

# Text Comparison

## Documents Compared

Recovery Plan Implementation I.pdf - Adobe Acrobat Professional

Recovery Plan Implementatioin II.pdf - Adobe Acrobat Professional

## Summary

710 word(s) added

178 word(s) deleted

2915 word(s) matched

19 block(s) matched

To see where the changes are, scroll down.

# Recovery Plan Implementation

## Overview

Successful implementation of this Recovery Plan will necessitate broad changes in the way the City currently functions. The overall goal of this effort is to restore the community's confidence in the City's ability to effectively maintain current operations while also proactively planning for the future. This is particularly important in terms of this Recovery Plan's emphasis on cooperation - both within and outside City government. Several initiatives within this Recovery Plan center around increased coordination and leveraging of resources between the City and other entities in the community that, in some instances, have had limited communication or interaction up to this point.

To ensure successful implementation of all initiatives in this Recovery Plan, the City must address several broad issues related to: governance; cooperation among the City's elected leadership; ~~and organizational structure and accountability.~~ Each of these issues is outlined below. It is imperative that the City proactively engage with external entities; this is addressed in detail in the following Intergovernmental Relations chapter of this Recovery Plan.

### Governance

The City of Harrisburg currently operates under an older, optional plan form of government for municipalities in the Commonwealth of Pennsylvania, first authorized in 1957. Subsequent to that authorization, in 1972 the Pennsylvania General Assembly passed revised Home Rule legislation known as the Home Rule Charter and Optional Plans Law (Home Rule law).

Under Home Rule law, the basic authority to act in municipal affairs is dictated by a local charter, rather than Commonwealth law as set forth by the General Assembly. The local charter is initially adopted and subsequently amended by the voters of the local jurisdiction. The Home Rule law establishes the procedure for adopting a Home Rule charter. Under this procedure, the voters of a local jurisdiction elect a government study commission charged with studying the existing form of government, exploring alternatives and deciding whether to recommend change. If the commission decides to recommend a change to home rule, it drafts a charter that is presented to the voters of the local jurisdiction through a referendum. The charter is adopted only with the approval of a majority voting in the referendum election. The table below lists cities within the Commonwealth that have adopted Home Rule status since the legislation was passed in 1972.

### Home Rule Cities in Pennsylvania

City	County	Effective Date
Farrell	Mercer	1976
Franklin	Venango	1976
Hermitage	Mercer	1976
McKeesport	Allegheny	1976
Pittsburgh	Allegheny	1976
Scranton	Lackawanna	1976
Wilkes-Barre	Luzerne	1976
Carbondale	Lackawanna	1977
Warren	Warren	1978
Coatesville	Chester	1980

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To ensure successful implementation of all initiatives in this Recovery Plan, the City must address several broad issues related to: governance; cooperation among the City's elected leadership; organizational structure and accountability; and communication with the Act 47 Coordinator. Each of these issues is outlined below. It is imperative that the City proactively engage with external entities; this is addressed in detail in the following Intergovernmental Relations chapter of this Recovery Plan.

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The current relationship among the City's elected officials is one of critical importance in terms of improving existing levels of cooperation. Numerous people, both within and outside the City government, have described the weak, tense, even hostile relationships between the Mayor, City Council and the City Controller. While differences of opinion and some level of conflict are inherent to the politics of governing, a greater than normal level of distrust and poor communication exist within City government. Many of the recommendations within this Recovery Plan are aimed at addressing several of the root causes of these conflicts.

### ***Organizational Structure and Accountability***

One probable cause for this distrust is the general difficulty that many of the City's elected officials face in obtaining reliable information. Financial reports, departmental work plans and performance measurement data are not regularly produced by all City departments and bureaus. The City Controller is, at present, filling a void by providing monthly financial reports to the Mayor, City Council and City Treasurer as well as by performing the City's position control function. ~~But~~ data about all of the City's operations must be made available in order to proactively address issues, particularly in this current financial crisis.

In order to efficiently utilize limited resources and improve efficiency and accountability of operations, there are many structural changes recommended throughout this Recovery Plan. The figure below depicts the City's current organizational structure.

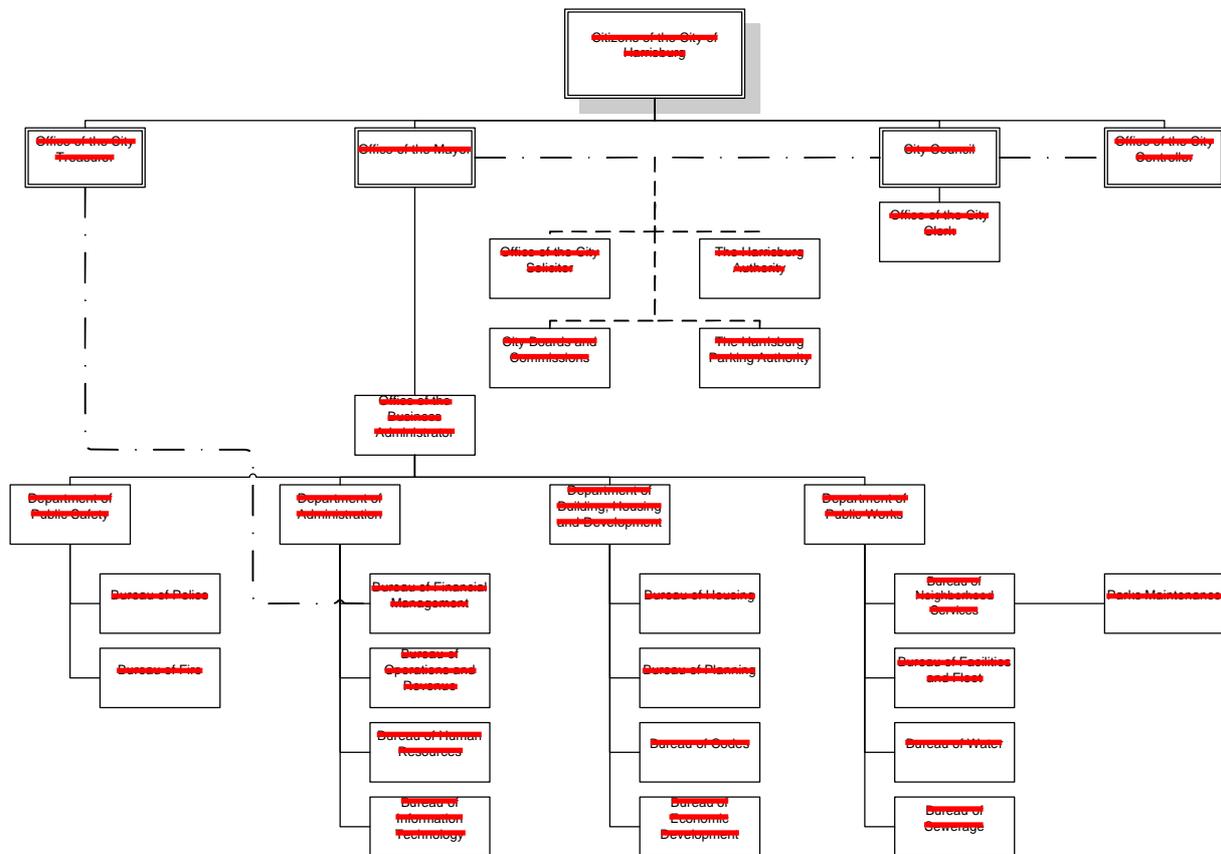
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## The City of Harrisburg, Proposed Organizational Structure

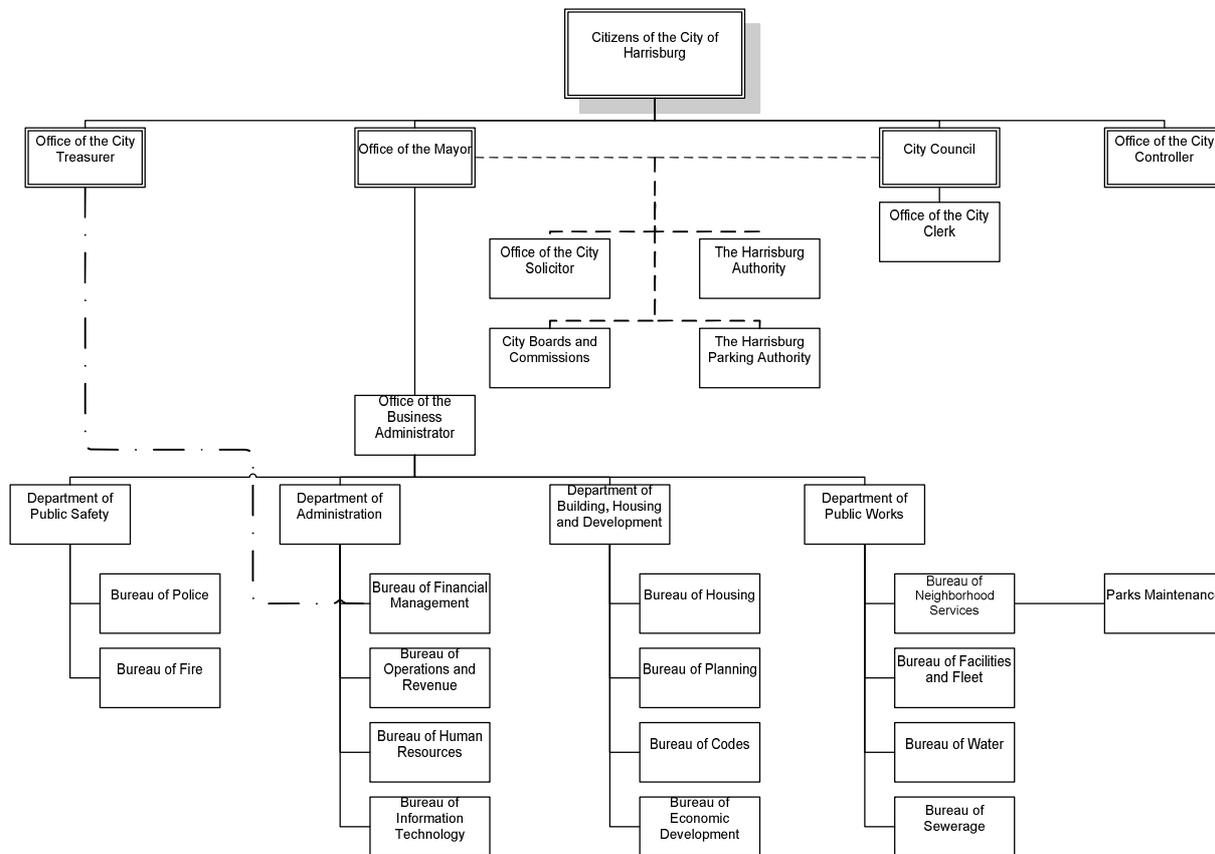


The figure above reflects the following specific changes, further details of which may be found in the relevant chapters throughout this Recovery Plan:

- Staff formerly working within the Office of the Treasurer shall be housed within the Bureau of Financial Management.
- ~~Staff formerly working within the Offices of the Mayor, City Council and City Controller shall be co-located to better facilitate communication and collaboration, as well as provide more efficient clerical support.~~
- The Department of Parks, Recreation and Enrichment shall be disbanded. Recreation shall be provided by a non-profit entity external to City government and park maintenance shall be provided by the Department of Public Works.

In particular, this Recovery Plan recommends a significant change in the organizational structure of The Harrisburg Authority with the creation of a new Stormwater Management ~~Utility~~, as seen in the figure below.

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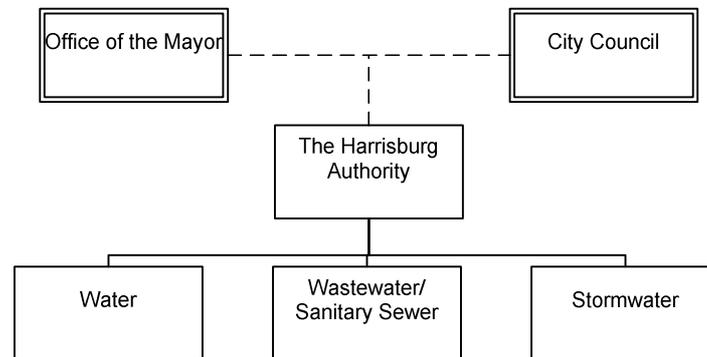


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In particular, this Recovery Plan recommends a significant change in the organizational structure of The Harrisburg Authority with the creation of a new Stormwater Management Division, as seen in the figure below.

## The Harrisburg Authority, Proposed Organizational Structure



### Initiatives

Promptly carrying out the following initiatives will be critical to ensuring successful implementation of all subsequent recommendations detailed throughout this Recovery Plan.

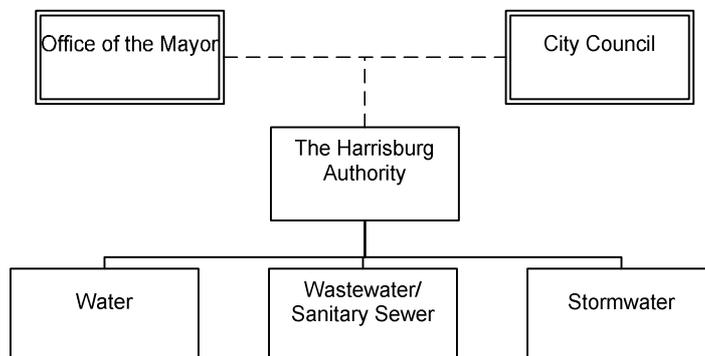
#### *Plan Implementation*

<b>PI01.</b>	<b>Conduct regular Recovery Plan implementation meetings</b>	
	<b>Target outcome:</b>	Improved accountability
	<b>Five year financial impact:</b>	Not available
	<b>Responsible party:</b>	Act 47 Coordinator

Once the Recovery Plan is adopted, the critical next step will be implementation. Much of the implementation will require significant involvement from the Mayor, City Council, City Controller, City Treasurer and other key management staff. In some instances, legislative action may be required. It is important to prioritize the initiatives included in this Plan, so that the highest priorities are addressed immediately and lesser priorities addressed later. Staying on task to implement these Recovery Plan initiatives will facilitate the City's achievement of financial and economic stability.

The Mayor (or a designee), representatives from City Council, the City Controller, the City Treasurer and key management staff (as appropriate) shall participate in regular meetings, organized by the Act 47 Coordinator, to discuss and execute implementation of the initiatives included in this Recovery Plan. Within these meetings, the participants shall discuss key Recovery Plan policy initiatives and determine how each initiative will be implemented. At the implementation meetings, other management issues may be discussed, including but not limited to City finances, human resources, economic development, general operations and intergovernmental cooperation. The Act 47 Coordinator will be responsible for preparing each meeting's agenda and will lead the meetings. These gatherings are intended for a small number of attendees to focus on priority-setting and problem-solving and may result in follow-up assignments and associated progress reports. The Act 47 Coordinator will periodically meet with the full City Council in public session to provide updates.

## The Harrisburg Authority, Proposed Organizational Structure



### Communication with the Act 47 Coordinator

#### Reporting

It is important that the City continue to regularly report its progress in implementing this Recovery Plan to the Act 47 Coordinator. This, in turn, allows the Coordinator, as the agent of DCED, to ensure that the Commonwealth is up-to-date on the status of implementation efforts and subsequent lifting of distressed status by the Commonwealth. Therefore, the City shall provide status reports to the Act 47 Coordinator no less frequently than monthly during the period it remains in a distressed condition. These reports may be in written form or may take the form of weekly or monthly meetings. Additional on-site meetings involving the Coordinator and appropriate officials and employees shall also be held on a regular basis to review implementation efforts and to aid in the overall implementation process.

#### Submission of Data

The City shall continue to routinely provide the Recovery Plan Coordinator with all data pertinent to the recovery effort. For example, the annual budget shall be sent to the Act 47 Coordinator as soon as it is introduced and again upon its adoption. In addition, key management, administrative, and financial decisions made by the City, which may or may not relate directly to the Recovery Plan, shall also be promptly communicated to the Act 47 Coordinator. This is particularly important if these actions entail an abrupt change or alteration in the policies or practices of the City.

#### Types of Items/Data

Among the specific items which shall be regularly transmitted to the Act 47 Coordinator are:

- Council Meeting Agendas (prior to the meetings) - all regular and special meetings;
- Council Meeting Minutes - all regular and special meetings;
- Notice of any meetings involving the City and third parties on any matter relating to City finances and operations (e.g., meetings with creditors, vendors, etc.);
- Relevant communications with creditors, vendors, etc.;
- All non-privileged correspondence (in and out, internal and external) on matters relating to employee unions, collective bargaining, arbitration, grievances, etc. Privilege shall be defined as the attorney-work product doctrine, the attorney-client privilege, the doctor-patient privilege or other privilege recognized by a court interpreting the laws of this Commonwealth. The City Solicitor shall have the right to determine whether a document

City administration, including the Business Administrator, shall meet weekly to review implementation progress. At a minimum, elected officials shall meet monthly to review same.

It is recognized that, with the number of initiatives included in this Recovery Plan and the City's limited management capacity, a prioritization of initiatives will be required. The Act 47 Coordinator shall provide the City with a prioritized list of initiatives and corresponding deadlines for use in Recovery Plan implementation. This prioritized implementation action plan shall serve as a road map for implementation of this Recovery Plan and shall be the basis for monitoring progress on each initiative.

<b>PI02.</b>	<b>Assemble and deploy Recovery Plan implementation teams</b>	
	<b>Target outcome:</b>	Improved accountability
	<b>Five year financial impact:</b>	Not available
	<b>Responsible party:</b>	Act 47 Coordinator

The Act 47 Coordinator shall organize Recovery Plan Implementation teams to address critical problem areas that currently prevent the City from functioning effectively. Team members may include: Act 47 Coordinator team subject matter experts and staff; experts from other local governments, businesses, non-profits and community groups; expert external consultants (in selected situations as available funding allows); and a representative from the Office of the Mayor and City Council.

The teams shall be small enough that they may quickly and easily convene and confer under the direction of the Act 47 Coordinator. Each team will be focused on a particular area and will be responsible for making the necessary plans for implementation of initiatives presented in this Recovery Plan, as well as recommendations from previous reports and subsequent evaluations when relevant. The teams will be responsible for developing a list of critical problems in its area of focus, as well as a work plan that includes objectives to be achieved over specific intervals (e.g., short term goals for the next three months, medium range goals over nine months, long term goals over 18 months). The Act 47 Coordinator will provide the team members' findings and work plans to the Mayor, City Council and DCED to guide and prioritize throughout Plan implementation.

is protected by attorney client or attorney work product privilege. For all other forms of privilege if, after being informed of the general contents of the document, the Coordinator determines that a document contains information which should be transmitted to the Coordinator as well as information which is privileged, the City shall transmit the information which is subject to access and withhold the information which is not subject to transmission. If the information which is not subject to transmittal is an integral part of the document and cannot be separated, the City shall redact from the document the information which is not subject to transmittal. The City shall explain why any information has been redacted;

- All proposed ordinances;
- All litigation initiated/settled;
- All personnel actions (including worker's compensation claims);
- Monthly financial reports (as of the last day of each month) and related documents;
- Major contracts awarded and grant applications made;
- All other relevant correspondence (internal and external, in and out); and
- Anything that the Act 47 Coordinator should be made aware of in regards to the operation of the City

*Failure to Comply*

If the City and its elected or appointed officials fail to communicate and consult with the Act 47 Coordinator on a regular basis as provided for in this Recovery Plan and/or fail to provide the information, reports or documentation requested by the Act 47 Coordinator, the City may be found to have violated the Recovery Plan which may result in sanctions by the state including the withholding of Commonwealth funding.

## Initiatives

Promptly carrying out the following initiatives will be critical to ensuring successful implementation of all subsequent recommendations detailed throughout this Recovery Plan.

### *Plan Implementation*

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<b>PI03.</b>	<b>Obtain temporary management assistance for Recovery Plan implementation, as needed</b>	
	<b>Target outcome:</b>	Improved accountability
	<b>Five year financial impact:</b>	Not available
	<b>Responsible party:</b>	Act 47 Coordinator and Mayor

With assistance from DCED, the Act 47 Coordinator and the Mayor shall identify and request Act 47 grant funds to obtain temporary management assistance for Recovery Plan implementation, as needed (This and other recommended Act 47 Funding Requests for the City are attached to this Plan as Appendix ~~A~~). In recent years, the City has lost many middle- and executive-level management staff due to expenditure reductions and change in the City's Administration. The high number of current vacancies, including the City's Business Administrator position, contributes to a critical deficit in management capacity throughout the City that, left unchecked, will surely have detrimental effects on Recovery Plan implementation. The City shall, as needed, obtain temporary management assistance by contracting with one or more local government management specialists to address the City's complex financial management issues and contribute to the timely, successful implementation of the initiatives identified in the Recovery Plan.

**Governance**

<b>PI04.</b>	<b>Initiate procedure for adopting Home Rule charter</b>	
	<b>Target outcome:</b>	Improved efficiency and accountability and cost reduction
	<b>Five year financial impact:</b>	Not available
	<b>Responsible party:</b>	City Council

The City Council shall initiate the procedure, as outlined by the Home Rule and Optional Plans Law, for adopting a Home Rule charter in the City of Harrisburg. The procedure begins with the election of a government study commission.

The Commonwealth's Home Rule law provides two alternate methods for placing the question of a government study commission creation on the ballot. The question may be initiated either by (1) an ordinance of the municipal governing body or (2) a petition of the registered voters of the municipality. Once the question is on the ballot, voters will then decide whether to create a government study commission to evaluate a possible change to a Home Rule form of government. In the same election in which the government study commission creation question is considered, the voters will also elect a group of citizens to serve on the commission upon its creation. If the majority of voters approve the creation of the commission, that commission will evaluate various forms of government and subsequently present their recommendation to the voters for a final decision through a referendum ballot question.

Throughout the government study commission's deliberative and evaluative phase, members of the commission as well as representatives of the City Council shall facilitate and encourage opportunities for citizen education on the Home Rule charter adoption process. It is important that

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leaders of the City's nonprofit and business communities play an active role in discussing the Home Rule charter adoption process and the impacts that this change in form of government may bring to Harrisburg. Citizen education and participation are critical to the government study commission's deliberations.

The City Council shall consider the following proposed schedule and shall make adjustments as necessary with input from the Act 47 Coordinator:

- Citizen initiative or City governmental action to authorize study commission ballot question;
- Election on approval of study commission to take place three to eight months after initiative or action;
- If approved, study commission convenes and begins work immediately following election and works for up to 9 months;
- Study commission approves a drafting of a Home Rule Charter and begins the drafting process. This will begin immediately following action by the study commission to select a Home Rule form of government and continue charter drafting process for nine to 11 months;
- Referendum on Home Rule Charter adoption to take place three to eight months after the study commission completes its work;
- If approved, Home Rule charter becomes effective at a specified date.

Based on the schedule above, the process for change in form of government to a Home Rule Charter could take up to two years, followed by an additional one to two years for transition.

**Organizational Structure and Accountability**

<b>PI05.</b>	<b>Develop a performance management system</b>	
	<b>Target outcome:</b>	Improved accountability
	<b>Five year financial impact:</b>	Not available
	<b>Responsible party:</b>	Business Administrator

In order to improve the flow of reliable information throughout the City government and increase the level of trust between and among City staff and elected officials, the City shall develop and implement a comprehensive performance management system. The system will track and monitor key indicators of activity levels, productivity, cost effectiveness and other measures of City government performance. Suggested measures for each City department, bureau and office are attached to this Recovery Plan as Appendix B. These measures shall be customized and refined by staff in each department, bureau and office with guidance and input from the Act 47 Coordinator.

The Business Administrator and designated staff shall compile the performance information from each department, bureau and office and publish a quarterly performance management report that includes the monthly indicators and introductory narrative explaining important trends and changes, as well as actions taken by the City in response to those trends and changes. The Business Administrator shall provide the written Quarterly Performance Report and the Quarterly Financial Report to the Mayor, City Council, Act 47 Coordinator and Secretary of DCED within 60 days of the end of each quarter. The Business Administrator shall also post these quarterly reports to the City's website.

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With assistance from DCED, the Act 47 Coordinator and the Mayor shall identify and request Act 47 grant funds to obtain temporary management assistance for Recovery Plan implementation, as needed (This and other recommended Act 47 Funding Requests for the City are attached to this Plan as Appendix C). In recent years, the City has lost many middle- and executive-level management staff due to expenditure reductions and change in the City's Administration. The high number of current vacancies, including the City's Chief of Staff/Business Administrator position, contributes to a critical deficit in management capacity throughout the City that, left unchecked, will surely have detrimental effects on Recovery Plan implementation. The City shall, as needed, obtain temporary management assistance by contracting with one or more local government management specialists to address the City's complex financial management issues and contribute to the timely, successful implementation of the initiatives identified in the Recovery Plan.

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The Chief of Staff/Business Administrator and designated staff shall compile the performance information from each department, bureau and office and publish a quarterly performance management report that includes the monthly indicators and introductory narrative explaining important trends and changes, as well as actions taken by the City in response to those trends and changes. The Chief of Staff/Business Administrator shall provide the written Quarterly Performance Report and the Quarterly Financial Report to the Mayor, City Council, Act 47 Coordinator and Secretary of DCED within 60 days of the end of each quarter. The Chief of Staff/Business Administrator shall also post these quarterly reports to the City's website.