial diminishment in collection as data from the individual collectors is transitioned into the new system. It may make sense in the long run, however, to have all of the City taxes (i.e., LST and business privilege taxes) collected by the County collector. This will reduce the costs of collection and create a consistent, stable, and coherent system for collection and reporting purposes.

In addition, the City should better utilize its rental registration program. The City should forward the list of tenants in rental units to the EIT collector on a regular basis in order to keep the lists of payers current and complete. This information will enhance the effectiveness of the new countywide collection beginning in 2012.

Discussion: Departmental Fees

Fees and charges make up a significant portion of the City's revenue; however, the City does not have a comprehensive fee resolution. Instead, City Council occasionally sets fees on an ad hoc basis. There should be an annual fee resolution adopted as part of the budget process. The resolution should be a statement of all fees, and they should be updated annually. A sample fee resolution from Cranberry Township in Butler County is attached in Appendix A.

The City's refuse fees constitute one of the largest portions of the City's total departmental revenue. Currently, the City collects about $1.2 million annually in refuse fees for garbage collection. This is approximately 17% of the total general fund budget for the City. The City's billing system, however, is complex and labor intensive. The City has a two-bag limit that must be enforced by the refuse collection employees as they engage in the collection process. Any address that exceeds the two-bag limit is recorded by the employee, and these totals are submitted to the refuse billing clerk. The

refuse collectors may also be required to verify vacancies on the route if the property owner has requested a credit for a vacancy.

Commercial accounts are even more complicated, as the refuse collectors must estimate the amount and type of refuse in every dumpster and the number of bags that exceed the limit. The result is that every commercial customer is billed a different amount and accounts must be verified in the field on a regular basis.

Such a complex collection and billing system makes the process slow and tedious. It also is a disincentive to residents and businesses for cleaning out their property and putting trash at the curbside for collection. A better method would be to allow unlimited trash at the curb and adjust the fee accordingly. The fee could then be set at a level to cover the entire cost of collection and divided evenly by the number of units collected. Commercial billing could be set at a higher level based on the amount of tonnage removed from the business district.

By simplifying and streamlining the process, the City would be able to use less manpower both for the initial pick up of refuse and trash and also for the billing of refuse and recycling. Currently, it requires three persons on a truck and a full-time refuse billing clerk. This could be cut to two persons on a truck and a contracted billing company to direct mail all of the garbage bills, eliminating the billing clerk position.

Because the City's refuse fees constitute such a large portion of the City's general fund budget, the City should focus on improvements to the billing system in order to increase revenue that will cover the costs of providing the service.

Action items related to the collection of fees include the following:

> ***STEP 1*** – The Finance Department should work diligently with the Code Department to establish a good property owner list for billing purposes. This list should be maintained in the City's financial accounting system and updated regularly through the tenant registration information.
>
> ***STEP 2*** – Fees and charges should be included in a comprehensive fee resolution that should be reviewed annually as part of the budget process. Fees should be rigorously analyzed on an annual basis to determine whether the fee charged to the property owners covers the cost of all personnel compensation and benefits, operating supplies and materials, long-term capital expenditures, and uncollectable accounts.
>
> ***STEP 3*** – The City should simplify its billing system for its refuse fees. Establishing a common fee that covers all of the costs of the refuse service will greatly simplify the process and eliminate the need for a full-time clerk to oversee the billing – thereby reducing operational costs for the City. A common fee structure and simplified billing system will reduce the time that the Public Works Department spends on recording information in the field while completing the refuse routes.

GOAL 2: THE CITY HAS A COST-CONTAINMENT STRATEGY FOR FINANCIALLY SUPPORTING ITS OPERATIONS.

As reported in Steps I, II, and III, the City's expenditures have been increasing at an average annual rate of 3.2%. This is higher than the rate of inflation, which has been approximately 2.5% per year over the same period. The major increases have come in five categories: tax collection, police, fire, ambulance services, and pensions. Most of what is driving the increases to the total City expenditures is compensation and employee benefits. The police expenses have increased at a rate of more than 2.5% per year for the last five years. Meanwhile, ambulance services have increased at an alarming 12% per year. The City's minimum municipal obligation (MMO) payments for pension liability have increased at a rate of 14% per year, from $463,604 in 2004 to $850,825 in 2010. Cost containment must therefore focus on the staffing levels in departments in order to have any impact on the overall financial health of the City.

Management and Finance

Some of the observations and recommendations from Step IV include the following:

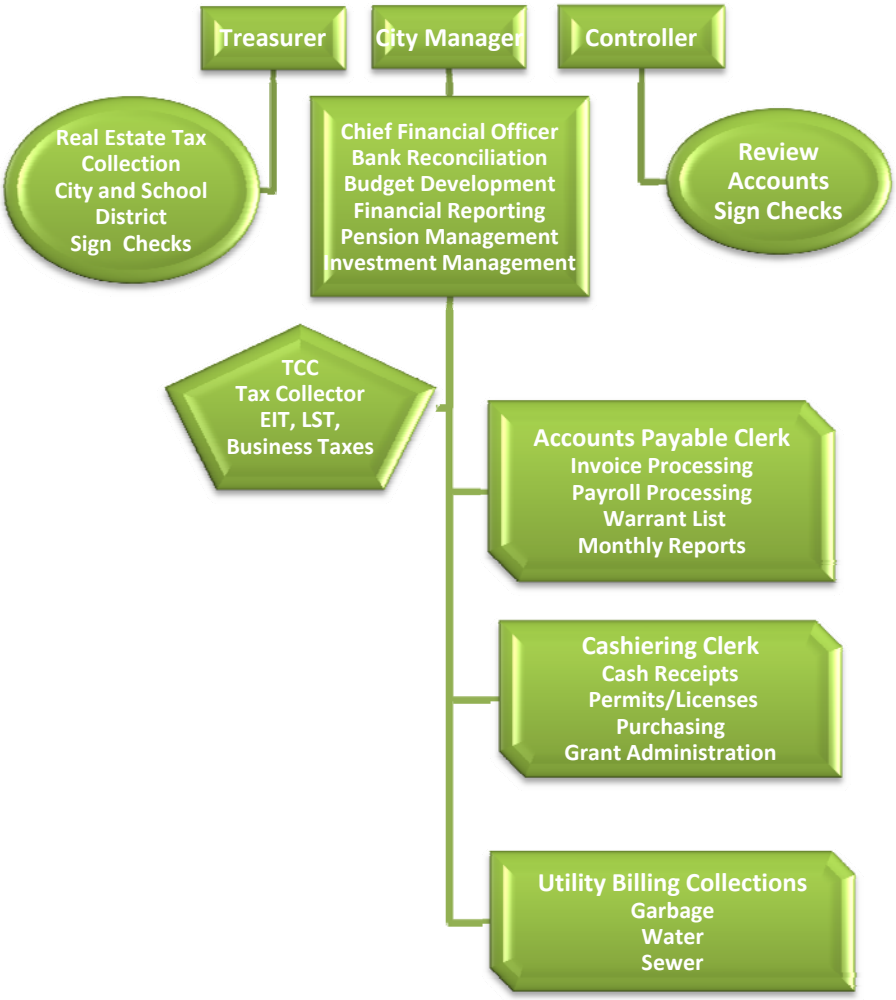
- The City should have better financial reporting and better information at an earlier period for decision-making purposes.
- The City should have better estimates of revenue for budget purposes and should not include nonrecurring revenue in its projections.
- The directors should be held accountable for budget overruns and should be required to justify expenditures that are not routine or ordinary.
- There should be a complete analysis of the cost of new hires presented to Council prior to any decisions to fill vacancies. It is much easier to reduce staff through attrition than to be forced to consider furloughs because of revenue shortfalls.

However, the City does not currently have a comprehensive financial management system that can support and implement the recommendations from Step IV. In order to provide the reporting, oversight, investment management, debt management, and internal controls necessary to have an accounting system based upon generally accepted accounting principles (GAAP), the City should appoint a CFO with a strong and extensive background in governmental accounting. The CFO should become a member and be certified by the Pennsylvania GFOA. Tasks that should be assigned to the CFO include but are not limited to the following:

- Development of written financial and internal control procedures
- Diversification of the revenue stream by moving to fee-supported services
- Oversight of the financial management technology upgrade
- Development of the annual fee resolution
- Analysis of all fees with emphasis on the refuse fee
- Audits of tax collection processes and practices

The CFO should also be charged with restructuring the duties and assignments in the Finance Department. Many of the current duties should be consolidated in the department under a fewer number of positions. The recommended structure for the Finance Department is shown in **Figure 1** below:

FIGURE 1 — PROPOSED FINANCE DEPARTMENT ORGANIZATION CHART



SOURCE: DELTA ANALYSIS

Police Department

Although the Police Department staffing has remained relatively stable, the major expenses and the major increases have occurred in salaries and wages. These increases have come from a combination of pay increases and increases in other types of pay: overtime, court time, training, and similar premium pay.

Between 2006 and 2011, the Police Department staff decreased its number of officers from a high of 22 in 2006 to the current complement of 18 officers in 2011. The overall goal was to reduce operational costs within the department as well as in the City. However, even with a reduction in staffing levels, the department's year-end expenditures reached a high of $1.3 million in 2008, which was a significant increase from $1.0 million in 2004. The major increases have come in salaries and wages, vehicle costs, and fuel expenses. The compensation increases are the result of the collective bargaining process.

Although the City has been reducing its staff in recent years, it should consider the reduction of at least one position in the Police Department and reducing the number of full-time positions to part-time positions. Using the formula from the International Association of Chiefs of Police (IACP) that is designed to address the staffing requirements of any given municipality with respect to the department's patrol function, it is estimated that the average requirement for the City's Police Department is about 13 police officers. This can be accomplished through attrition over time.

Recently, the City converted the scheduling in the Police Department to a 12-hour shift, with four platoon models, in an attempt to address the excessive use of sick days and to reduce overtime. However, the 12-hour shifts have become a mental and physical strain on the employees and a potential safety liability to the City. The City should consider returning to 8-hour shifts with rotating days off in the department. This will provide relief to officers who work in a stressful environment. By reverting to an 8-hour shift, with four sergeants available, there should be a sufficient number of supervisors to have a ranking officer on each of the three shifts.

Fire Department

Currently, the City of Bradford's Fire Department includes 17 firefighters providing 24-hour, seven-days-a-week fire protection services for the City. In addition, the Fire Department also provides EMS response and patient transport for Bradford and several adjacent communities in a 15- to 18-mile radius, a population of about 20,000. The department works on a typical fire department Kelly schedule that consists of firefighters working in a three-platoon system, 24 hours on and 72 hours off, scheduled for a 56-hour week. This is representative of similar career fire departments of this sizing that provide 24-hour, seven-day-a-week coverage from one to three stations.

The major expenses for the Fire Department over the years have been compensation and benefits. The overall expenditures for the department have been steadily increasing at a rate of 3.5% per year. In recent years the department's expenditures have exceeded the budgeted amounts primarily due to overtime. Overtime in the department has continued to be an issue, as it was budgeted in 2011 at $40,000 but was trending closer to $85,000.

Recommendations include a more regional approach to the provision of fire service.

The Fire Department also provides first response and nonemergency ambulance transport services for the City as well as five other municipalities. These expenditures have also been increasing in recent years.

Recommendations from Step IV include the use of part-timers, the elimination of long-distance transports, a more regional approach to firefighting, and the closing of Station 2. These cost-containment strategies should be implemented as soon as possible in order to reduce department costs.

Public Works

The City of Bradford's Public Works Department is made up of a Street Division, a Refuse Division (garbage and recycling collection), and a Parks Division. Overall, the Street Division's expenditures are expected to increase 5.6% from 2010 to 2015, with the greatest increase expected in the utility charges for the street lights and traffic signals. The Refuse Division's expenses are actually projected to decreased 3.6% from 2010 to 2011 but are expected to increase 2.5% after 2011 due to wage and benefit increases.

In April 2011, a new Director of Public Works was appointed and the Parks Department became a part of the Public Works Department. To help reduce the Public Works Department's expenditures, the new Director changed the work rules for refuse personnel in the Refuse Division in order to eliminate automatic daily overtime. Specifically, the refuse and recycling routes in the City were restructured, and the work day was redesigned to eliminate the automatic trigger of overtime, which has been a cause for the increase in the department's increased expenditures. The new Director has implemented, or is in the process of implementing, many of the changes recommended in Step IV. In addition to the changes already implemented, the Director should carefully evaluate the Refuse Division's use of manpower to determine whether the routes could be completed with two workers instead of three workers on a truck. Without the complex record keeping and fieldwork required to support the current billing system, there is a high likelihood that the collection process could be streamlined and effectively undertaken with fewer workers.

Planning, Zoning, and Code Enforcement

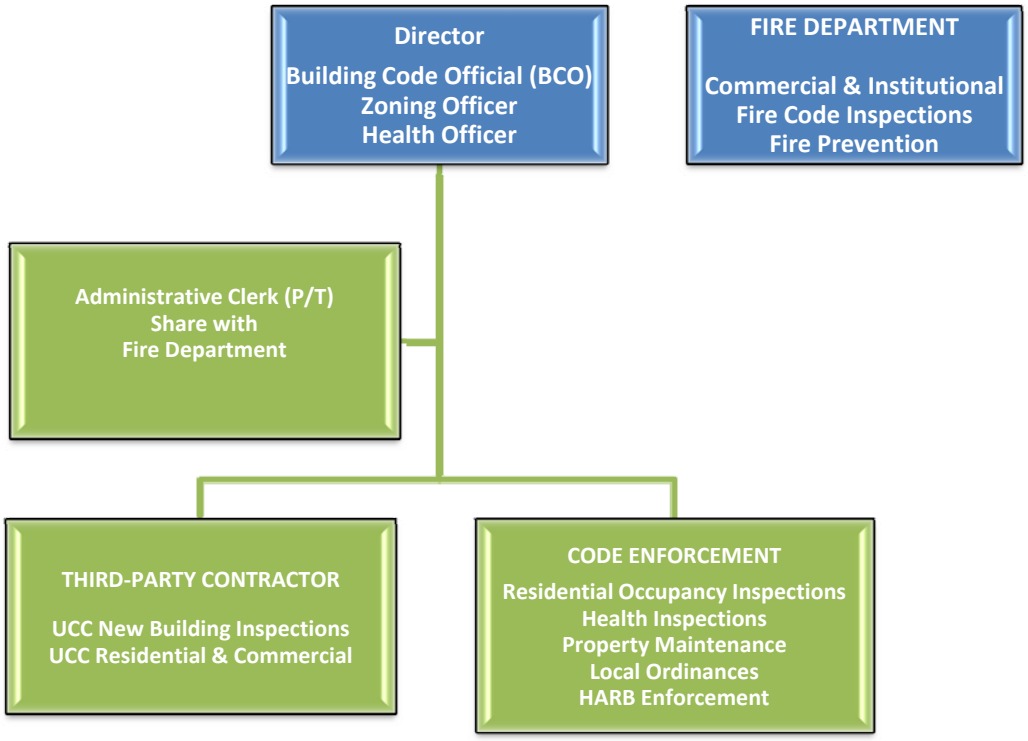
In order to focus on neighborhood improvements, protection of housing stock, historic preservation, and revitalization of the business district, a new department that houses the planning, zoning, and code enforcement activities is recommended in Step IV. This newly created department must have the necessary resources and personnel to engage in a more aggressive enforcement operation. Currently, the City Clerk does not have staffing oversight or responsibility for the code enforcement activities. This responsibility has been delegated to the Fire Department, and it exists as a subsidiary duty to the primary firefighter mission and goals.

The City should create a Department of Planning, Zoning, and Code Enforcement that would be assigned responsibility for all property issues.

There has been no attempt by the City to establish fees for permits and inspections that will cover the code enforcement operation. Revenue derived from code enforcement has fluctuated over the years. The fluctuation in revenue is based on the amount of code violation fees that are charged for inspections and permits in any given year. For this reason, the City should create a Department of

Planning, Zoning, and Code Enforcement that would be assigned responsibility for issues surrounding planning, zoning, building, inspection, and code enforcement. The recommended structure of the department should be as follows:

FIGURE 2 – RECOMMENDED PLANNING, ZONING, AND CODE ENFORCEMENT ORGANIZATIONAL CHART



SOURCE: DELTA ANALYSIS

City of Bradford EIP Financial Management Plan

Goal 2: The City has a cost-containment strategy for financially supporting its operations.

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

We must have…
- A process for evaluating the cost of new hires
- More efficient methods for delivering services
- Professional standards and techniques in place
- A regional approach to providing critical services

We must be…
- Clear with department heads about the focus and objectives
- Supportive of new and more efficient techniques
- The right size to achieve maximum productivity

To meet this goal we will…		Responsibility	Implementation Schedule (Months)		
			6-12	13-24	25+
Action 2A	Explore different staffing levels and part-time options for the Police Department.	Council, City Clerk	X		
Action 2B	Remove code enforcement and long-term transports from the Fire Department. Explore different staffing levels and part-time options.	Council, City Clerk	X		
Action 2C	Consider downsizing the Public Works Department to achieve optimum productivity in the refuse division. Other cities of similar size either contract out refuse or use fewer employees than Bradford.	Council, City Clerk			
Action 2D	Create a standard procedure for evaluating each staff position vacancy prior to any hiring decision. The procedure should include direct, indirect, and legacy costs.	CFO, City Clerk			
Action 2E	Use summer employees to supplement the workforce in order to address parks, vacant properties, and street maintenance during summer months.	City Clerk, Council	X		
Action 2F	Re-evaluate the Finance Department/Tax Office. Hire a CFO and redistribute work to positions as identified in **Figure 1**. Negotiate the elimination of positions through attrition with the bargaining unit.	Council, City Clerk	X		
Action 2G	Develop a recreation program that is self-sustaining for the long-term. This will lead to an improvement in the quality of life in the neighborhoods.	City Clerk, Parks Director, Council		X	X
Action 2H	Consider creating a Department of Planning, Zoning and Codes and hire a full-time Code Enforcement Officer to work in the neighborhoods. Insist on a proactive approach to code enforcement issues and concerns.	City Clerk, Council		X	

Discussion – Changes to the Level of Staffing in Departments

The largest expenditures in a local government organization, by far, are related to the compensation and benefits for personnel. For that reason, the City must rigorously explore the best methods for delivering services with the most cost-effective staffing structure possible. As part of Step IV of the EIP, the consultant team reviewed current staffing, work practices, and collective bargaining agreements in order to conduct its management audit for each department. The consultant team then identified best practices and modern methods that are applicable for each department.

The team also reviewed departmental staffing levels of Third Class Cities of similar size, demographics, and population. The results of that survey are shown in **Table 4** below:

TABLE 4 – STAFFING LEVELS FOR CITIES OF THE THIRD CLASS

City	Population	Size	General Fund Budget (Millions)	Full-Time Employees	Part-Time Employees	Full-Time Police Officers	Part-Time Police Officers
Bradford	8,770	3.4	$7.5	83	18	18	0
Clairton	8,491	2.8	$4.0	30	11	10	8
Connellsville	7,637	2.3	$3.5	28	14	15	0
Jeannette	9,654	2.4	$6.8	36	7	13	0
Lock Haven	9,772	2.5	$7.8	56	13	13	0
Monessen	7,720	2.9	$8.2	37	25	11	8
Sunbury	9,905	2.1	$4.9	31	10	11	10
Warren	9,710	2.9	$7.7	71	12	15	0

SOURCE: DEPARTMENT OF COMMUNITY AND ECONOMIC DEVELOPMENT (DCED) MUNICIPAL STATISTICS AND CITY OF BRADFORD RECORDS

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

1. Contain costs by supporting fewer full-time and more part-time positions

2. Support community goals of more aggressive code enforcement and more attention to streets, parks, and facilities
3. Provide professional staff support for better management of operations, resources, and processes for preservation of capital assets
4. Provide additional resources for long-term operational and capital planning
5. Provide better financial control through more comprehensive financial reporting and timely dissemination of information

A summary of the proposed staffing level recommendations is outlined in Appendix B. The proposed organizational structure is shown in **Figure 3** below:

FIGURE 3 — PROPOSED ORGANIZATIONAL STAFFING STRUCTURE

SOURCE: DELTA ANALYSIS

GOAL 3: THE CITY HAS ADOPTED OPERATIONS, SYSTEMS, AND PRACTICES THAT SUPPORT A SAFE AND CLEAN COMMUNITY.

Public safety is one of the most important considerations for a community's sense of well-being. Research indicates that the lack of a sense of safety and security is one of the greatest deterrents to community development. Based on background research, public input, and analysis of the business district and the City operations, Bradford's public safety issues consistently rise to the highest priority. Public safety issues that were highlighted during the EIP and evaluation process were primarily related to the Police Department's operations and Code Enforcement. Many of the following recommendations are derived from the EIP operational review of the departments.

In an older community, the Building and Codes Department is the most important local government operation for enhancing the business district, stabilizing the neighborhoods, and preserving the housing stock. Currently, code enforcement responsibilities lie with the Fire Department, which has trained fire-fighters who are assigned to the code enforcement function. In order to provide a proactive approach for enhancing the business district and stabilizing neighborhoods, the City should establish a Department of Planning, Zoning, and Code Enforcement with a director to oversee all operations of the department. The director should be proactive in such targeted problems as grass and high weeds, sidewalks and walkways in disrepair, junk cars, refuse not properly stored, unsafe structures, and improper storage of outdoor material.

In an older community, the Building and Codes Department is the most important local government operation for enhancing the business district, stabilizing the neighborhoods, and preserving the housing stock.

In addition to code enforcement duties and responsibilities, the City should also consider developing an overall comprehensive plan for the City to help monitor progress for the long term. The City should include a market-based assessment with the comprehensive plan, which can be a tool for guiding future land use within the City. The City should have a solid and strong community development program that is inclusive of all of the tools, funding opportunities, and regulatory support that will provide continued success for community goals and objectives.

City of Bradford EIP Financial Management Plan

Goal 3: The City has adopted operations, systems, and practices that support a safe and clean community.

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

We must have…

- Detailed information about costs of providing all services
- One of the best and most professional police operations in the Commonwealth
- A vigorous and effective code enforcement operation

We must be…

- Committed to an equitable distribution of expenses
- Vigilant in our focus on crime prevention techniques and community policing commitment
- Determined to redevelop and revitalize our neighborhoods and housing stock

To meet this goal we will…		Responsibility	Implementation Schedule (Years)		
			1 -3	3 -5	5+
Action 3A	Seek accreditation for the Police Department. Hire an accreditation consultant to assist with the development of required policies, procedures, training, and requirements for the Pennsylvania Chiefs of Police Association accreditation program.	Mayor, City Clerk, Police Chief	X		
Action 3B	Assign an officer in the department to undertake the process for becoming an accredited department through the IACP.	Police Chief		X	X
Action 3C	Update, adopt, and distribute a comprehensive police procedures manual for the department as part of the accreditation process.	Police Chief		X	
Action 3D	Develop a strategy for higher police visibility and foot patrols in the business district during peak periods.	Mayor, Chief	X		
Action 3E	Eliminate the residency requirement in order to attract a larger pool of part-time police candidates.	Mayor, Council		X	
Action 3F	Research, train, and adopt Crime Prevention Through Environmental Design (CPTED) standards for environmental crime prevention strategies.	Mayor, Council	X	X	X
Action 3G	Research, train, and adopt modern community policing practices.	Mayor, Chief	X	X	X
Action 3H	Consider creating a Department of Planning, Zoning and Code and hire a full-time Code Enforcement Officer to conduct inspections and work in the neighborhoods. Insist on a proactive approach to code enforcement issues and concerns.	Mayor, Council	X		
Action 3I	Implement a summer code enforcement program for property maintenance violations.	City Clerk, Planning, Zoning, and Code Director	X		

Discussion: Police Department

Many of the action items are drawn from the EIP operational review of the Police Department and the recommendations contained therein. The following steps outline specific items that should be addressed as part of the action plan.

STEP 1 - The Chief and all ranking officers should attend appropriate supervisor/leadership training classes as soon as possible.

STEP 2 - The Chief and supervisors should deploy officers so that community policing principles are met and there is higher visibility in the neighborhoods and business district.

STEP 3 – The City should consider a return to eight-hour shifts with rotating days off.

STEP 4 - The City should identify an administrative person for police clerical work assignments.

STEP 5 - The City should hire full-time and part-time police patrol personnel in accordance with the staffing needs dictated by the IACP formula included in the EIP.

STEP 6 – The City should place funding in the budget for specialized training classes for officers of the Police Department.

STEP 7 - The Police Department should initiate the process of seeking accreditation via the Pennsylvania Chiefs of Police Association. This process will require the department to fully meet the standards for modern police operations.

Discussion: Crime Prevention

Beyond the strategies outlined in the EIP, several others emerged, many of which are related to the deployment of police officers. Police presence and visibility can be a significant deterrent to crime. While hiring additional police officers may not be possible within the current financial constraints, some of these additional strategies could potentially be implemented by utilizing the existing staff.

A cost-effective and efficient way to develop new strategies to increase public safety is to learn from the experiences of other communities and from organizations that focus on crime prevention. To assist in crime prevention, Washington, D.C.'s police department has recently implemented some innovative programs that consist of evaluating real-time statistics to determine when and where to deploy resources. According to Police Chief Cathy Lanier in a recent interview with *Parade*, 3% of Washington's addresses account for 50% of violent crimes. One of the strategies listed above for the City of Bradford involves using community policing practices to mitigate crime. This task could potentially be augmented through additional information regarding Chief Lanier's approach in Washington, D.C. The full *Parade* article can be viewed at http://www.parade.com/news/2009/08/02-new-ways-to-stop-crime.html?index=2.

In addition to the action items that are related to the utilization of current staffing and resources, the Police Department could implement a CPTED program to provide education and advisory services regarding physical design principles for preventing crime. CPTED strategies rely upon the ability to influence offender decisions that precede criminal acts. Research into criminal behavior shows that the decision to offend or not to offend is more influenced by cues to the perceived risk of being caught than by cues to reward or ease of entry. Consistent with this research, CPTED-based

strategies emphasize enhancing the perceived risk of detection and apprehension. Some examples of CPTED include the following:

- Natural Surveillance
  - Placing windows overlooking sidewalks and parking lots
  - Using passing vehicular traffic as a surveillance asset
  - Ensuring potential problem areas are well lit
- Natural Access Control
  - Using a single, identifiable point of entry
  - Incorporating maze designs in public restrooms
  - Using low, thorny bushes under ground-level windows
- Natural Territorial Reinforcement
  - Maintaining premises and landscaping so that they communicate occupied space
  - Providing trees in residential areas to improve attractiveness
  - Placing seating and refreshments in common areas to attract more users to the areas
  - Scheduling activities in common areas to attract more people and increase the perception that the area is controlled

These principles should be considered as strategies for renovations in the business district and in neighborhoods as well. A resource document that provides an overview of the theory supporting the programs is *Creating Defensible Space*, published by the U.S. Department of Housing and Urban Development, Office of Policy Development and Research.

Another valuable resource for information is the Center for Problem-Oriented Policing. This organization can be found online at www.popcenter.org. A number of research articles and guidelines are available on the Web site.

Discussion: Code Enforcement

Some of the recommendations from the EIP operational review of the Code Enforcement Department are shown as action items:

STEP 1 - The City should create a Department of Planning, Zoning, and Code Enforcement that would house all activities related to the Planning Commission, the Zoning Board, building codes, health inspections, and code enforcement.

STEP 2 – The City should establish a fire code enforcement program in the Fire Department for annual inspections of commercial, industrial, and institutional properties within the City. If time and resources permit, the City could market this service to its neighboring communities.

STEP 3 – The City should update its subdivision and land development ordinance (SALDO). The original SALDO was adopted in 1961, with amendments made in 1981. The ordinance should be reviewed and updated every 10 years to reflect the changing conditions in the City as well as possible legal changes made to the Pennsylvania Municipalities Planning Code.

Discussion: Summer Code Inspections

One model program that was identified by the consultant team was in a municipality that utilized the school crossing guard employees during the summer months as additional staff for the Code Enforcement Department. The crossing guards were the logical personnel to work in this area because they already had municipal uniforms and a working knowledge of the municipality's neighborhoods. With a short instruction period, they could be trained to recognize exterior property maintenance violations, to document the information, and to enter that data into a property maintenance data collection program that would generate notices to property owners. Follow-up inspections were scheduled by the Department Director and regular codes inspection personnel to ensure that code violations were addressed within the designated time frames. These highly motivated employees increased the complement of code enforcement personnel without much additional cost. Furthermore, the employees were glad to have a continued source of income during the summer months, and the residents were glad to see someone actively identifying property maintenance issues in their neighborhoods.

To pursue such a program, the City of Bradford's Code Enforcement Department would need to take the following steps:

STEP 1 – The Department Director should develop a work program for property maintenance code inspections for the summer months that includes the identification of routine violations in the business district and neighborhoods.

STEP 2 – The City Clerk and Department Director should interview school crossing guards to determine who would be interested and who would best match the job activities identified in the work plan.

STEP 3 – The Director should arrange for the proper training and the scheduling of inspections in designated areas of the City.

STEP 4 – The summer inspectors should document property maintenance code violations in the field and enter the data into the appropriate computer software module.

STEP 5 – The summer inspectors should re-inspect properties within designated time frames to ensure that the violations have been addressed.

STEP 6 – Regular inspectors should follow up on violations that are not addressed within the designated notice periods and issue citations as necessary.

STEP 7 – Regular inspectors should prepare the paperwork and testimony for magisterial hearings.

GOAL 4: THE CITY HAS CLEAR ORGANIZATIONAL STRUCTURE AND LEADERSHIP IN PLACE THAT CAN PROMOTE PROJECTS AND ADVANCE A STRONG VISION OF SUCCESS FOR THE ORGANIZATION.

In any local government operation, management must establish the vision and show the leadership for effecting positive change. 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. The Southwest Pennsylvania Commission's (SPC) Standards for Effective Local Government have been adopted and distributed by the International Township/County Management Association (ICMA) and are the basis for much of the evaluation of the departments and programs in this report.

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

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

The City of Bradford operates under the Commission form of government. The Commission form of government is the "default" form of government for cities of the Third Class. Under this form, the Mayor and four other elected officials 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 City's major departments. Of the current 53 Third-Class cities in Pennsylvania, only 21 retain the Commission form of government to this day, and of the 2,562 communities in Pennsylvania, less than 1% uses the Commission form of government.

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

The City of 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.

In general, some advantages of the Commission form are as follows:

- 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.

Some disadvantages of the Commission form of government are as follows:

- 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 formal 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.

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 Senate Bill 830 which became Act 75 of 2011, legislation that amended the Third-Class City Code to provide for the creation of a City Manager position with specific qualifications, authority, and duties.[1] 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 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 the Step IV Management Audit.)

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

City of Bradford EIP Financial Management Plan

Goal 4: The City has clear organizational structure and leadership in place that can promote projects and advance a strong vision of success for the organization.

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

We must have…
- A professional, stable, and proficient management team
- The organizational capacity to undertake and complete projects
- Professional standards for all employees in all departments
- Stability and consistency from year to year, regardless of a changing political climate

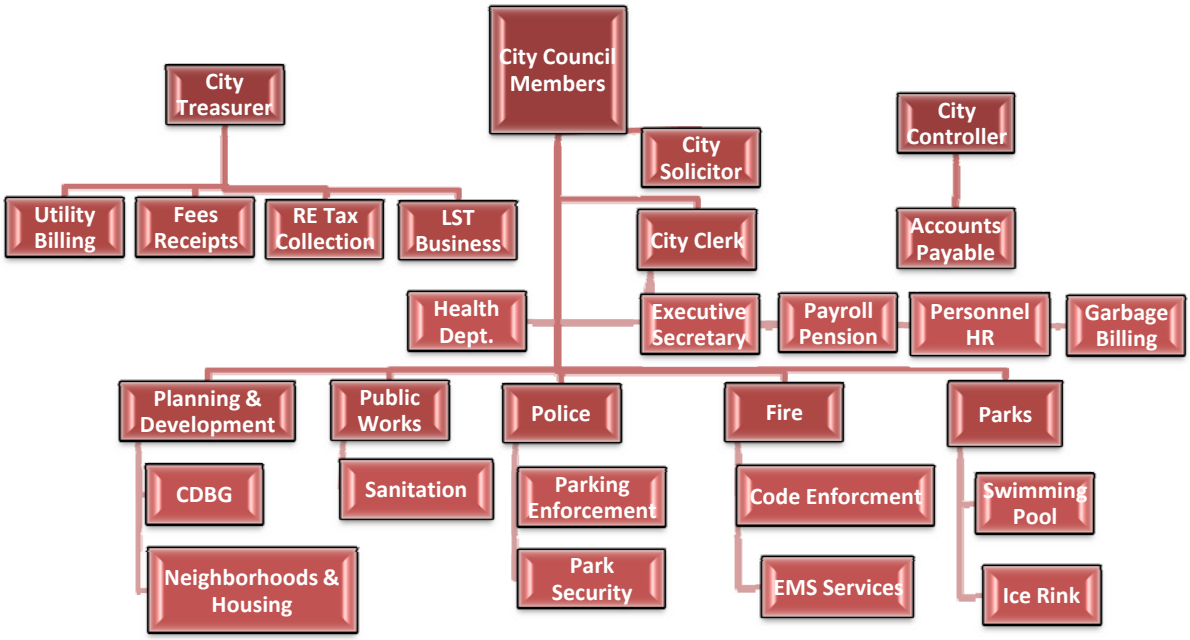
We must be…
- Committed to quality and excellence
- Hard working and supportive of management and staff
- Committed to the highest ethical standards

To meet this goal we will…		Responsibility	Implementation Schedule (Years)		
			1-3	3-5	5+
Action 4A	Consider establishing the position of City Manager (Administrator) pursuant to Act 75 of 2011.	City Council	X	X	X
Action 4B	Develop a policy-making process that encourages as much discussion as possible among the Mayor, Council, and staff.	City Council			
Action 4C	Establish specific, consistent, and stringent performance standards for every staff position in the organization.	City Clerk		X	
Action 4D	Develop and adopt a code of ethics for officials and staff.	City Council	X		
Action 4E	Schedule annual strategic visioning sessions that are conducted by an independent facilitator and result in specific goals and objectives.	City Council, City Clerk		X	
Action 4F	Establish performance measurements that are tied to job goals and objectives and are a result of the strategic visioning session.	City Clerk		X	

Discussion of Organization Structure

The City's policy process and organizational structure is more fragmented because of the inherent lack of cohesion that has resulted from the Commission form of government. Because Council members, by law, are required to act as department directors, there is a general lack of overall prioritizing and coordination among departments, a lack of cohesiveness on the prioritization of City goals and tasks, and a lack of cohesive financial management system and overall departmental vision. In 1974, the City adopted an Administrative Code that is codified as Chapter 3 of the codified ordinances of the City of Bradford. However, the Code is no longer reflective of the actual organizational structure. The current configuration for the administrative structure is reflected below.

FIGURE 4 – CURRENT ADMINISTRATIVE 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:

TABLE 5 – ADMINISTRATIVE CODE – RESPONSIBILITY AND DEPARTMENT

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

Until 2011, the Commission form of government under the Code did not provide for an Administrator or Manager but did allow for a City Clerk with limited responsibilities. However, because there has been relative stability in the position of City Clerk in Bradford, the roles and responsibilities of the position have expanded for many of the City's daily operations. The City Clerk has also been named Zoning Officer and City Health Officer and has been certified and assigned the duties related to these positions.

The current organization is weak in terms of resources and focus for important areas such as finance and code enforcement activities. Code enforcement is the most critical function in the City's government because it is the mechanism for preserving and protecting the City's neighborhoods from further decline. Yet this activity is assigned to the Fire Department and has received little to no attention or resources, based on a review of the budget over the past seven years. Furthermore, it is fragmented, with the City Clerk having oversight of planning and zoning and the Health Department operations, the Fire Department having oversight of the code enforcement and property maintenance, and a third-party vendor with oversight of the Uniform Construction Code new building activity. Therefore, a department director should be installed and charged with a complete overhaul of the planning, zoning, health, and code

> "If we know where we are and something about how we got there, we might see where we are trending – and if the outcomes which lie naturally in our course are unacceptable, to make timely change."
>
> ABRAHAM LINCOLN

enforcement functions and a restructured focus on aggressive enforcement activities in all neighborhoods.

There is no comprehensive financial management system. Although the Treasurer is assigned responsibility for the entire finance operation in the Administrative Code, there is no Finance Director or CFO with a strong background 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 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. This topic is discussed in great length in the "Financial Management" section in Step IV of this Plan.

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 the various departments. In addition, the City should continually identify functions, services, and programs that may benefit from a more regional approach to service delivery.

Discussion: Strategic Visioning Process

It is recommended that the City Council and key management staff engage in a strategic visioning process. Strategic planning can be defined as the art and science of formulating, implementing, and evaluating multifunctional decisions that enable an organization to achieve its objectives. In the City of Bradford this process should involve integrating management, financial resources, human resources, service delivery, and information management to achieve organizational success. Strategic planning is generally thought to consist of three phases:

- **STRATEGY FORMULATION** includes developing a mission and vision statement, identifying external opportunities and threats and internal strengths and weaknesses, and establishing goals and alternative strategies to pursue.
- **STRATEGY IMPLEMENTATION** involves articulating objectives, identifying action items, and establishing priorities for the organization. It means mobilizing department directors to put articulated strategies into action.
- **STRATEGY EVALUATION** centers on identifying factors that support current strategies, measuring performance, and taking the corrective action necessary to meet strategic objectives.

The strategic planning process is based on the belief that organizations should continually monitor internal and external events and trends so that timely changes can be made as needed.[2]

> ***STEP 1*** - A summarized organizational profile for the City of Bradford should be prepared that is primarily drawn from the EIP. Basic information about service population and demographic trending should be included, along with a list of priority recommendations that are derived from the plan. A summary of critical issues and relevant information should be

[2] "Adapting to Change," *Strategic Management Concepts* (Upper Saddle River, NJ: Prentice Hall, 2003), p. 7.

reviewed with City Council at the outset of the initial meeting in order to establish the organizational environment for formulating strategy.

STEP 2 - It is important in a local government operation for elected leaders, administrators, and key staff to agree upon the basic vision and mission for the organization. A vision statement is generally developed first because it establishes a foundation for elected leaders and administrators to have a shared understanding of "who we are" and "what we want to become." Vision statements are focused on goals and objectives for the future.

In contrast, mission statements are focused on organizational behavior and the present. A mission statement should answer basic questions about the nature and role of the local government organization as it currently operates:

WHAT IS OUR BUSINESS?

WHAT IS OUR REASON FOR EXISTING?

As part of the development of the mission statement for the City of Bradford, several questions should be explored:

- Who are our clients and customers?
- What are our services?
- Who are our competitors or benchmark communities?
- Is our organization technologically current?
- Is our organization committed to financial soundness?
- What are our basic beliefs, values, aspirations, and ethical priorities?
- What is our distinctive competence and competitive advantage?
- Are we responsive to social, community, and environmental concerns?
- Do we treat our employees as valuable assets of the organization?

STEP 3 – City Council and key staff members should engage in a traditional strengths, weaknesses, opportunities, threats (SWOT) assessment. The SWOT assessment should be tailored to address the City's organization and should include the following:

- **EXTERNAL AUDIT: THREATS AND OPPORTUNITIES** – External factors have an impact on the way the organization operates and how it is perceived. Key stakeholders for the City include citizens, commercial establishments, elected officials, employees, vendors and suppliers, federal and state officials, and visitors to the City. Elements that should be examined are economic forces; social, cultural, demographic, and environmental forces; political, governmental, and legal issues; and competitive forces.
- **INTERNAL AUDIT: STRENGTHS AND WEAKNESSES** – Internal factors are a subjective assessment of the way in which a local government organization operates to provide essential public services. Factors that are considered to be essential to the sustainability of any organization include efficiency,

effectiveness, flexibility, and adaptability. Elements that should be considered are financial, human resources, competition, and satisfaction with service delivery. Competitor municipalities should be assessed in terms of reputation, services provided, budgets, and technology.

The discussions and information reported at the initial meeting should be captured and utilized as a basis for the models and matrices necessary for structuring Step 4 activities.

STEP 4 – A series of meetings should be conducted with department directors, management staff, and crew leaders. A comprehensive list of critical issues for the departments should be prepared in a question-and-answer format. Further revisions to the initial list will provide a prioritized critical issue list based on these interviews. The answers to the questions will be used to develop primary objectives.

STEP 5 – Based on the top critical issues that have been identified, major objectives for the organization will be stated and used as a basis for formulating comprehensive strategies to be considered. These objectives should be integrated into the models and discussion tools.

STEP 6 – This step should be focused on incorporating the critical issues derived from key staff interviews with the results of the SWOT assessment that are relevant to the departments and functions. The Threats-Opportunities-Weaknesses-Strengths (TOWS) matrix is the most widely used strategic planning tool for organizations and should be used to support the discussion of the development of core strategies. The factors used to create the matrix should be derived directly from the external and internal audits from the SWOT exercise. By matching the strengths and weaknesses with the threats and opportunities, specific strategies can be developed that complement the City's strengths and provide proactive defense strategies for perceived weaknesses. The purpose of this exercise is to help generate feasible alternative strategies to meet primary objectives that address the critical issues of the organization.

> "The best game plan in the world never blocked or tackled anyone."
>
> VINCE LOMBARDI

STEP 7 –The top five priority strategies that are most important for organizational success and sustainability should then be identified. The following are examples of recommended criteria used for decision making based on the success and sustainability of the City organization:

- Economic
- Human resources
- Environmental
- Social equity

STEP 8 – For each of the top five strategies identified as important for organizational success, it is important to design the appropriate action items necessary to advance each strategy.

STEP 9 – Many organizations spend time, money, and effort in developing a plan, but exert little thought or commitment of resources to the implementation of the plan. Establishing annual objectives should assist the City with the implementation process. The purpose of establishing annual objectives is to provide the following:

- Guidelines for actions and efforts in an organization
- Justification to stakeholders for activities
- Source of employee motivation
- Basis for organizational design

The appropriate annual objectives should be identified to support the implementation process.

STEP 10 – A discussion regarding the appropriate organizational structure for implementation of the top five priority strategies should occur. Changes in strategy sometimes require changes in organizational structure, because structure often dictates how policies will be established and how resources will be allocated. It is therefore important to determine if organizational structure changes are necessary in order to pursue new strategies. There are times when an attractive strategy must be abandoned because it becomes cost prohibitive if it would require a massive change in the organizational structure.

STEP 11 – A detailed strategic plan document should be developed that includes but is not limited to the following items:

1. Executive summary
2. History and background material
3. Vision and mission statement
4. External audit – threats and opportunities
    a. Economic forces
    b. Social, cultural, demographic, and environmental forces
    c. Political, governmental, and legal issues
    d. Competitive forces
5. Internal audit
    a. Financial assessment
    b. Competitor assessment
    c. Competitor matrix
6. Critical issues
7. Major objectives
8. Strategy formulation
9. Strategy implementation plan
10. Strategy evaluation

STEP 12 – The City should develop an evaluation framework for the identified priority strategies that starts with a review of the underlying basis of the strategy plan and provides a

continuous monitoring of progress. An evaluation assessment matrix should be developed that identifies, for each strategy, whether major changes have occurred in the City's internal and external position and whether the City organization has made progress in satisfactorily meeting the stated objectives. Strategy evaluation should be designed to provide a true picture of what is happening in the organization. For this reason, qualitative evaluations should also be built into the process. This should inform the City Council and management as to what corrective action, if any, must be taken.

STEP 13 – The City should develop appropriate performance measures based on stated objectives for the priority strategies. Quantitative criteria that are commonly used are (1) comparing the selected factors over time, (2) comparing the City operation to its competitors or benchmark communities, and (3) comparing the department performances to statewide or national standards. Qualitative factors that should also be considered are turnover and absentee rates, quality of the services, and employee satisfaction.

STEP 14 – Taking corrective action should be targeted toward making the changes that can reposition the City organization to achieve sustainability for the future. This step should include analyzing the organizational structure, reviewing organizational performance, or revising the organization's mission. Corrective actions should be designed to capitalize on strengths, take advantage of key external opportunities, avoid or mitigate threats, and improve internal weaknesses.

Taking corrective action should be targeted toward making the changes that can reposition the City organization to achieve sustainability for the future.

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

Capital planning is an integral part of the overall budget process and is sufficiently unique from the annual budgeting process so as to merit special emphasis and attention. In most local governments, it would not be possible to pay for large-scale capital projects such as roads, sewers, facilities, and large equipment purchases without the development of a capital plan.

A capital plan is a special budget document that is developed and utilized by a local governing body to identify specific capital projects with corresponding funding sources planned to be undertaken over a multiyear period. The plan should outline the estimated cost for each project, and all detail and supporting documentation should be included. The document should identify supporting revenue for the project through identified revenue sources such as dedicated fees, debt financing sources, and potential grant funds. The capital plan should also provide a recommended time frame for carrying out the implementation of specific capital projects.

The capital improvement plan process should include all relevant staff and should identify specific goals for the City, such as the following:

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

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

1. Capital reserves
2. Dedicated fees (e.g., sewer fees)
3. Long-term general obligation bonds
4. Short-term loans and lease purchase agreements
5. Grants from federal, state, local, and private sources

By utilizing these funding sources, the burden for the residents is spread over the useful life of the project, rather than a large fee or tax increase being assessed in any given fiscal year. The capital plan should be reviewed and analyzed during the annual budget process in order to determine the appropriate level of funding for each project identified. Ultimately, the City Council, through its Capital Planning Committee, will make important decisions about what projects will be undertaken and what priorities are set in order to meet the goals identified in the capital planning process.

City of Bradford EIP Financial Management Plan

Goal 5: The City has a long-term plan for financing capital projects.

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

We must have…
- A clearly defined project plan that is prioritized
- A reasonable schedule for replacements and new projects
- A funding strategy for completing projects
- A focus on county, state, and federal funding opportunities

We must be…
- Committed to a capital planning process
- Committed to budgeting for capital projects on an annual basis

To meet this goal we will…		Responsibility	Implementation Schedule (Months)		
			6-12	13-24	25+
Action 5A	Require department directors to conduct an inventory of facilities, roads, sewers, and equipment with conditions, estimated costs, and projected replacement schedules.	CFO, Dept. Directors		X	
Action 5B	Coordinate site visits of facilities and projects for Council and staff.	City Clerk, CFO		X	
Action 5C	Prepare a capital plan document template with a narrative, schedule, costs, and five-year budget.	CFO		X	
Action 5D	Identify revenue sources to support projects.	CFO		X	
Action 5E	Implement a capital plan as part of the operating budget.	CFO		X	
Action 5F	Undertake a comprehensive analysis of debt instruments and funding opportunities in order to support a capital plan.	City Clerk, CFO		X	X
Action 5G	Update the plan on an annual basis.	CFO		X	X
Action 5H	Develop a funding strategy for financing projects over time.	City Clerk, CFO		X	X
Action 5I	Implement a funding strategy through county, state, and federal support and influence.	City Clerk, CFO		X	X

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Step VI: Five-Year Plan Implementation and Process Renewal

The EIP is an ongoing process, and a plan should be evaluated, adjusted, and adopted each year. A master implementation schedule for the recommendations should be prepared with key personnel and dates. This schedule will serve to monitor whether or not individual departmental objectives are being met, thus providing a means by which the local government can measure its overall progress in implementing the Plan.

Any successful implementation of a plan requires the involvement of the functional administrators and the strategy formulators. It is essential that department directors and key staff members are involved in the implementation process. Likewise, it is critical that management personnel who have been involved in the development of the Plan also stay engaged during the implementation process.

The following management issues are central to a successful implementation process:

IDENTIFYING HIGH-PRIORITY GOALS – In Step V, the top five priority goals were identified. These goals were based on the most important critical factors for the success and sustainability of the City organization. The criteria used for the prioritization of these goals focus on sustainability, as follows:

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

DEVELOPING ACTION ITEMS – In Step V, the action items associated with each goal and a schedule for completing each action item were identified.

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

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

The City should appoint an Implementation Manager who will work with management and key staff to establish the appropriate annual objectives to support the implementation process.

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

IDENTIFYING RESOURCES – Many organizations spend time, money, and effort in developing a plan, but little thought or commitment of resources to the implementation of the plan. The Implementation

Manager should work with the City to identify the resources that are necessary to implement the Plan and to develop a funding strategy that identifies and accesses those resources.

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

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

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

The Plan should become institutionalized within the local government. The City should have its elected officials and key staff trained in order to ensure the successful implementation of the Plan's recommendations. This section discusses the tools that are necessary in order to create the capacity and identify the financial and human capital necessary for successful implementation of the recommendations in the Plan.

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

Implementation of the EIP will require significant effort and implementation experience and will need to be the primary focus of a single individual or firm – especially during the early stages of implementation. With workloads that are already overwhelming, adding this responsibility to the workload of current City staff would greatly decrease the probability of successful implementation.

Implementation of the EIP recommendations will require significant effort and implementation experience.

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

The Implementation Manager would report to the City Clerk and City Council and work closely with the Implementation Committee to provide staff support, updates, and progress reports. The Implementation Manager would be responsible for the following items, among others:

1. Implementing action items
2. Establishing annual goals
3. Assessing structure
4. Identifying resources
5. Developing an evaluation framework
6. Measuring organizational performance
7. Recommending corrective action

A grant application should be submitted to the DCED through its EIP Phase II as an implementation action item from the Plan that would support the appointment of an Implementation Manager. A detailed action plan is described below.

> "The greatest strategy is doomed if it is implemented badly."
> BERNARD REIMANN

City of Bradford EIP Financial Management Plan

Goal 6: The City has the capacity and structure for implementing the Plan.

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

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

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

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

Discussion: Implementation Manager and Committee

It will be critical to the implementation of the Plan for the Implementation Manager to have a committee with significant authority and resources with which to undertake the implementation of the action items. An option would be to identify individuals in the government, business, and community who are willing to serve in this capacity for the long term. Because the City lacks the capacity and resources (both financial and human capital) 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 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.

In appointing members for the Implementation Committee, the following guidelines should be considered. The Committee should be all of the following:

> ***INCLUSIVE*** – With broad representation, the inclusive nature of this type of committee facilitates implementation in a non-threatening environment.
>
> ***ORGANIC*** – The informal structure of the committee allows for changes in membership in response to implementation needs.
>
> ***CONSENSUS-ORIENTED*** – The interdependent roles of committee participants ensure that implementation is based on consensus and avoids unilateral actions.
>
> ***SUPPORTED BY A BROAD BASE*** – The size of the committee demonstrates broad-based support for the Plan and is a positive influence in seeking funding and support from outside sources.
>
> ***INITIATIVE-FOCUSED*** – The committee's mission and purpose is centered on priority initiatives in the EIP Plan, strategically focused on specific actions, and therefore results-oriented.

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

> ***STEP 1*** – Develop a mission statement, goals, and objectives for the Committee.
>
> ***STEP 2*** – Identify additional Committee members as needed for implementation of specific items.
>
> ***STEP 3*** – Conduct an organizational/launching meeting for the Committee.
>
> ***STEP 4*** – Work with the Implementation Manager to identify action items from the priority goals that should be implemented in the first year.

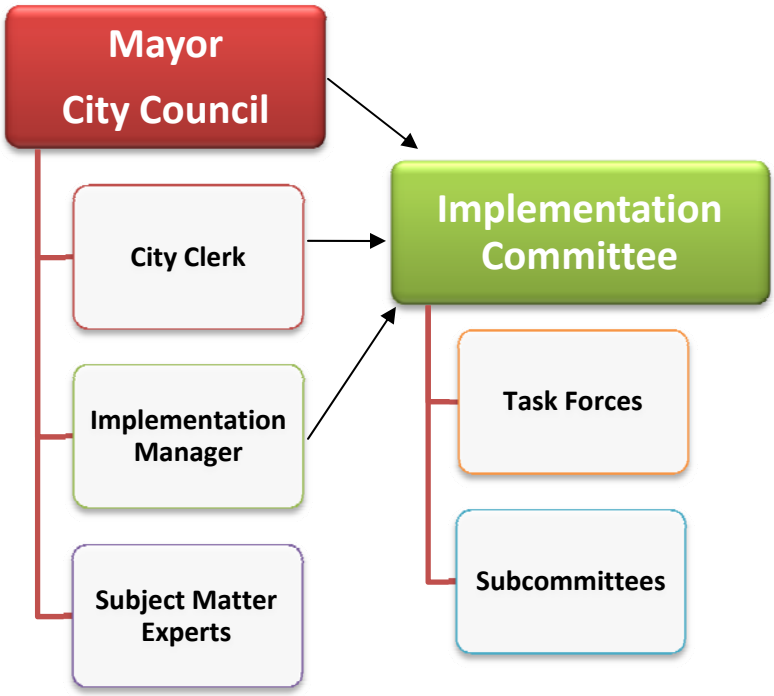
STEP 5 – Organize subcommittees or task forces from within the Committee to assist the Implementation Manager with the identified action items.

STEP 6 – Build capacity through additional volunteer recruitment.

STEP 7 – Conduct a regular evaluation of progress on key action items relative to the implementation success during the first year.

STEP 8 – Take corrective action as necessary to address deficiencies, in order to meet target goals.

FIGURE 5 – IMPLEMENTATION PLAN – PROPOSED PROCESS AND STRUCTURE



GOAL 7: A DETAILED FUNDING STRATEGY FOR ACCESSING FUNDS FOR IMPLEMENTATION HAS BEEN DEVELOPED TO SUPPORT RESOURCE ALLOCATION.

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

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

1. Financial
2. Physical
3. Human
4. Technological

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

- **Leaders are overprotective of resources**. Many elected officials, in principle, are adamantly opposed to any investment of additional resources in the development of organizational capacity, especially in the areas of training and professional development. This leads to short-term savings and long-term bankruptcy.
- **The focus is on short-term liquidity instead of long-term financial health**. Often, in order to achieve long-term sustainability, it is necessary to invest in professional staff, subject matter experts, and strategic vision planning processes. In many local government organizations, these activities are not accorded the value they deserve.
- **Decisions are made based on political orientation**. When the resource allocation is based on the political support in the community, the proper attention is diverted from high-priority goals and projects to addressing the immediate "hot issue" items in the community.
- **Targets and objectives are too vague**. Planning and annual objectives should be very specific, with performance measurements identified.
- **Leaders are reluctant to make changes or take risks**. Most organizations are resistant to change. Any change in structure, technology, personnel, or practices raises anxiety levels in an organization. Change should be viewed as a continuous process and an opportunity to improve the quality of the organization and the services it provides.
- **Leaders lack sufficient knowledge about what should be done**. Because the nature of local government leadership is inherently transient, leaders are sometimes unsure or uninformed about how resources should be allocated in order to advance organizational priorities. Likewise, the priorities are often not adequately communicated to key staff in the organization who are responsible for the organization and utilization of resources.

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

In order to identify, organize, and capture the resources necessary for a successful implementation, the Implementation Manager should prepare a preliminary funding strategy that will position the City

to capitalize on the best opportunities for securing public funds and for identifying project revenue generation. The strategy should identify short-, medium-, and long-term initiatives and funding sources that can be leveraged to achieve the redevelopment vision for the project area. The Implementation Manager will identify public-private opportunities, grants, innovative fund-raising opportunities, sponsorships, and other revenue-generating strategies.

City of Bradford EIP Financial Management Plan

Goal 7: A detailed funding strategy for accessing funds for implementation has been developed to support resource allocation.

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

We must have…
- A resource allocation strategy that is planned and matches priorities
- A targeted funding strategy that is project-specific
- An informed legislative delegation to build support for City projects
- Detailed design and project budgets

We must be…
- Aggressive, focused, and targeted
- Organized and prepared for all funding opportunities that match our priorities

To meet this goal we will…		Responsibility	Implementation Schedule (Years)		
			1 -3	3 -5	5+
Action 7A	Identify, on an annual basis, resources necessary for each action item to be implemented.	Implementation Manager, City Clerk	X	X	X
Action 7B	Develop a funding matrix that identifies the specific project priorities and budgets, with possible funding sources.	Implementation Manager	X	X	X
Action 7C	Prepare briefing books, one-pagers, and message statements for each priority project, including narrative, budgets, matching funds, and schedule for completion.	Implementation Manager	X	X	X
Action 7D	Prepare grant applications as funding opportunities become available.	Implementation Manager	X	X	X
Action 7E	Build political support with legislative delegations, funding agencies, and private investors.	Council, City Clerk, Implementation Manager	X	X	X
Action 7F	Assist with grant administration, drawdown of funds, progress reports, and close-out documents.	Implementation Manager, City Clerk	X	X	X
Action 7G	Manage project schedules.	Implementation Manager, City Clerk	X	X	X
Action 7H	Regularly evaluate project funding success.	Implementation Manager	X	X	X

Discussion: Developing Funding Strategies

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

- **American Jobs Bill** – The proposed jobs bill includes funding for public safety, education, Community Development Block Grant (CDBG), and infrastructure. Direct contact with federal officials encouraging support of this bill could provide funding for cities throughout the country.
- **FY 2012 Transportation Appropriations** – The annual federal Transportation and Housing and Urban Development appropriations legislation provides funding for costs related to transportation improvements. This opportunity involves direct contact with congressional staff and allows for the potential to address significant transportation needs for projects.
- **FY 2012 Department of Justice (DOJ) Community-Oriented Policing Services Appropriations –** The annual DOJ development appropriations legislation provides funding for costs related to public safety improvements. This opportunity involves direct contact with congressional staff and allows for the potential to address public safety for projects.
- **Redevelopment Assistance Capital Program (RACP)** – Pennsylvania's RACP supports larger development projects that have a total project cost in excess of $1 million.
- **Business In Our Sites (BIOS)** – Pennsylvania's BIOS grants and loans focus on infrastructure and site preparation costs that transition undeveloped sites to "shovel-ready" sites. Although funding for this program is very limited, there have been discussions in the General Assembly about recapitalizing the program as part of the most recent state budget.
- **Pennsylvania Infrastructure Bank (PIB)** – PIB is a program developed by the Pennsylvania Department of Transportation that offers low-interest loans (one-half of prime) for transportation improvements. The loans can be repaid with federal funds. PIB is especially helpful in accelerating phases of transportation projects that must move at a pace that may not coincide with the timeline for delivering federal funds.
- **Pennsylvania Infrastructure Development Program** – This program offers grants and low-interest loan financing for public and private infrastructure improvements.

- **Pennsylvania Infrastructure and Facilities Improvement Program (IFIP)** – IFIP is a multiyear grant program for certain types of infrastructure and building projects. The amount of grant funding will be calculated on the basis of the anticipated amount of state sales tax, hotel occupancy tax, and employer withholding of personal income tax to be generated by a project.
- **Pennsylvania Neighborhood Assistance Program** – The program's goal is to support neighborhoods by using tax credits as an incentive to forge partnerships between community-based organizations and the business community.
- **Pennsylvania Housing and Redevelopment Assistance** – This program offers grants for community revitalization and economic development activities at the local level, and it assists the community in becoming competitive for business retention, expansion, and attraction.
- **Foundation Programs/Funding** – A review of potential foundation resources should be undertaken to determine support for components of the projects that are candidates for funding. Resources such as senior centers and other public services may increase the opportunity for foundational support.
- **Pennsylvania State Energy Funding** – Energy independence programs offered through multiple agencies, including the Department of Environmental Protection, the DCED, and the Commonwealth Financing Agency, may provide potential sources of funding.

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

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

- Meetings with members of the Pennsylvania legislature and congressional delegation in support of funding requests
- Meetings with program administrators to build support for the project
- Preparation of identified federal and state funding applications and appropriations requests, including all supporting documentation and post-award management
- Identification of local and private matching resources required to leverage public funds as needed

POST-AWARD MANAGEMENT PROCESS

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

- Manage the post-award process to ensure that funding awards can be used efficiently to meet the project schedules
- Complete the post-award documentation to secure the release of public funding
- Communicate with local and/or state agencies for the purpose of project orientation
- Manage the project schedule
- Facilitate reimbursement approval agreements and other documentation associated with the release of funding

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Conclusion

The City of Bradford has a long and proud heritage as a McKean County community that is home to over 8,000 people and a number of important industrial, commercial, and manufacturing establishments. However, the City has experienced hard times over the past several decades, losing both business activity and residential stability. This reduction in economic activity and residential base has resulted in a declining property tax base and a reduced capacity to generate revenue to support City services.

The City has taken positive steps to reduce its expenditures, which has included reductions in staffing made in both the Police and Fire Departments and the transferring of dispatch operations to McKean County. Nevertheless, unless there are major improvements to the City's tax base or major cuts in personnel costs, the City will be hard-pressed to meet its current operating expenses over the next several years.

Compensation in union contracts will continue to drive overall personnel costs. Benefit costs will continue to rise, and the City will continue to carry substantial liabilities for pensions and other post-employment benefit obligations. The City is years away from any significant revenue enhancement that will have an appreciable impact on its ability to support its operations at its current levels. Without intervention, there will most certainly be continuing structural deficits in the core operating funds over the next five years.

Implementation of the EIP Plan recommendations for revenue enhancement and cost containment must become a priority. The EIP team can only make recommendations, provide guidance and benchmarks, and inform officials about best practices. Without intervention by the decision makers and remediation for the City's financial condition, the City of Bradford may be headed toward a financial meltdown in the future. Through this Plan, the City's leadership has the tools and the detailed map to make a difference in Bradford's future. It will be important for City officials and staff to identify the proper resources, process, and structure to get the job done.

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Appendix A – Sample Fee Resolution

See the following pages.

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FEE RESOLUTION NO. 2011- 34

CRANBERRY
• TOWNSHIP •

A RESOLUTION OF THE BOARD OF SUPERVISORS OF THE TOWNSHIP OF CRANBERRY, BUTLER COUNTY, PA, AMENDING AND REVISING THE SCHEDULE OF FEES PER TOWNSHIP ORDINANCES.

WHEREAS, various ordinances of the Township of Cranberry allow for the setting of fees by Resolution to defer the cost of their administration; and

WHEREAS, the Cranberry Township Board of Supervisors are desirous of establishing a schedule of fees in a single document; and

WHEREAS, in keeping with good practice, the Board of Supervisors periodically reviews the schedule of fees and make appropriate revisions thereto; and

WHEREAS, the Cranberry Township Board of Supervisors has determined that certain revisions are necessary and in the best interest of the Township;

NOW, THEREFORE, let it be resolved and enacted that a schedule of fees be established as contained herein and that this Resolution shall replace all previous fee schedule resolutions.

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I. CODES AND BUILDING – Chapter 5

1. The building, electrical, mechanical, and plumbing permit fee(s) shall be based upon the estimated cost of construction with respect to buildings, construction, or structures. The estimated cost of construction shall be based on the current permit fee schedule and type of construction factor table published by The International Code Council, and updated semi-annually.

2. When the proposal involves reconstruction, alteration or additions to an existing structure, the permit fee shall be based upon the estimated cost of the physical value of such alterations, additions or repairs.

3. The permit applicant for a non-residential building/structure, electrical, mechanical, and plumbing plan review(s) shall submit a review fee calculated at .0015 x estimated construction value but not less than a $50.00 minimum. Review fee shall be submitted with application prior to review.

4. After the estimated cost of construction has been ascertained in the manner outlined in the preceding sub-sections, the building permit fee shall be assessed in accordance with the following formula:

   A. **Residential:** Single Family Dwellings, Townhouses, Additions, Garages and New Structures, initial fee $50.00 for construction, value up to $1,000.00 and $7.00 per $1,000.00 of value thereafter. (Refer to section H for electrical permit fee).

   B. **Residential Structural Alterations:** Interior structural alterations to existing Single Family Dwellings, Townhouses, Additions, Garages - $50.00.

   C. **Residential Accessory Structures:** Attached decks, Porches, Roofs, Swimming Pools, Hot Tubs, Spas, and Utility Structures over 1,000 square feet - $75.00 – includes Building Certificate of Compliance fee. (Refer to Section H for electrical permit fees).

   D. **Non-Residential:** Initial fee $75.00 for construction value up to $1,000.00 and $9.50 per $1,000.00 of value thereafter. (Refer to Section H for electrical permit fees).

   E. **Application for Building Certificate of Compliance Permit**

      a. Residential - $20.00
      b. Commercial - $25.00

   F. **Demolition Permits** - $50.00

G. **Mobile Homes**

1. Replacement of a unit on an existing previously prepared and approved site within a Mobile Home Park - $50.00 per unit.

2. Location of unit on new site or single lot outside of Mobile Home Park, refer to section 4A – Residential Principal Structures.

H. **Electrical**

1. All electrical permits require a $20.00 administration fee in addition to fees determined in Sections H.2 and H.3.

2. Residential Electric Permit Fees.

Single Family Dwelling – Not over 200 AMP Service	$75.00
2 Family Dwelling Units – Not over 200 AMP Service	$90.00
Over 2 Family Dwelling – First 2 Units (each)	$42.00
Each Additional Unit	$24.00
Townhouses – Each	$36.00
Alterations and additions (service and 25 outlets or less)	$60.00

***Add Service Equipment**
Dwelling with a Spa, Hot Tub, Hydromassage Tub, Sauna, etc.
Apply Flat Rate Schedule plus $15.00 for each item

Single Family Dwellings with over 200 AMP Service apply Flat Rate Schedule PLUS Equipment, Appliances and Motor Schedule.

EQUIPMENT – APPLIANCES	
Outlet for single unit of 15K.w. or less	$14.50
Each additional outlet of 15K.w. or less	$5.50

MOTORS, GENERATORS, TANSFORMERS, CENTRAL HEATING, DUCT HEATERS, AIR CONDITIONING, ELECTRIC FURNACES &WELDERS

Fractional HP, KW or KVA to1HP, KW or KVA, ea	$7.80
1 HP, KW or KVA to 3 HP, KW or KVA, ea	$9.00
4 HP, KW or KVA to 7 HP, KW or KVA, ea	$13.00
7 ½ HP,KW or KVA to 29 HP,KW or KVA ea	$16.50
30 HP, KW or KVA to 49 HP, KW or KVA ea	$25.50
50 HP, KW or KVA to 74 HP, KW or KVA ea	$32.50
75HP, KW or KVA to 199 HP, KW or KVA	$64.50
200 HP, KW or KVA to 500 HP,KW or KVA ea	$129.00
Over 500 HP, KW or KVA ea	$162.00

MODULAR AND MOBILE HOMES	
Modular Homes – Service and Outlets	$45.00
Mobile Homes – Service including feeder or receptacle	$36.00
Feeder or Power Cord only	$33.00

SWIMMING POOLS	
Bonding	$30.50
Equipment/Wiring (Residential Only)	$39.00

3. Non-Residential Electric Permit Fees:

All switches, luminaries and receptacles to be counted as outlets.

ROUGH WIRE INSPECTION

1 TO 25 outlet	$16.50
For each additional 10 outlets or fraction thereof	$4.00

FINISH INSPECTION

1 to 25 outlets	$16.50
For each additional 10 outlets or fraction thereof	$4.00

EQUIPMENT – APPLIANCES

Outlet for single unit of 15K.w or less	$14.50
Each additional outlet of 15K.w or less	$5.50

MOTORS, GENERATORS, TRANSFORMERS, CENTRAL HEATING, DUCT HEATERS, AIR CONDITIONING, ELECTRIC FURNACES AND WELDERS

Fractional HP, KW or KVA to 1 HP, KW or KVA, ea	$7.80
1HP, KW or KVA to 3 HP, KW or KVA, ea	$9.00
4 HP, KW or KVA to 7 HP, KW or KVA, ea	$13.00
7 ½ HP, KW or KVA to 29 HP, KW or KVA ea	$16.50
30 HP, KW or KVA to 49 HP, KW or KVA ea	$25.50
50 HP, KW or KVA to 74 HP, KW or KVA ea	$32.50
75 HP, KW or KVA to 199 HP, KW or KVA ea	$64.50
200 HP, KW or KVA to 500 HP, KW or KVA ea	$129.00
Over 500 HP, KW or KVA ea	$162.00

FEEDERS OR SUB-PANELS

Not over 200 AMP	$15.00
Over 200 AMP to 400 AMP	$21.00
Over 400 AMP to 600 AMP	$27.00
Over 600 AMP to 1600 AMP	$60.00
Over 1600 AMP	$81.00

Over 600 Volts – Add $100.00 per category

SERVICE METER EQUIPMENT

Not over 150 AMP	$ 30.00
Over 150 AMP to 200 AMP	$ 33.00
Over 200 AMP to 400 AMP	$ 45.00
Over 400 AMP to 600 AMP	$ 57.00
Over 600 AMP to 1200 AMP	$120.00
Over 120 AMP to 1600 AMP	$135.00
Over 1600 AMP to 2000 AMP	$165.00
Over 2000 AMP to 3000 AMP	$195.00
Over 3000 AMP	$240.00

Ground Fault Protected Services – Add $37.50
Over 600 Volts – Add $50.00 per category
Services Exceeding 1 Meter - $5.00 for each additional meter

PRIMARY TRANSFORMERS, VAULTS ENCLOSURES, SUB-STATIONS

Not over 200 KVA	$120.00
Over 200 KVA to 500 KVA	$150.00
Over 500 KVA to 1000 KVA	$180.00
Over 1000 KVA	$210.00

SIGNALING SYSTEMS

Burglar Alarms, Fire Alarms, Fire Suppression Alarms, Smoke Detectors, Telemetering
(Telephones or CATV outlets are each separate systems)

For the system and first 15 devices	$33.00
Each additional 10 devices or fraction thereof	$ 3.50

SIGNS (Incandescent, Fluorescent & Neon)

First sign (per occupancy)	$33.00
Each additional sign (per occupancy)	$ 5.50

OUTLINE LIGHTING

First Transformer	$33.00
Each additional transformer	$ 5.50

ELECTRICAL PLAN REVIEW

Fee – 25% of Building Plan Review Fee
Minimum Fee of $150.00

I. PA UCC State Administration Fee

As specified in The Uniform Construction Code Statute, Act 45 including all future amendments.

II. FIRE PREVENTION – Chapter 5

1. Fire Prevention Installation and System Testing

   A. Non-Residential

   Installation, enlargement, alteration, and repair of sprinkler systems, fire detection systems, commercial kitchen exhaust suppression systems and related fire safety devices - $150.00.

   For installation and all other enlargement, alteration, and repair of fire suppression systems, fire detection systems, commercial kitchen exhaust suppression systems and related fire safety devices, the permit applicant shall submit a review fee calculated at .0015 x estimated construction value but not less than a $50.00 minimum. The review fee shall be submitted with application prior to review.

   Permit application for the installation of a new non-residential fire suppression system shall pay, if required, the full cost of a plan review performed by a certified plan review agency. This fee shall be due at time of permit issuance for the system installation/alteration.

   B. Residential

   Installation, enlargement, alteration, and repair of sprinkler systems - $150.00. No review fee applies.

   C. Annual testing of sprinkler systems, fire detection systems, and related fire safety devices in existing buildings - $25.00

   D. Installation of underground and aboveground tanks - $100.00

   E. PA UCC State Administration Fee – As specified in The Uniform Construction Code Statute, Act 45 including all future amendments.

2. Fire Prevention Premises Inspection License

   A. Airports, hangars, heliports, helistops - $50.00 per year.

   B. Application of flammable finishes – (commercial operation) - $50.00 per year.

   C. Dry Cleaning Operations - $50.00 per year

- Five (5) gallons to one hundred fifty (150) gallons chemical used for cleaning - $50.00 per year.

- One hundred fifty-one (151) gallons or more - $100.00 per year.

D. Places of assembly and education - $50.00 per year.

E. Service stations and repair garages - $50.00 per year.

F. Compressed gases - $50.00 per year.

G. Cryogenic Liquid - $50.00 per year.
H. Hazardous petroleum gases - $50.00 per year.

I. Liquid petroleum gases $50.00 per year.

J. Tents for assembly and other non-residential events - $50.00 per event.

K. All other fire prevention fees (including Temporary Structures) not specifically described - $50.00 permit fee.

3. A. Clearing by air curtain destructor, when applicable - $50.00 per event.

III. EMERGENCY ALARMS

1. First alarm each year – No Charge

2. Second to fifth alarm each year - $75.00 each alarm

3. Sixth to tenth alarm each year - $150.00 each alarm

4. Eleven or more alarms each year - $175.00 each alarm

IV. BUILDING AND FIRE CODE APPEALS BOARD

1. Residential - $125.00 plus actual cost of transcript if preparation is requested.

2. Commercial - $250.00 plus actual cost of transcript if preparation is requested.

V. PUBLIC WATER AND SEWAGE

1. Water System

A. Schedule of Rates for Metered Water Service

Minimum Meter Charge *– A quarterly/monthly minimum charge for each meter shall be based on water meter sizes as follows:*

Size of Meter	*Charge/Quarter*	*Charge/Quarter* *1/25/10*	*Charge/Month* *8/25/11*
5/8"		*$12.00*	*$4.00*
¾"		*$18.00*	*$6.00*
1"		*$30.00*	*$10.00*
1-1/2"		*$60.00*	*$20.00*
2"		*$96.00*	*$32.00*
3"		*$192.00*	*$64.00*
4"		*$300.00*	*$100.00*
6"		*$600.00*	*$200.00*
8"		*$960.00*	*$320.00*

B. Meter Quantity Charges

The following rate shall apply to all customers for usage.

4.86/1,000 gallons (11/25/10) 5.09/1,000 gallons (8/25/11)
(New rate applies to meters read on or after 8/25/11)

2. A. Private fire Protection

The following charges shall apply for all non-residential and multi-family private fire protection facilities.

Fire Line Size	*Charge/Quarter*	*Charge/Month (8/25/11)*
2"	*$130.50*	*$43.50*
4"	*$211.50*	*$70.50*
6"	*$279.00*	*$93.00*
8"	*$360.00*	*$120.00*
10"	*$441.00*	*$147.00*
12"	*$522.00*	*$174.00*

All residential structures including: one and two family dwellings, carriage houses and town houses shall be assessed a charge of $12.00/quarter/unit $4.00/month/unit (8/25/11) private fire protection fee.

The premises, if furnished general water service in addition to private fire protection service, shall be billed for general metered water service in accordance with this Schedule of Rates.

B. Domestic Water and Fireline Combination Meter (Compact)

Water		Quarterly	Monthly (8/25/11)
Meter Size:	4 inch	$400.00	$134.00
	6 inch	$1,000.00	$334.00
	8 inch	$1,750.00	$584.00
	10 inch	$2,750.00	$917.00

Sewer		Quarterly	Monthly (8/25/11)
Meter Size:	4 inch	$900.00	$300.00
	6 inch	$1,800.00	$600.00
	8 inch	$3,150.00	$1,050.00
	10 inch	$4,950.00	$1,650.00

C. *Other Fire Line Charges*

Electronic Fire Flow Data	$400.00
Live Fire Flow Test	$500.00

3. Sewer System

A. ***Schedule of Rates for Metered Sewer Service***

Minimum Meter Charge – A quarterly/monthly minimum charge for each meter shall be based on water meter sizes as follows:

Size of Meter	*Charge/Quarter*	*Charge/Monthly*
Size of Meter	11/25/10	8/25/11
5/8"	$21.00	$7.00
¾"	$31.50	$10.50
1"	$52.50	$17.50
1-1/2"	$105.00	$35.00
2"	$168.00	$56.00
3"	$336.00	$112.00
4"	$525.00	$175.00
6"	$1,050.00	$350.00
8"	$1,680.00	$560.00

B. Meter Quantity Charges

The following rate shall apply to all customers for usage.

$5.67/1,000 gallons (11/25/10)

C. Schedule of Rates for Unmetered Sewer Service

Residential customers whose water supply comes from wells or other sources pay a fixed charge of $110.00 per quarter $37.00 per month effective 8/25/11 for each residential unit, or EDU, Commercial and Institutional customers whose water is supplied from wells or other sources must provide the Township with actual water consumption data to calculate their sewer bills.

D. Pretreatment Permit Fees

Wastewater Discharge Permit

Significant Industrial User - $1,000.00 Annual Fee
Fats, Oil & Grease (FOG) - $250.00 Annual Fee

4. Tapping Fees

A. Water Tap Fees

Water tap fees are calculated by totaling each of the following four parts to determine the total water tap fee.

1) Connection fee – determined by connection size

¾" Connection	$383.00
1" Connection	$404.00
1-1/2" Connection	$579.00
2" Connection	$696.00

Connections larger than 2" are the responsibility of property owner.

2) Customer Facilities Fee – determined by meter size

Meter provided and installed by the Township:

5/8" x ¾" Meter	$517.00
¾" Meter	$558.00
1" Meter	$666.00

Meter provided by Township - installed by owner:

1-1/2" Meter	$1,260.00
2" Meter	$2,802.00
3" Meter	$3,743.00
4" Meter	$5,659.00
6" Meter	$10,089.00
8" Meter	$14,179.00

3) Capacity Part - $1,197.00 per EDU multiplied by total number of EDU's.

4) Distribution Part - $359.00 per EDU multiplied by total number of EDU's. The distribution part of the water tapping fee is imposed for all connections to the water system except where (1) the water service line connection is made to a distribution line installed by a land owner and dedicated to the Township, and (2) the premise to be served by such connection is located on land now or formerly of said owner.

B. Sewer Tap Fees

Sewer tap fees are calculated by totaling each of the following three parts to determine the total tap fee.

1) Customer Facilities Fee - $316.00 per EDU multiplied by total number of EDU's.

2) Capacity Part - $1,784.00 per EDU multiplied by total number of EDU's.

3) Collection Part $26.00 per EDU multiplied by total number of EDU's. The collection part of the sewer facility fee is imposed for all connections to the sewer system except where (1) the sewer service line connection is made to a collection system line installed by a land owner and dedicated to the Township, and (2) the premise to be served by such connection is located on land now or formerly of said owner.

* Each residential unit is equal to one Equivalent Dwelling Unit (EDU.)

5. Other Charges

Service Application Fee	$10.00
Rental Unit Security Deposit	$200.00
Account Past Due Charge	10% of current balance
Returned Check Charge	$20.00
Certified – Termination letter	$10.00
Reconnect Service Fee	$50.00
Water Meter Test Charge	$100.00 + testing agency charges
5/8" x ¾" Deduct Meter	$376.00 installed
Temporary Service	$350.00 Deposit
Construction Meter	$400.00 Deposit + 10% surcharge to current water rate
Home Inspection Fee	$50.00

Property Liens for Delinquent 6% interest and all Butler County charges.

VI. SEWAGE FACILITIES ACT, PA TITLE 25 CHAPTERS 71, 72, 73 (PRIVATE ON-LOT SEWAGE SYSTEM)

A. On-lot sewage disposal system – single family or duplex dwelling.

1. Testing and Inspection - $650.00 – which includes the following:
   - Site Inspection - $220.00
   - Perc test - $220.00
   - Final Insp - $95.00
   - Permit Review – $95.00
   - Twp Admin fee - $20.00
2. Additional pit soil profiles - $50.00

3. Additional Inspection (if required) - $95.00
4. Additional Fees, as required, as per current sewage enforcement fee schedule

B. On-lot sewage disposal system – commercial, community or multi-family dwelling.

1. Testing and Inspection - $1050.00 – which includes the following:
   Site Inspection - $295.00
   Perc test - $245.00
   Final Insp - $150.00
   Construction Inspection – $155.00
   Review of system design & permit issuance - $170.00
   Twp Admin fee - $35
2. Additional pit soil profiles - $50.00 each
3. Additional Inspection (if required) - $95.00
4. Additional Fees, as required, as per current sewage enforcement fee schedule

C. Repairs/Retaining tanks -$335.00

D. Subdivision testing -

1. Application for testing - $780.00 – which includes the following:
   Site Inspection - $220.00
   Perc test (6 hole perc test) - $220.00
   Final Insp - $150.00
   Construction Inspection – $155.00
   Twp Admin fee - $35
2. Each additional deep pit soil analysis and report - $ 50.00
3. On site inspection of residual parcel when a dwelling is located on said residual parcel with review and approval Form B, Section D - $90.00
4. Planning Module Review (includes one (1) lot and residual parcel.) Each additional lot $20.00 per lot or parcel - $135.00
5. Additional Fees, as required, as per current sewage enforcement fee schedule

E. Septic Dye Test of existing system or verification of prior testing - $185.00

F. Appeals of Sewage Enforcement Officer's decisions - $100.00

VII. <u>SUBDIVISION/LAND DEVELOPMENT</u> – Chapter 22

1. Subdivision

A. Application Fee – Preliminary, Preliminary/Final, or Final

1. Application for Approval of a two, three or four lot subdivision shall be $400.00.

2. Application for Preliminary, Preliminary/Final, or Final – Initial fee for five (5) lots/dwelling units - $2,000.00; Plus for each additional lot/dwelling unit above five as follows:
   - $150.00 per lot/dwelling unit

3. Revised Subdivision Plan - $1,000.00

4. Lot line relocation between two (2) lots or consolidation of lots - $125.00

B. Township Consultant Fees for Subdivision applications:

Actual cost to the Township of plan reviews, report preparation, and other services performed by consultants and/or the Township Solicitor as billed to the Township at the normal rate charged.

Method of Payment – Application Deposit:

Upon initial submission of a Subdivision application, in addition to the application fee, the applicant shall deposit the following sums:

1.	0-4 lot/dwelling units	No deposit
2.	4-50 lot/dwelling units	$2,500.00
3.	Greater than 50 lot/dwelling units	$4,000.00
4.	Revised Subdivision Plan Greater than four (4) lots/dwelling units	$2,000.00

From this amount shall be deducted any fees accruing from the Township Consultants and/or Solicitor reviews. If, at any time during the progression of an application, it is determined by the Township that the balance available is or will be inadequate to fully cover anticipated review costs, the applicant will be notified that an additional deposit is required equal to the first deposit. At the completion of the subdivision application process, any of the remaining developer deposit funds on deposit with the Township at completion of the final project and after all fees are deducted may be returned to the applicant upon written request.

C. Construction Inspection Deposit

The applicant shall submit a construction inspection deposit calculated at 3% of the estimated construction costs of all site improvements as defined in the Pennsylvania Municipalities Planning Code if they have sewer or water line extensions. For projects that consist of only sewer and/or water line extensions, the applicant shall submit a construction inspection

deposit which is calculated at 15% of the estimated sewer and/or water line extensions. This fee shall not apply to projects which have no sewer and waterline extensions as long as they maintain a balance of $3,500 in the developer's deposit account. The construction deposit shall be submitted prior to receiving a development permit. If, at any time during the progression of the development, it is determined by the Township that the balance available is or will be inadequate to fully cover anticipated costs the applicant will be notified that an additional deposit is required.

D. Bond Release Requests $100.00 (Sewer and Water) plus actual costs of Engineer's inspections; $250 (Storm Water/Roads) plus actual costs of Engineer's inspections.

2. Land Development Plan

A. Application fee – Preliminary, Preliminary/Final or Final Approval

1. Land Development Plan - $2,000.00 plus an additional $200.00 for each acre or partial acre above 2 acres.

2. Revised Land Development - $2,000.00

B. Township Consultant Fees for Land Development applications.

Actual cost to the Township for plan reviews, report preparation, and other services performed by consultants and/or the Township solicitor as billed to the Township at the normal rate charged the Township for similar services.

Method of Payment – Application Deposit

Upon initial submission of any application under this heading, in addition to the application fee, the applicant shall make a deposit to the Township as follows:

1.	Preliminary Land Development	$4,500.00
2.	Preliminary/Final or Final Land Development	$2,700.00
3.	Revised Land Development	$1,000.00

From this amount shall be deducted any fees accruing from Township consultants and/or Township Solicitor reviews. If at any time during the progression of an application it is determined by the Township that the balance available is or will be inadequate to fully cover anticipated review costs, the applicant will be notified that an additional deposit is required equal to the first deposit. At the completion of any project and after the final bond release request by the Township Board of Supervisors, any of

these monies remaining on deposit with the Township, after all fees are deducted, shall be returned to the applicant upon written request.

C. Construction Inspection Deposit

The applicant shall submit a construction inspection deposit calculated at 3% of the estimated construction costs of all site improvements as defined in the Pennsylvania Municipalities Planning Code if they have sewer or water line extensions. For projects that consist of only sewer and/or water line extensions, the applicant shall submit a construction inspection deposit which is calculated at 15% of the estimated sewer and/or water line extensions. This fee shall not apply to projects which have no sewer and water line extensions as long as they maintain a balance of $3,500 in the developer's deposit account. The construction deposit shall be submitted prior to receiving a development permit. If, at any time during the progression of the development, it is determined by the Township that the balance available is or will be inadequate to fully cover anticipated costs, the applicant will be notified that an additional deposit is required.

D. Bond Release Requests $100.00 (Sewer and Water) plus actual costs of Engineer's inspections; $250 (Storm Water/Roads) plus actual costs of Engineer's inspections.

3. TRANSPORTATION IMPACT FEES

Transportation Impact Fees shall be imposed pursuant to the Transportation Capital Improvements Plan Chapter 12

A. Eastern District - $1,467.00 per p.m. peak hour trip
B. Western District - $1,460.00 per p.m. peak hour trip

4. RECREATION FEES-IN-LIEU

Recreation Fees-in-lieu shall be imposed pursuant to the Recreation and Open Space Ordinance Chapter 22

A. $1,050.00 per new residential dwelling.

VIII. <u>ZONING</u> – Chapter 27

1. ZONING APPROVAL

A. Non-Residential Zoning Approval and Use - $25.00

B. Residential Zoning Approval and Use - $5.00

C. Residential Accessory Zoning Approval Permits - $25.00

2. SIGNS – APPLICATION FEE

A. Each Sign, Freestanding/Monument - $100.00

B. Each Sign, Building - $75.00

C. Panel Replacement - $25.00

3. PLANNED RESIDENTIAL DEVELOPMENT

A. Application Fee – Tentative or Final Approval

1. Initial fee for the first five lots/dwelling units - $2,000.00; plus for each additional lot/dwelling unit above five add the amount per lot as follows:

- $150.00 per lot/dwelling unit

2. Revised Tentative or Revised Final Approval - $1,000.00

B. Township Consultant Fees for Tentative or Final Approval Application

Actual cost to the Township for plan reviews, report preparation, and other services performed by consultants and/or the Township solicitor as billed to the Township at the normal rate charged the Township for similar services.

Method of Payment – Application Deposit
Upon initial submission of an application, in addition to the application fee, the applicant shall make a deposit to the Township as follows:

1.	0 – 50 dwelling units	$4,000.00
2.	Greater than 50 dwelling units	$6,000.00
3.	Revised Tentative or revised Final Plan	$2,000.00

From this amount shall be deducted any fees accruing from the Township Consultant and/or Solicitor reviews. If, at any time during the progression of an application, it is determined by the Township that the balance available is or will be inadequate to fully cover anticipated review costs, the applicant will be notified that an additional deposit is required equal to the first deposit. At the completion of the Final project and after final bond release approval, any of these monies remaining on deposit with the Township after all fees are deducted may be returned to the applicant upon written request.

C. Construction Inspection Deposit

The applicant shall submit a construction inspection deposit calculated at 3% of the estimated construction costs of all site improvements as defined in the Pennsylvania Municipalities Planning Code if they have sewer or water extensions. This fee shall not apply to projects which have no sewer and waterline extensions as long as they maintain a balance of $3,500 in the developer's deposit account. The construction deposit shall be submitted prior to receiving a development permit. If, at any time during the progression of the development, it is determined by the Township that the balance available is or will be inadequate to fully cover anticipated costs, the applicant will be notified that an additional deposit is required.

D. Bond Release Requests $100.00 (Sewer and Water) plus actual costs of Engineer's inspections; $250 (Storm Water/Roads) plus actual costs of Engineer's inspections.

4. Zoning Hearing Board (Any Application)

   1. Residential - $250.00 plus actual cost of transcript if preparation is requested.

   2. All Other - $500.00 plus actual cost of transcript if preparation is requested.

5. Conditional Use Application - $500.00

6. Special Exception Application - $200.00

7. Special Encroachment Permit - $50.00

8. Landowners Curative Amendment - $200.00

9. Nonconforming Use Registration - $25.00

10. Pre-application Conference Application - $0.00

11. Timber Harvesting - $100.00

IX. ROAD PERMITS

Application and inspection fees for Road Occupancy Permits:

1. Driveway Opening:

a)	Residential	$30.00
b)	Commercial	$75.00

2. **All Other Township Right-of-Way Openings:** $75.00

3. **Traffic Regulatory Signs:** $65.00

**If one or more driveway openings occur at the same time, an individual fee is charged for each opening.

**If one or more surface openings occur at the same time, an individual fee is charged for each opening.

**If the Township determines that the permitted work is of a sufficient magnitude or importance to warrant one or more inspectors, the permit will be marked and the permittee shall be charged for actual cost incurred by the Township.

4. **Exemptions:** For the following conditions, a permit must be filed, but no fee is accrued.

   a) Commonwealth

   b) Township

   c) Federal Government

   d) Any utility work that the Township, State, or Federal Government requires due to a construction project

   e) Any utility work required due to the Township resurfacing program

   f) Any utility work in their own private right-of-way

5. **Street Name Signs**

   a) Single Way - $115.00

   b) Double Way - $155.00

X. ORDINANCE AMENDMENTS

Any Ordinance - $500.00 plus actual cost of special legal services, stenographer or other special services when required.

XI. RECREATIONAL AND MEETING ROOM FACILITIES

Facility Rental Information Community Center – Municipal Building – Public Works Facility				
Room	**Resident NP**	**Resident Business/Social**	**Nonresident NP**	**Nonresident Business/Social**

1	No Charge	$20.00	$15.00	$30.00
2	No Charge	$20.00	$15.00	$30.00
3	No Charge	$20.00	$15.00	$30.00
2&3	No Charge	$30.00	$25.00	$40.00
4	No Charge	$20.00	$15.00	$30.00
Gym	$20.00	$40.00	$60.00	$80.00
Senior Teen Center-All	$30.00	$90.00	$75.00	$120.00
Senior Teen Center-Front	$20.00	$40.00	$60.00	$80.00
Senior Teen Center-Back	$20.00	$40.00	$60.00	$80.00
Council Chambers	No Charge	$30.00	$25.00	$40.00
Public Works Training Room	$250.00/day	$250.00/day	$250.00/day	$250.00/day
Use of A/V Equipment IN ROOM - $25/Rental. Must provide own laptop. Internet access $5.00 per hour per computer.				
Unless otherwise noted, rates are per hour; times can be booked in 30 minute increments, excluding Public Works Facility.				
North Boundary Park – Waterpark Rental – June 1st to August 15th				
Entire Facility*	$950.00	Two hour rental	9:00-11:00pm	
*Subject to availability and approval by Aquatic Director				
Picnic Shelter Reservation – May 1st – September 30th				
Community Park – Rt 19				
Lions	$65/day	$85/day	$115/day	$125/day
Jaycees	$65/day	$85/day	$115/day	$125/day
Rotary	$65/day	$85/day	$115/day	$125/day
North Boundary Park				
Dan Baker (lower)	$65/day	$85/day	$115/day	$125/day
Penn Power (upper)	$65/day	$85/day	$115/day	$125/day
All reservation fees are due at time of reservation				

XII. CRANBERRY HIGHLANDS CLUBHOUSE

Full room rental - $200 Flat Fee*
Half room rental - $100 Flat Fee*

* Subject to modification due to food/beverage packages and time limitations.

XIII. REFUSE HAULING

Annual License - $100

XIV JUNKYARDS AND JUNK DEALERS

Annual License Fee - $200

XV. SEXUALLY ORIENTED BUSINESSES - Chapter 13

1. Sexually Oriented Business Application – Section 13.103.2.

Application and investigation fee for a business license for a sexually oriented business - $500.00.

2. Sexually Oriented Business License Fee – Section 13.105 - $20.00

3. Sexually Oriented Business Employee License Fee – Section 13.105 - $15.00.

XVI. PEDDLING AND SOLICITING

Permit fee for soliciting or transient retail business.

1. $10 – Per Day

2. $60 – Per Week

3. $150 – Per Month

XVII. OTHER FEES

1. Township Maps – Actual Costs

2. Copies of preprinted ordinances and other materials – Actual Cost

3. Duplication of Public Records

   (a) Photocopying: 25 cents ($0.25) per single sided page.
   (b) Duplication of public electronic and/or tape records: actual cost to the Township of duplicating the public record.
   (c) Certification of Records: $1.00 per document.
   (d) Postage: actual cost to the Township of mailing the public record.
   (e) Reportable vehicle crash reports: $15 per report.
   (f) Specialized Documents: Actual cost.

4. Municipal No-Lien Letters - $20.00
   Expedition Fee - $40.00 (processing time less than 5 business days before closing).

5. Police Services:

   a. Fingerprinting

      1. Residents – no charge

      2. Cranberry Township Businesses $10.00

      3. Non-residents - $35.00 for first card, $5.00 for each additional card prepared at the same time the first card is completed. There is no charge when fingerprints are taken for criminal arrests/prosecution.

b. Police Application/Testing Fee - $35.00

c. Police Application/Mailing Fee - $10.00

6. Zoning Compliance Letter - $10.00

7. Check returned by bank due to non-sufficient funds - $20.00

8. Inter-municipal Liquor License Transfer - $500.00

9. On-Line Processing Fee for sheds, decks and certain other accessory structures - $3.00.

10. Verification of Approvals Pursuant to PA Act 46 of 2010.
    a. Residential - $100
       (1) Verifications of Approvals only for Decks, Sheds, and Pools - $25
    b. Commercial - $500

11. Approval Extension Pursuant to PA Act 46 of 2010.
    a. Residential and Commercial Approval – 25% of the original application fee paid, not to exceed $5,000.
    b. Residential Building Permits for Decks, Sheds, and Pools - $25.

12. Rifle Range Permit Application - $100

XVIII. OVERWEIGHT HAULING FEES

Overweight Hauling (logging or equipment, etc.) – Number of overweight loads x $50.00.

XIX. GRADING PERMITS

1. 0-5 acres disturbed - $200.00

2. Over 5 acres disturbed - $300.00

XX. TAX COLLECTOR

1. Non-sufficient funds check - $20.00

2. Tax Certifications - $25.00

3. Mobile Home Removal Permits - $5.00

XXI. SOLID WASTE SERVICE

1. 35 gallon garbage cart - $46.92 per quarter (effective with billing date 12/26/08)- $15.64 per month (effective 8/25/11).
   64 gallon garbage cart - $48.48 per quarter (effective with billing date 12/26/08)- $16.16 per month (effective 8/25/11)
   96 gallon garbage cart - $50.46 per quarter (effective with billing date 12/26/08)- $16.82 per month

2. No cart, bag service only, $41.61per quarter (effective with billing date 12/26/08)- $13.87 monthly (effective 8/25/11) plus $.65 per 32 gallon bag

3. Additional 35 gallon garbage cart - $4.65 extra per quarter - $1.55 per month (effective 8/25/11)
   Additional 64 gallon garbage cart - $6.75 extra per quarter - $2.25 per month (effective 8/25/11)
   Additional 96 gallon garbage cart - $8.45 extra per quarter - $2.82 per month (effective 8/25/11)

4. Backyard Service - $96.00 per quarter - $32.00 month (effective 8/25/11)

5. Small Item/Garbage Bag Tag - $.65
   Bulk/Large Item Tag - $4.00
   White Good/Appliance Tag - $10.00
   Volume Pickup Tag - $15.00

6. Shipping and Handling for Tags (via internet or mail)
   $0 - $25.00 = $1.60
   $25.00 - $50.00 = $2.75
   $50.00+ = $3.25

7. Cart change-out charge - 1 cart $18.00
   - 2 carts $20.00
   - 3 carts $22.00

8. Restoration of service charge - $10.00

9. Brown paper yard waste bags – 5 for $2.00 (sales tax included).

10. 96 Gallon Yard Waste Cart and/or Recycling Cart – Up to and including two – No charge. Each additional Yard Waste/Recycling Cart - $50.00 (one time charge)

XXII. WINTER SERVICES

1. Plowing, salting and sweeping of residential streets - $2,064.00 per lane mile

XXIII. CABLE T.V. FRANCHISE FEE

1. The Franchise Fee imposed on Armstrong Cable shall be 5% (formerly 4%)

RESOLVED AND ENACTED this 30th day of June, 2011.

ATTEST:

Jerry A. Andree
Township Manager/Secretary

TOWNSHIP OF CRANBERRY

By: _____

John P. Skorupan
Chairman, Board of Supervisors

I:\Boards Commissions and Committees\Board of Supervisors\Resolutions\Pending Review\2011-34 Revised Fee Schedule.doc

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Appendix B – Proposed Staffing Level Recommendations

See the following pages.

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City of Bradford
Recommended Staffing Structure

Current Positions		Recommended Positions	
Position Title	**No. of Positions**	**Position Title**	**No. of Positions**
City Clerk	**1**	**Manager**	**1**
Executive Secretary	**1**	Asst. Manager/HR	**1**
Accounts Payable/Payroll	**1**		
HR Clerk	**1**	Executive Secretary	**1**
Refuse Billing	**1**		
DPW, Zoning, Permits	**1**		
Treasurer's Office	**1**	**Finance Director**	**1**
Deputy Treasurer	**1**	A/P Payroll/Billing	**1**
Cashiering	**1**	Purchasing/Cashiering	**1**
Utility Receipts	**1**		
Police Chief	**1**	**Police Chief**	**1**
Lieutenant	**1**		
Sergeants	**4**	Sergeants	**4**
Patrol Officers F/T	**12**	Patrol Officers F/T	**8**
School Resource Officer	**1**	School Resource Officer	**1**
		Patrol Officers P/T	**6**
		Police Clerk	**1**
Parking Enforcement P/T	**1**	Parking Enforcement P/T	**1**
Fire Chief	**1**	**Fire Chief***	**1**
Code Officer	**1**	Fire Code Enforcement	**2**
Firefighters	**15**	Firefighters	**10**
		Fire Dept. Clerk	**½**
		Firefighters Part-Time	**9**
DPW & Parks Director	**1**	**DPW & Parks Director**	**1**
DPW Supervisors	**2**	DPW Supervisors	**2**
DPW Refuse & Recycling	**9**	DPW Refuse/Recycling	**6**
DPW Laborers	**9**	DPW Street Department	**6**
DPW Laborers P/T	**6**	DPW Summer Laborers P/T	**10**
		Planning, Zoning, Code Director	**1**
Building & Code Officers	**1**	P, Z & Code Officers	**2**
Building & Code Clerk	**1**	P, Z & Code Clerk	**½**
TOTAL	**68 F/T 8 P/T**	**TOTAL**	**54 F/T 20 P/T**

Recommended Administrative Structure from the EIP Step IV Management Audit