

5 YEAR FINANCIAL MANAGEMENT PLAN

STEP 4 – MANAGEMENT REVIEW OF OPERATIONS
GENERAL GOVERNMENT
FINANCIAL MANAGEMENT
POLICE DEPARTMENT
PUBLIC WORKS
TECHNOLOGY

2018

BOROUGH OF AVALON

Steps 1-2-3
Financial Condition

Step 4
Management and
Operational
Review

Steps 5-6
Implementation
and Process
Renewal



Prepared by:
Grass Root Solutions
7/1/2018

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ACKNOWLEDGEMENTS

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

ELECTED OFFICIALS

Joshua Klicker	Council President
Patrick Narcisi	Council Vice President
John Crawford	Council Member
Victoria Donnelly	Council Member
J. P. McFeely	Council Member
Shawn McWilliams	Council Member
Ruth Lloyd	Council Member
Lee Nelson	Council Member
William Pascale	Council Member
Thomas Lloyd	Mayor

STAFF

Lorraine Makatura	Borough Manager
Brian O’Malley	Assistant Manager
Thomas Koskoski	Chief of Police
David Haslett	Public Works
Megan Turnbull	Borough Solicitor

GRS TEAM

Deborah J. Grass	Project Manager
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DCED

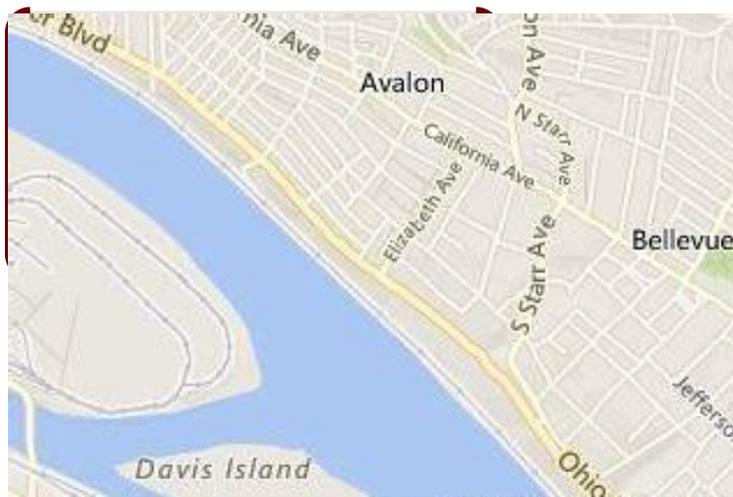
Michael Foreman	Local Government Policy Specialist, PA Department of Community and Economic Development Governor’s Center for Local Government Services
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STEP 4: MANAGEMENT REVIEW OF OPERATIONS

As part of the Early Intervention Program (EIP), and with assistance from GRS, Avalon Borough is performing a management audit of all major departments and operations. The audit includes narrative summaries of each department with budget and personnel information and other relevant data. This data is supported by interviews with the Borough Manager, Assistant Manager, department directors, and key staff in order to complete a comprehensive review of the Borough’s operational needs.

INTRODUCTION



The Borough of Avalon (Borough), located in Allegheny County just outside the greater Pittsburgh metropolitan area, has a population of approximately 4,599 and a total land area of .69 square miles. Avalon is bounded by the Ohio River and shares borders with Ross Township, Bellevue Borough, Ben Avon Borough, Ben Avon Heights, and Kilbuck Township. The Borough has a highway corridor business district along State Route 65 (Ohio River Boulevard) and a neighborhood business district along California Avenue.

GENERAL GOVERNMENT

The review of the Borough’s general government operation was conducted by Deborah Grass, project manager and owner of GRS. Deborah has extensive experience in local government operations. She spent over 17 years in local government management, 3 years at the PA DCED Governors Center for Local Government Services, and 15 years as a municipal consultant. She currently provides training for local government officials through the PA-DCED, PA-GFOA, PA State Association of Borough Supervisors (PSATS), APMM, and the Local Government Academy (LGA). She has provided technical assistance to dozens of communities and is an experienced Act 47 Coordinator. She has completed 10 previous EIP plans for Pennsylvania communities.

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

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

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

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

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

OBSERVATIONS

In order to complete this evaluation, the consultant conducted fieldwork and site investigations, analyzed data, gathered information from comparable local government operations, and performed research. Interviews were conducted with the Council members, Borough Manager, Assistant Manager, and other key staff members. The consultant also attended budget meetings and regular Council meetings. The recommendations contained in this report are based on recognized standards, accepted practices, and government mandates.

ORGANIZATION AND STRUCTURE

Of the 2,562 municipalities in the Commonwealth, there are 957 boroughs created under the Borough Code form of government representing about 37% of all municipalities. In Allegheny County, this is even higher where there are 82 boroughs out of 129 municipalities or 64% of all municipalities. Boroughs are a much more common form of government than cities or first class townships but much less common than second class townships.

Operating under the Borough Code, the Avalon Borough **Council** acts as the governing body and is comprised of nine (9) Council members elected from three (3) districts for four-year terms. To ensure continuity of governing, a maximum of four Council members are up for election in any given election year. The Council approves the ordinances, resolutions, and policies for the Borough.

Of the 2,562 municipalities in the Commonwealth, there are 957 boroughs created under the Borough Code form of government representing about 37% of all municipalities. In Allegheny County, this is even higher where there are 82 boroughs out of 129 municipalities or 64% of all municipalities. Boroughs are a much more common form of government than cities or first class townships but much less common than second class townships.

The **Mayor** is elected at large, serves a four (4) year term, and is charged with oversight of the police department. In Avalon, the Mayor is involved in many community activities and volunteers for community events.

The **Borough Tax Collector** is elected independently as prescribed by the Code for a four (4) year term and collects real estate taxes for the Borough. The compensation established for the Tax Collector by the Borough Council for collection of real estate taxes in the Borough is \$6,300 per year. This position is currently vacant and the Borough has contracted with Jordan Tax Services to collect its real estate tax.

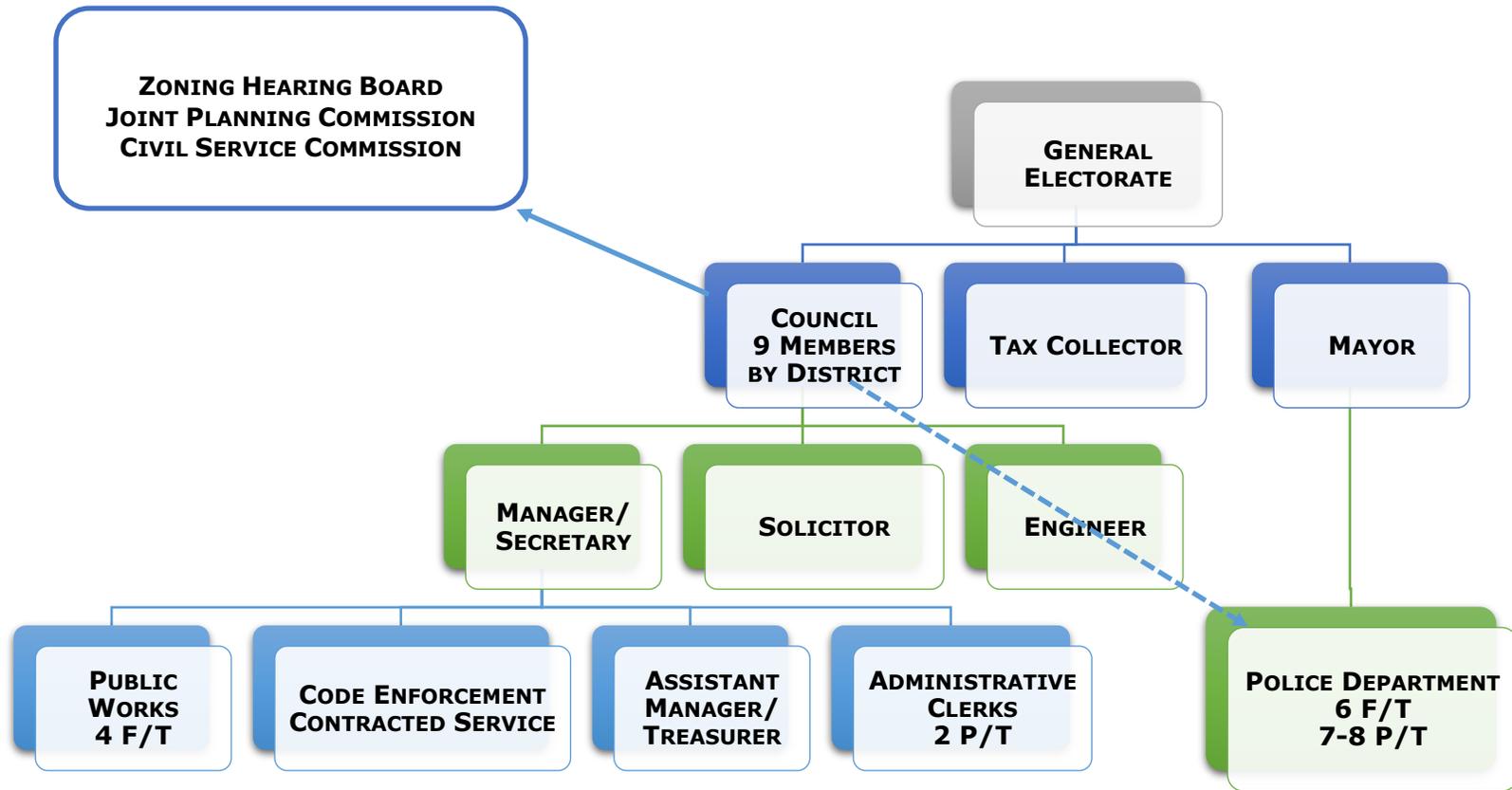
The **Borough Secretary** is a mandatory office in the Borough Code. In Avalon, this position is combined with the Borough Manager position. The Borough Secretary is charged with maintenance of the records of the municipality including minutes, ordinances, and resolutions. The Secretary also attests and signs all legal documents for the Borough.

The office of **Borough Manager** is an optional position under the Borough Code and was created by the Avalon Borough Council by ordinance in 1927. This position was filled by the current Borough Manager in 2017. The Borough Manager is charged with carrying out the actions of the Council and oversees the day to day operation of the Borough organization. The powers and duties of the manager are set forth in Ordinance No. 988 in 1963.

The **Borough Treasurer** is a mandatory position in the Borough Code. The Treasurer is appointed by the Council and is responsible for ensuring that all receipts are deposited appropriately. The Treasurer is charged with ensuring that funds are available for anything that is paid out by the Borough upon the approval of Council and only after signed off by the Council President and Borough Secretary. The Treasurer typically prepares a monthly report that verifies the assets and liabilities in each of the Borough’s funds. In Avalon, the Assistant Manager has been appointed as the Borough Treasurer.

The current Avalon Borough local government structure is shown in **Figure 1**.

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



The Avalon Council typically operate in a cooperative and supportive manner, relying on the Borough Manager, Engineer, and Solicitor to prepare information, provide policy advice and recommendations, and to carry out the legislative decisions. The Borough Manager develops the agenda, and the Council President conducts efficient meetings. 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 public comments.

THE POLICY PROCESS

One of the important standards in the SPC’s *Standards for Effective Local Government* is Standard No. 2, which states that the governing body “helps people to see the community as a total enterprise, not as a series of separate factions to be separately accommodated.” The Borough Council in Avalon have done a good job of providing a united front for the advancement of the Borough’s goals and have responded positively to goals and objectives recommended by administration.

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

For the most part, the Council members treat each other with respect and allow the discourse that is necessary to fully explore options and competing alternatives that are available to the Borough. Some Borough officials have taken advantage of the training for elected officials, especially newly elected officials, through the Local Government Academy (LGA).

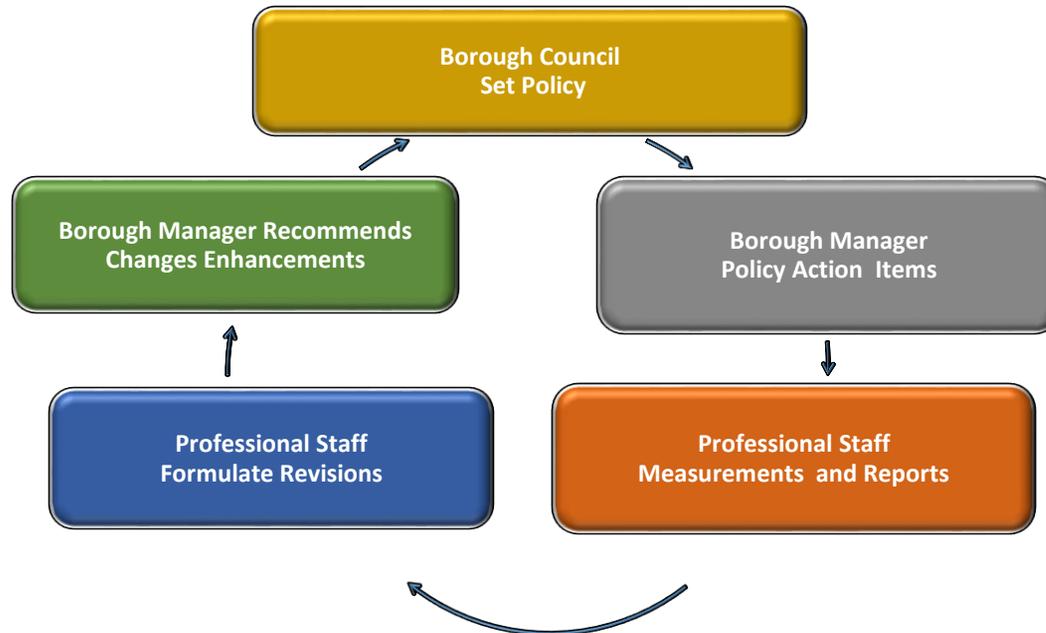
Local government works best when the elected officials, as a governing body, establish thoughtful, well-designed, and carefully examined policy directives based on a clear vision of the organization’s mission and goals. Responsible actions derived from the policy mandates of the Council are carried out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

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

In Avalon, because of the transition in management over the past couple years, the employees are not always fully aware of the organizational mission and goals. An enhancement to the operation would be for the departments to produce quantifiable and qualitative reports so that the Council can be routinely updated about the progress of policy implementation. As the goals and objectives are pursued, adjustments can be reported and evaluated and the staff can make additional recommendations regarding revisions and enhancements to the process. The Council can then take further action, if necessary, to adjust the policy directives. Ideally, the Manager oversees the completion of action items related to the policy and assists with the development of whatever

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

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



In Avalon, the policy process is pretty well established. The Borough Manager and Assistant Manager present information and establish agendas based on directives from the Council members which are derived from the Committee meetings. This process seems to work well because of the confidence and trust that the Council has in the Borough Manager and the ability to discuss important matters at the Committee level. However:

- There is not always good coordination and centralized authority for making decisions about the day to day activities in the Borough. Council members sometimes assign tasks that should be directed by the Borough Manager.
- The Council has also assumed some personnel related tasks – CBA bargaining, hiring, disciplining, and issuing daily directives. Council members are typically not trained in these activities.

- When directives come from more than one source, it is difficult for staff to prioritize projects, tasks, and daily activities.

The policy process and the overall administrative and management oversight would work more efficiently if all Council members worked through the Borough Manager and would avoid dealing with department directors and staff.



THE MANAGER

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

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

The Borough of Avalon has a comprehensive Borough Manager ordinance that sets forth the duties, responsibilities and authority of the Manager. However, until 2012, the Borough Code did not provide for the ability of the Council to enter into an employment agreement with a Manager. In May of 2012, the Pennsylvania General Assembly passed Act 43 of 2012, legislation that updated the Borough Code and provided specific authority for governing bodies to enter into employment agreements with managers for specific terms. ¹

The Avalon Council took action in March of 2017 to hire and to enter into an employment agreement with their new Borough Manager. The new Borough Manager is an experienced local government professional with several years of experience as an Assistant to the Borough Manager in Avalon. The Borough Council should be commended for taking this important action that professionalizes the management operation.

LINES OF COMMUNICATION

The Council and Manager have established lines of communication for sharing information. Council members sometimes give directives to department directors (police chief, public works director, code officer) and this has an impact on how the duties are

¹ The Governor signed Act 43 (formerly House Bill 1702) into law on May 17, 2012. It amends §1142 of the Borough Code.

carried out by employees. There is no clear rule for the department directors and staff about how concerns, complaints, and suggestions from Council members that are related to day-to-day service delivery are to be handled. There is also no formal request for services process that documents the request and action taken. Without a formal process for handling these issues, there could be confusion about which orders and directives should receive the highest priority and whether there is a consensus from Council about the action that has been requested. The Council should be discouraged from giving orders directly to employees or permitting employees to go directly to Council members with grievances or concerns.

As an aid to improving communication channels to Council, the Borough Manager should routinely prepare memorandums and reports for the Council that address what has taken place during the most recent work period: accomplishments, emerging issues, progress on projects, personnel notes, and financial matters. These reports should be in a format that allow for quick reading by the elected officials and should be continued and enhanced as time permits. The ultimate goal would be to produce and distribute the Manager's report electronically from a share point site like Drop-box, Google files or One-Drive.



OPEN RECORDS – OPEN MEETINGS

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

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

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

All meetings are advertised by the Borough at the beginning of the calendar year, and the Manager ensures that special meetings and committee meetings are advertised as necessary. The Pennsylvania Open Meetings Law defines “local agency” as the governing body or any committee of the governing body authorized to take action or to provide advice to the governing body. This lends additional weight to the requirement to provide public access to regularly scheduled Council meetings, committee meetings, and budget workshops where a majority of the governing body attends.

The Council meets once a month – the third Tuesday of the month is the regular Council meeting for taking legislative action. The Council has established orderly meeting procedures that are effective for creating a sense of transparency and order and that respect the time of the public and the elected officials. Council meeting agendas and procedures provide for the orderly flow of business while allowing for the proper inclusion of citizen input.

An established formal agenda for the regular Council meeting is prepared by the Borough Manager after discussion with the Council at the Committee meetings. All Council members have an opportunity to provide input. The agenda is available to elected officials in advance of the public meetings and executive sessions, along with materials, documents, or commentary essential to understanding the business items that will come before the Council. It is also available on the Borough’s website. Agendas are made available at the Council meeting in advance of the meeting.

The agenda outlines for the public what the business of the Council meeting will be. The practice of preparing a detailed agenda that is available to the public in advance of the meeting encourages public participation and enhances the transparency of the local government operation. The Borough should continue to ensure that the agendas and minutes are displayed for public inspection on the website at the appropriate times in advance of meetings.

THE USE OF COUNCIL COMMITTEES

Like most boroughs in Pennsylvania, the Borough of Avalon uses Council Committees to organize its activities and to analyze issues. The concept of Council Committees was established many years ago in the early development of Pennsylvania local government, well before the establishment of modern professional local government management. In the early 20th century many of the smaller local governments outside of the large cities of Pittsburgh, Erie and Philadelphia had only part-time elected officials who were responsible for paying the bills, hiring employees, directing public works operations, and awarding contracts.



Like today’s leaders, most of these elected officials had other full-time jobs. It was very difficult to coordinate the schedules of council members and then advertise each meeting as a public meeting to discuss daily operations or make

daily decisions regarding job assignments and other management decisions. With limited staff that was not authorized to perform many daily administrative functions, many communities created Council Committees to help with the day-to-day management of the Borough. These Committees were never expressly authorized by the PA Borough Code nor were they created by municipal ordinance; they were (and still are) essentially ad-hoc committees to facilitate local government administration.²

Today, the professional management staff is expressly authorized to carry out the daily management functions of the Borough. As a result, the role of the Council Committees has changed significantly. Council Committees are still established in part, for convenience. However, the Committees are no longer charged with the day-to-day operations but are responsible for the oversight of their respective areas. To that end, the Council Committees serve as regulators to ensure that Borough residents are provided with the services for which they pay.



The Avalon Council Committees are created by and serve at the pleasure of the Council President and meet on a monthly basis. The established committees are:

- Property and Parks Development Committee
- Streets and Public Safety Committee
- Finance Committee

Avalon uses a very strong committee structure that works very well. The committees have no authority to take official action of any kind, nor are they authorized to expend funds, or direct employees. Council Committees are not established by Borough ordinance or resolution, nor are they voted on or approved by action of Council. They are established by and serve at the discretion of the President of Council and may be changed, modified or eliminated at his (her) discretion.

The Council Committees exist solely for the purpose of furnishing information or making non-binding recommendations to the full Council. They do not constitute a quorum. They are merely advisory in nature, with no authority to make binding recommendations to the body of Council. They are not authorized to make any decisions on agency business or establish Borough policy. The Committees typically work closely with the Manager to address service delivery issues and to undertake projects or programs.

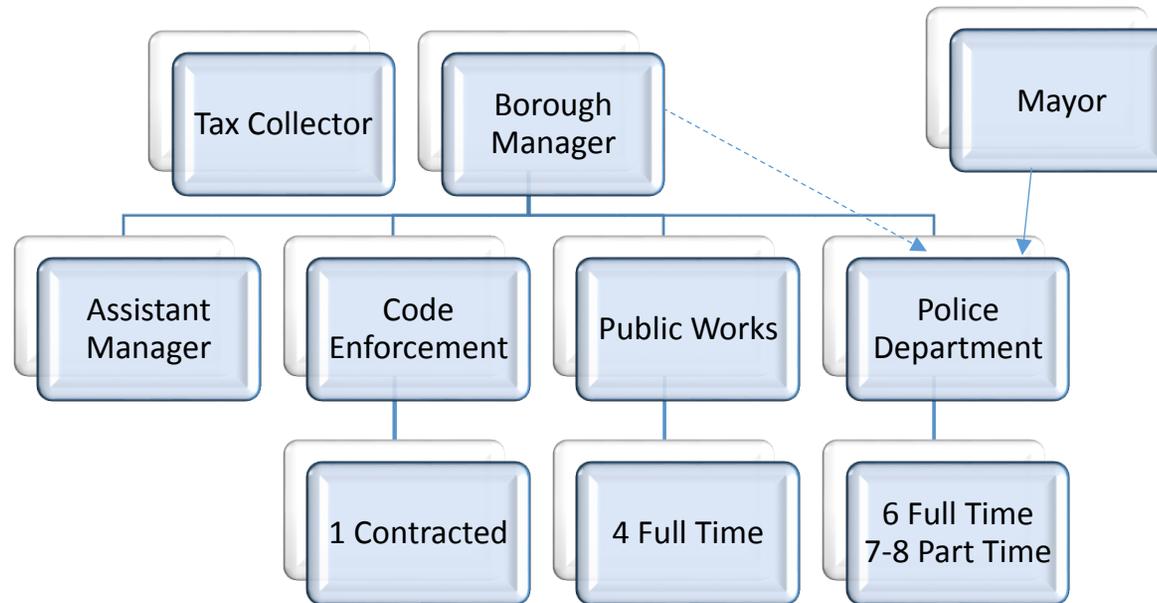
² Plum Borough, Council Committees, <http://www.plumboro.com/e-open-government/pages/council-committees>

The Borough is committed to open and participatory local government administration. The Council Committee meetings are advertised as public meetings. The only exception to this practice is for meetings that are requested for the purpose of discussing an issue that is clearly exempted from the open meeting requirements in the PA Sunshine Law (i.e. personnel, collective bargaining, pending litigation, and real estate negotiations).

ORGANIZATIONAL STRUCTURE

The Borough of Avalon has no formal administrative code or municipal ordinance that establishes the organizational structure. The current configuration for the administrative structure is reflected in **Figure 3** below.

FIGURE 3 - CURRENT ADMINISTRATIVE ORGANIZATIONAL STRUCTURE



An analysis of the current Borough structure reveals that it is a fairly simple and straightforward organization. The Manager, who is appointed by Council, directly supervises the Assistant Manager, code enforcement officer, and public works department. The

Manager also works closely with the police department. The real estate taxes are collected by Jordan Tax Services and the EIT is collected by Keystone Collection Services who have been appointed by the Allegheny County North Tax Collection Committee (TCC) to collect EIT. The Borough Office collects fees and responds to residents' walk-in requests. The Manager's office is responsible for the entire financial management system. Currently, many of the financial activities are contracted out to *Bookminders*, a third-party accounting service.

The Borough staffing appears to be the right size for its operation. However, the Borough should occasionally benchmark with similar communities and perform periodic performance assessments of its departments to determine the correct level of staffing that should be established. In addition, the Borough should continually identify functions, services, and programs that may benefit from a more regional approach to service delivery or from a contracted arrangement.

SPECIAL APPOINTMENTS – OUTSIDE CONSULTANTS

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

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

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

Citizen boards, commissions, and committees do important work. Members should be selected on the basis of high interest, qualifications for the work, and/or a willingness to participate in training courses designed to further their understanding of the requirements and duties associated with their work. When there are vacancies on boards and commissions, the governing body

should publicly advertise its intent to fill a position in newsletters, on the website, and local newspapers along with a listing of appropriate background qualifications. This process can easily be achieved through expanded use of the Borough website.

RECOMMENDATIONS

RECOMMENDATION No. 1 – CONSIDER A REDUCTION TO THE NUMBER OF COUNCIL MEMBERS BEFORE THE 2020 DECENNIAL CENSUS.

Currently, the Borough has nine (9) Council members elected from three wards, a Mayor, and a Tax Collector for a total of 11 elected positions. There have been times in the recent past where it has been a challenge to fill so many elected positions with one of the approximately 3,500 adults in the Borough. After the completion of the 2020 census, it will be the Council's responsibility to make sure that the wards within the Borough comply with the Borough Code which provides that the Borough Council must redistrict its wards "within the year following the official and final reporting of the Federal census, decennial, or special." It will be incumbent on the Council to reapportion the Borough into wards that meet the Borough Code requirements and to comply with the Constitution of the Commonwealth of Pennsylvania and other statutory authority. The wards composing a borough must be composed of "compact and contiguous territory as nearly equal in population as practicable" and cannot have less than 300 registered voters.

Where boroughs are not divided into wards, the law is straightforward - seven (7) Council members are elected at large. The Borough Code contains detailed provisions for altering the number of Council members and for transitioning to a different size council. There has been a tendency in recent years for the size of councils to be reduced and "at large" voting systems to replace ward systems.³ In fact, over 863 boroughs now have 7 or fewer Council members and less than 100 have more than 7 members.

RECOMMENDATION No. 2 – CONTINUE TO BUDGET AND APPROVE TRAINING OPPORTUNITIES FOR THE BOROUGH MANAGER FOR PROFICIENCY IN PERSONNEL MANAGEMENT, COLLECTIVE BARGAINING, AND BENEFIT MANAGEMENT.

The Borough employees are the most valuable assets in the Borough organization. Like most communities, the largest expenditure in the Borough's budget is personnel and personnel-related items. The most expensive complaints and lawsuits paid by municipalities, by far, are employee-related, usually because of the municipality's employment practices and personnel policies or lack thereof. The personnel environment is complex and rapidly changing especially in the context of the internet and social media. Handling these issues requires a high degree of training and experience so that matters can be addressed effectively and

³ Borough Council Handbook, PA DCED, Governor's Center for Local Government Services, Chapter I, page 1.

in accordance with public-sector employment law. Situations such as workers' compensation claims, disabilities, and long-term absences can be expensive if they are not addressed in an effective and expedient manner.

The Borough Manager should have access to the training and support necessary for managing personnel. One such opportunity is the annual public employee training session, sponsored by the Public Employee Labor Relations Advisory Service (PELRAS) and supported by the PA League of Municipalities (PLM) and the Association for PA Municipal Managers (APMM), held in State College each year to provide updates of all personnel related and collective bargaining matters. There are also other opportunities for training each year through the Local Government Academy, the Association of PA Municipal Managers (APMM), and the PA-Government Finance Officers Association (PA-GFOA).

RECOMMENDATION NO. 3 – DEVELOP AN ADMINISTRATIVE CODE THAT IDENTIFIES ORGANIZATIONAL STRUCTURE AND PROCESSES.

The Borough currently has no formal administrative code that sets up its structure, positions, or administrative processes. An administrative code should be developed and adopted by ordinance, identifying the administrative structure, the positions, the relationship of positions and departments to each other, and the authority and responsibilities that are vested in each position. The development of an administrative code would address two deficiencies that have been previously noted:

- Positions should be formalized so that, even in transition periods, the position with identified duties, responsibilities, and place in the organizational chart will be preserved.
- Professional staff will be assigned duties and tasks that are currently undertaken by elected officials, thereby moving the work to trained and experienced staff and freeing the Council to work on policy initiatives.

RECOMMENDATION NO. 4 – BUDGET FOR AND BEGIN THE PROCESS TO DIGITIZE RECORDS IN ORDER TO IMPROVE THE ORGANIZATION AND RETRIEVAL OF INFORMATION.

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

Building a fully integrated process can be accomplished partly through the conversion of existing records to searchable laserfiche and partly by moving to a paperless business environment that includes searchable document technology, mobile applications, and public portals that provide additional transparency. This move to a paperless environment should be a priority for the Borough.

FINANCIAL MANAGEMENT

The review of the Borough's financial management operation was conducted by Deborah Grass, owner and project manager of GRS, as part of the review for Step IV of the EIP and Five-Year Financial Management Plan for Avalon Borough. Deborah has extensive experience in preparing and reviewing financial information for municipalities. She spent over 17 years in local government management, 3 years at the PA DCED Governors Center for Local Government Services, and 15 years as a municipal consultant. She currently provides training for local government officials through the PA-DCED, PA-GFOA, PA State Association of Borough Supervisors (PSATS), APMM, and the Local Government Academy (LGA).

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

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

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

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

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

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

OBSERVATIONS

The management of the Borough’s finances is centralized in the Manager’s office. The full time Borough Manager and Assistant Manager are expected to handle most of the daily financial management activity. The office is responsible for payroll, purchasing, accounts payable, budgeting, and reporting. During the course of this study, the Borough contracted with *Bookminders* to record and report the accounting financial transactions and to prepare monthly reports.

No disbursements can be made from the borough accounts without the signature of the Council President, Borough Secretary, and under authorization of the Borough Treasurer. In Avalon, the Borough Council has appointed the Assistant Manager as the Borough Treasurer.

FINANCIAL OFFICERS

The DCED *Borough Council Handbook* states that the only two mandatory appointments in a borough are the positions of Treasurer and Secretary and that these two positions may be combined by ordinance.

The **Secretary** position in Avalon is combined with the Borough Manager position and is charged with attending Council meetings, taking minutes, keeping all official records, signing checks, and attesting all legal documents. This appointment is made at every reorganization meeting.

The **Treasurer** is charged with keeping “a just account of all receipts and disbursements” and annually submitting a “statement of accounts” to the Borough Council. No disbursements can be made from the borough accounts without the signature of the Council President, Borough Secretary, and under authorization of the Borough Treasurer. In Avalon, the Borough Council has appointed the Assistant Manager as the Borough Treasurer.



The elected **Tax Collector** is responsible for the collection of all real estate taxes and receives compensation in the amount of \$6,300 annually for this service. The collection rate in Avalon in the past has been very good at 92%. Currently, the office is vacant and the Borough has appointed Jordan Tax Services to collect current year real estate taxes.

Beginning in 2012, pursuant to the implementation of Act 32 of 2008, the EIT has been collected through a countywide Tax Collection Committee (TCC) that has selected Keystone Collection Services as its collector. The Borough has also assigned the collection of LST to Keystone Collections. The Borough continues to collect the permit, inspection, and other fees in the Borough Office. **Table 1** provides the history for the expenses associated with the Administration and Finance operation since 2010.

TABLE 1 – ADMINISTRATION AND FINANCE EXPENSES 2009-2016

401.000 – GENERAL GOVT - BOROUGH MANAGER	2012	2013	2014	2015	2016	2017
401.120 – Manager Salary	64,940	63,486	70,521	69,640	66,163	48,461
401.121 – Manager Contract	18,460	20,395	18,460	21,120	15,820	22,094
401.122 – Assistant Manager	0	36,673	43,068	46,180	48,874	52,518
401.124 – Sick Day Buy-Out	0	0	0	0	6,320	0
401.123 – MS4 Coordinator	0	0	0	0	2,500	4,711
401.152 – Dental Insurance	1,279	1,280	2,133	2,563	2,411	1,377
401.156 – Hospitalization	17,660	8,900	15,569	20,934	21,727	16,888
401.158 – Life and Accident	285	868	877	883	849	773
401.160 – Deferred Comp - Boro Share	780	1,560	1,440	1,440	1,080	2,580
401.161 – FICA - Boro Share	6,370	9,609	10,038	10,412	9,558	8,048
401.163 – PSAB-Unemployment	392	0	0	513	542	556
401.174 – Education Expense	1,045	593	3,945	1,303	4,339	2,196
401.300 – Other Expenses	1,864	2,417	1,956	889	1,060	672
401.420 – Dues, Memberships	3,918	2,938	1,569	1,095	2,812	1,570
Total 401.000 – GENERAL GOVT - BOROUGH MANAGER	116,994	148,719	169,577	176,972	184,055	162,444
402.000 – FINANCIAL ADMIN	2012	2013	2014	2015	2016	2017
402.115 – Auditing Services	9,993	11,034	11,059	11,093	11,080	11,395
402.300 - Bookminders Services						11,626
402.200 – Late Fees	927	1,203	1,257	732	400	103
Total 402.000 – FINANCIAL ADMIN	10,920	12,237	12,316	11,824	11,480	23,124

403.000 – TAX COLLECTION	2012	2013	2014	2015	2016	2017
403.110 – Tax Coll. Salary - Real Estate	6,292	5,566	6,292	6,292	6,292	6,292
403.130 – Commission	3,267	660	2,203	1,331	4,620	5,422
403.135 – Tax Certifications	6,675	8,020	6,990	7,445	8,015	6,155
403.161 – FICA - Boro Share	1,598	1,403	1,185	1,357	1,467	1,427
403.200 - Tax Collection Services - EIT, LST			19,403	24,756	25,619	36,590
403.300 – Tax Collection Services - RE	1,493	1,346	3,348	1,210	1,328	1,285
403.430– Tax Refund Real Estate	30,073	10,622	7,073	38,741	7,670	7,290
403.500 – Property Tax Relief Refund	150	125	100	200	250	150
403.700 – Capital Purchases	1,285	1,325	1,200	1,200	500	0
403.920 – Contingency	340	1,148	846	1,486	538	826
Total 403.000 – TAX COLLECTION	51,173	30,215	48,640	84,018	56,299	65,437

SOURCE: BOROUGH OF AVALON FINANCIAL RECORDS, GRS ANALYSIS

Costs for administration, finance, tax collection and management have increased by 40% over the past five years from \$180,000 in 2012 to \$251,000 in 2017. This is primarily due to the decision to hire a professional manager and assistant manager, to utilize the services of *Bookminders* for accounting and financial management services, and increased fees for auditing and the EIT collection through the countywide system. But the cost in 2017 was still \$20,000 less than the total expenses in 2015 which were over \$272,000.

FINANCIAL PRACTICES

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

REVENUE COLLECTION

- The Tax Collector’s office is currently vacant and the real estate tax collection has been contracted to Jordan Tax Services. Receipts are reconciled and reported to *Bookminders* for recording in the accounting system. Transactions and payments are also recorded in the tax duplicate.
- The real estate current year collection rate has been very good at 92%.

- Delinquent real estate taxes are collected by the Tax Collector for one year then are turned over to Jordan Tax Services.
- The EIT and LST are collected by Keystone Collections Services as part of the countywide collection.
- The Borough Office collects all other fees.
- The Borough's funds are invested with WesBanco which is a reliable and FDIC-insured entity.

FINANCIAL PROCEDURES

- The Borough Manager regularly identifies and alerts the Council to major issues and challenges relative to the financial management of the Borough.
- The Borough Manager oversees the budget, monitors spending, reviews payroll, revenue, and expenditures.
- The Borough Manager is identified as the person responsible for the Borough's overall financial management operation.
- The Administrative Clerk is responsible for collecting and preparing work sheets for entry with ADP.
- The accounting records of the Borough are prepared monthly by *Bookminders* and the Borough Council is receiving complete, accurate, and timely reports on a monthly basis.
- *Bookminders* is responsible for recording receipts, entering invoices, recording accounting transactions, reconciling bank statements, and preparing monthly reports.
- *Bookminders* uses Quickbooks© financial management software. Although it is not a governmental fund accounting software program, all funds have been set up correctly by class and it provides the ability to deliver regular reports for the Council.
- There is no formal purchasing process and therefore no ability to encumber funds when orders are placed.
- The staff is professionally trained and are members of the GFOA. The staff attends regular governmental finance training and updates through GFOA and other sources.
- The Borough uses Maher Duessel CPAs to prepare the Borough's annual audited financial statements for submission to DCED. These reports are due no later than April 1 and have been submitted timely.
- There are no written standard operating procedures for financial functions: cash management, accounts payable, purchasing, invoice processing, reconciliation of accounts, and regular reporting. This is a significant concern given the limited staff and potential for turnover in the Borough operation.

BUDGET PROCESS

- The Borough does not have a written process for preparing and approving the annual budget.
- The Borough publishes a formal budget calendar. Budget workshop meetings are scheduled and held each year.
- The budget includes a short narrative budget message. This should be expanded to include accomplishments from the prior year and planned projects for the upcoming year.
- In 2017, the EIP team set up a multi-year budget format that provides a template for developing the budget in future years.

- In 2017, the EIP team set up separate budgets for the following funds: general, sewer, refuse, liquid fuels, and capital projects.
- The department directors are involved in preparing and implementing the budget. At least one of the budget workshop meetings includes the department directors.
- The Borough does not currently prepare a five (5) year Capital Improvement Plan (CIP).
- The Borough prepares a comprehensive fee resolution outlining fees for services as part of the budget process.

RECOMMENDATIONS***RECOMMENDATION NO. 5 – CONTINUE TO USE AND ENHANCE THE BOOKMINDERS SERVICE AND REPORTING FOR 2018 AND FUTURE YEARS.***

Bookminders provides complete, accurate, and timely financial accounting records and reports. Expansions and enhancements to the financial management system should include:

- Fixed Assets
- HR and Personnel Management
- Purchase Order Encumbrance System
- Rental Registrations
- Licenses and Permitting
- Interface with Mobile Devices

***RECOMMENDATION NO. 6 - PROVIDE FUNDING AND APPROVAL FOR THE MANAGER AND ASSISTANT MANAGER TO ATTEND REGULAR FINANCIAL MANAGEMENT TRAINING THROUGH THE GFOA AND LGA.***

The Borough operation is currently supported by a \$4.5 million annual operating budget. In order to protect the assets and resources of the Borough (both human and capital), it is important that the Borough have a financial management system that meets Generally Accepted Accounting Principles (GAAP) and that it is vested with employees who have the authority and training to act accordingly. In order to further enhance and protect the Borough assets, the Borough should continue to sponsor memberships in GFOA and provide training funds to attend the annual conference and to participate in training opportunities.

RECOMMENDATION NO. 7 – CONTINUE TO PRODUCE MONTHLY FINANCIAL REPORTS FOR THE COUNCIL.

Monthly financial reporting should be a routine and required function of the finance operation as soon as bank reconciliation is completed but no later than the 10th of each month. Currently, *Bookminders* is providing complete, accurate, and timely reports for review by the Finance Committee. Monthly reports should include but not be limited to the following information:

- **BUDGET COMPARISON REPORT** – Report that compares budgeted revenues and expenditures to actual revenues and expenditures for each and every category line item for each of the funds.
- **SUMMARY BALANCE SHEET REPORT** – Report that shows the assets, liabilities, and fund balance for each and every municipal fund.
- **CASH FLOW ANALYSIS** – Report that compares cash flow in the current fiscal year to previous year(s) and identifies what the actual availability of cash is estimated to be by month and at year's end.

RECOMMENDATION NO. 8 – DEVELOP STANDARD OPERATING PROCEDURES FOR ALL BOROUGH FINANCIAL PROCESSES.

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

- A financial code of conduct
- Accounting for revenues, expenditures, assets, and liabilities
- Procedures for the following:
 - Accounts payable, including payroll
 - Purchasing and inventory management
 - Accounts receivable, including grants, taxes, fees, fines, departmental charges, and intergovernmental revenues
 - Monthly and annual reporting for all funds
 - Handling cash deposits and parking meter revenues
- Administrative procedures, including recordkeeping, filing, and forms
 - Internal controls
 - Cash management
 - Separation of duties
 - Risk management

- Investing
- Auditing
- Pension Administration

RECOMMENDATION NO. 9 – MAKE ADDITIONAL ENHANCEMENTS TO THE BUDGETING PROCESS THAT WILL IMPROVE THE QUALITY OF THE INFORMATION PROVIDED DURING THE DEVELOPMENT AND ADOPTION OF THE BUDGET.

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

- Distribute **BUDGET WORKSHEETS** that include at least three years of prior data to department directors. A historical analysis of revenues and expenditures will improve the ability for making accurate budget projections.
- Use a **BUDGET CALENDAR** that is published and distributed within and outside of the Borough organization. The calendar enables the persons who are involved in the budget process (the Council, the department directors, and committees) to plan accordingly for workshops, public presentations, and adoption of the final budget. It also provides the public with the ability to participate in the process and to provide public comments in a timely manner. Finally, it keeps the process focused and on target to meet the legal requirements of advertisement, publication, public inspection, and adoption.
- Include a complete **ANALYSIS OF COST** prior to any new planned hire in any department. The Borough's personnel costs make up about 80% of the overall budget. For this reason, it is critical to evaluate every position prior to the Council' approval of a new hire. The analysis should include not only starting costs but projected benefit and pension costs over the entire employment period, with adjustments for estimated inflation rates. This analysis should be presented to the Council prior to a planned staffing decision during the budget process.
- Prepare and include a **BUDGET MESSAGE** that accompanies the initial presentation of the budget to the Council and the public for preliminary review. The budget message should include areas of financial concern such as a reduction in revenues, the need for a tax rate increase, or changes to staffing or service levels. The budget message should also report accomplishments for the prior year and projects and plans for the upcoming fiscal year. The budget document itself should be presented in a format that is clearly understandable to officials, the public, and the media.

Once the budget has been adopted, it should be used to control activities. The Borough should monitor, measure, and evaluate the following:

- **PROGRAM PERFORMANCE** – How well is the Borough doing in reaching its program goals and objectives?
- **BUDGETARY PERFORMANCE** – How well are actual revenues, expenditures, cash flows, and fund balances staying within budget?
- **FINANCIAL CONDITION** – What is the long-term health of the Borough, including the community’s general social, demographic, and economic conditions?
- **EXTERNAL FACTORS** – What changes have occurred that can have an impact on performance?

RECOMMENDATION No. 10 – INVOLVE DEPARTMENT DIRECTORS IN THE DEVELOPMENT OF THE BUDGET AND HOLD THEM ACCOUNTABLE FOR ADMINISTERING THEIR DEPARTMENT BUDGET.

Historically, the police chief and street supervisor are involved in the development of the budget and are held responsible for working within the confines of the budget limits. The departments should continue to be held accountable for budget overruns and should be required to justify expenditures that are not routine or ordinary. Any items requested for the new budget year should have a complete analysis of cost (initial and maintenance), a statement of need, supporting data, the volume and nature of the work performed, benefits to be achieved, and justification for the purchase. Any proposed new revenue items or revenue enhancements should be encouraged and fully explored by the department directors and relevant staff.

RECOMMENDATION No. 11 – PREPARE A FIVE-YEAR CAPITAL IMPROVEMENT PLAN (CIP) IN CONJUNCTION WITH THE BOROUGH ENGINEER, COUNCIL COMMITTEES, AND DEPARTMENT DIRECTORS.

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



RECOMMENDATION No. 12 – BUILD IN ADDITIONAL OVERSIGHT OF THE DAILY FINANCIAL MANAGEMENT ACTIVITIES.

With limited staff, it is very difficult to have any true segregation of duties in the financial operation. Unfortunately, this creates the perception that there could be mismanagement of resources and potential fraud. But it is possible to have some limited oversight of the daily financial transactions by adding some reviews and sign-offs for the financial transactions. The following new procedures are recommended:

- The Manager should review the payroll register and sign it before checks are issued.
- The Manager should review the quarterly payroll withholding tax payments to ensure that they are being made by ADP appropriately.
- The Finance Committee should review the bill list and sign it after it is approved by the Council each month.
- Receipts should be pre-numbered and not be taken by the same person who records the information into the accounting system.
- Deposits should not be made by the same person who writes and records receipts.
- Checks should be prepared by *Bookminders* for approved invoices and signed (live signatures) by the Council President, the Secretary, and Treasurer.
- The real estate tax account fund should be examined and audited regularly. As the largest revenue source, this fund provides the highest potential for theft.

RECOMMENDATION No. 13 – IMPLEMENT A FORMAL PURCHASE ORDER PROCEDURE POLICY.

A purchase order system should be designed and implemented that allows for the Manager to approve purchases up to a certain threshold limit and to require other purchases to have oversight by the Finance Committee in advance of the purchase. This policy should ensure the cost, quality, and delivery of products and services used by the Borough for delivering services to residents. A sample policy has been included in **Appendix A**.



POLICE DEPARTMENT

The review of the Borough of Avalon Police Department was conducted by Ronald Leindecker, police consultant for GRS, as part of Step 4 of the EIP and Five-Year Financial and Management Plan for Avalon Borough. Leindecker has over 24 years of experience in law enforcement serving as a patrolman, sergeant, and Chief of Police for New Sewickley Township. He has a master's degree in Administration of Justice from Point Park University and is an adjunct professor in the police management curriculum for the Community College of Allegheny County. He is a graduate of the FBI National Academy and the PA State Police Academy.



To complete this evaluation, the consultant conducted fieldwork and site investigations, analyzed data, gathered information from comparable local government operations, and conducted extensive research. Personal interviews were held with the Chief of Police and other patrol officers. The International City/County Management Association (ICMA) publication *Standards for Effective Local Government* and publications from the International Association of Chiefs of Police (IACP) were used as part of the review of the Department. The recommendations contained in this report are based on recognized standards, accepted practices, and government mandates.

It is the intent of the EIP team to provide the Borough's public officials with a complete, comprehensive, and professional evaluation of the provision of police services in their community. This report is developed and submitted with the sole purpose of improving existing conditions through a comprehensive evaluation of the police operation.

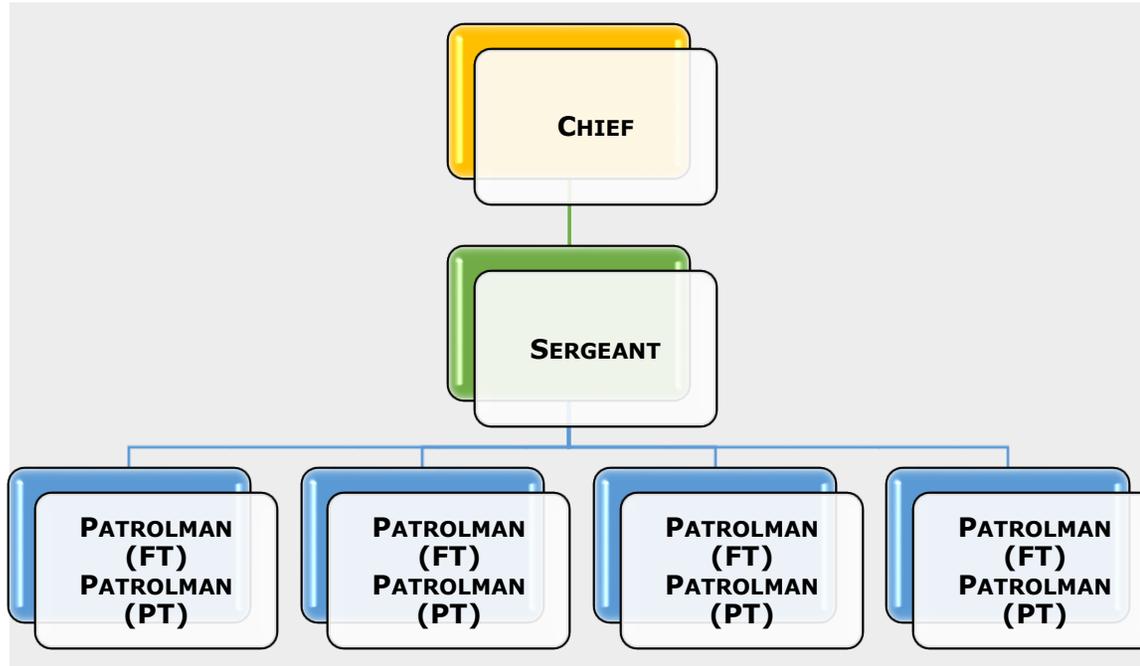
BACKGROUND

The Borough of Avalon operates under the borough form of government pursuant to the PA Borough Code. In accordance with the Borough Code, the titular head of the police department is the Mayor who provides oversight of the department. The Borough Council approves the ordinances, policies, budgets, and directives for the Borough and appoints all police officers including the Chief of Police who is charged with the day to day operation of the department.

There are six (6) full time officers. There are seven (7) to eight (8) part time officers. The police department budget for the Borough of Avalon is \$1,066,424 in 2018.

ORGANIZATIONAL STRUCTURE

The police department consists of six (6) full time employees including the Chief in the following positions:



One full time patrolman is currently on workers compensation leave.

POLICE BUDGET AND STAFFING FOR COMPARABLE COMMUNITIES

Avalon spends about \$1 million to support its police department – this is about one-third of the entire general fund budget. Police department expenditures have been contained over the years by using part-time police officers to fill in for regular scheduling to cover shifts in the department. About 90% of the police department budget is related to compensation, benefits, and pension payments. Only about 10% of the budget is discretionary spending. **Table 2** provides the history of the police expenditures from 2012 through 2017 which have increased by only about 2.17% per year.

TABLE 2 - TOTAL POLICE EXPENDITURES 2012 - 2017

DEPARTMENT	2012	2013	2014	2015	2016	2017
Total Police Budget	944,483	934,132	997,398	1,020,123	1,063,824	1,021,625

SOURCE: AVALON FINANCIAL RECORDS AND GRS ANALYSIS

Police departments like Crafton and Coraopolis who use significantly more full-time officers have much higher budgets. Avalon expenditures are about \$205 per capita which is about average for similarly staffed communities in Allegheny County.

TABLE 3 - BUDGETS AND STAFFING FOR COMPARABLE COMMUNITIES

BOROUGH	POPULATION	POLICE EXPENDITURES	PER CAPITA EXPENDITURES	FULL-TIME OFFICERS	PART-TIME OFFICERS
CRAFTON	5,951	1,210,393	203	9	0
CORAOPOLIS	5,677	1,547,397	273	10	6
TURTLE CREEK	5,349	601,912	113	5	7
BRIDGEVILLE	5,148	905,789	176	8	3
AVALON	4,705	964,249	205	6	6
GLASSPORT	4,483	617,391	138	6	10
PORT VUE	3,798	311,123	82	2	13
MILLVALE	3,744	612,932	164	6	7
ETNA	3,451	747,543	217	6	2
SHARPSBURG	3,446	907,039	263	6	5

SOURCE: PA DCED MUNICIPAL STATISTICS 2016, [HTTP://WWW.PA.GOV](http://www.pa.gov)

LEADERSHIP

The Avalon Borough Police Department is led by the police chief and a recently appointed sergeant. The Chief is a veteran police officer in the Avalon department and came up through the ranks to be appointed as Chief by the Borough Council in 2010.

CRIME ACTIVITY AND STATISTICS

It is important to understand the context within which any police department operates in order to address the resources, training, and technical support needed to support that department. For this reason, the GRS team analyzed the crime data that is available from both inside and outside the Avalon police department.

The Uniform Crime Reports (UCR) contain official data on crime in the United States published by the Federal Bureau of Investigation (FBI). The FBI does not collect the data itself. Rather, law enforcement agencies across the United States provide the data to the FBI which then compiles the reports.

For reporting purposes, criminal offenses are divided into two major groups: Part 1 offenses and Part 2 offenses with Part 1 offenses being the more serious crimes. **Table 4** provides a comparative look at the per capita crime in calendar year 2017 for Avalon and its neighboring communities.

TABLE 4 - CRIME PER CAPITA FOR NEIGHBORING COMMUNITIES

MUNICIPALITY	POPULATION	PART 1	PART 2	TOTAL	PER CAPITA/ PER 1000
AVALON	4681	4	26	30	5.98
BELLEVUE	8329	26	16	42	5.04
BEN AVON	1692	7	6	13	7.68
BRIDGEVILLE	5135	14	22	36	7.01
CORAOPOLIS	5642	10	47	57	10.10
CRAFTON	5920	14	20	34	5.74
EMSWORTH	2396	2	11	13	5.43

2017 PA UNIFORM CRIME REPORTS, [HTTP://WWW.PAUCRS.PA.GOV/IBI_APPS/WFSERVLET](http://www.paucrs.pa.gov/ibi_apps/WFServlet)

The crime per capita in Avalon in 2017, according to the PA Crime Reports, was about the same as Bellevue, Crafton, and Emsworth. It was lower than Ben Avon, Bridgeville, and Coraopolis.

It is important to monitor and report the crime activity so that the police in the region can address any significant increases or deviations from the norm. Statistical analysis of crime data has become an important tool for modern police departments.

As part of this review, GRS also analyzed more specific Part 1 and Part 2 crime data for Avalon from 2013 through 2017.

TABLE 5 - KNOWN OFFENSES REPORTED IN AVALON BOROUGH 2013 - 2017

CLASSIFICATION OF OFFENSES	2013	2014	2015	2016	2017
04D-Assault Hands, Fist, Feet	2	5	0	1	0
04E - Other Assaults	1	0	1	0	0
05A-Burglary forcible Entry	5	0	0	0	0
05C - Burglary Attempted Forcible Entry	0	0	1	0	0
060-Larceny-Theft	8	4	6	3	3
07A-Motor Vehicle Theft-Autos	0	0	1	1	0
110-Fraud	0	1	2	2	0
130-Stolen Property, Possession, Buying	0	1	0	0	0
140-Vandalism	5	1	1	2	1
150-Weapons, Carrying, Possesses	1	1	0	0	0
160-Prostitution and Vice	1	0	0	0	0
170-Sex Offenses	1	0	0	0	0
18A-Drug Sale/Mfg. Opium-Cocaine	0	0	0	1	0
18B-Drug Sale/Mfg. - Marijuana	0	0	0	0	1
18D-Drug Sale/Mfg. - Other	0	0	0	1	2
18E-Drug Possession - Opium - Cocaine	0	1	0	2	5
18F-Drug Possession - Marijuana	0	1	0	1	5
18H-Drug Possession - Other	0	1	0	0	5
210-Driving Under the Influence	2	1	0	0	4
230-Drunkenness	2	1	2	1	1
240-Disorderly Conduct	5	1	1	3	2
250-Vagrancy	1	0	0	0	0
260-All Other Offenses (Except Traffic)	1	1	0	0	1
Total Known Offenses	35	20	15	18	30

2017 PA UNIFORM CRIME REPORTS, [HTTP://WWW.PAUCRS.PA.GOV/IBI_APPS/WFSERVLET](http://www.paucrs.pa.gov/ibi_apps/WFSERVLET)

Based on the information retrieved from the PA Uniform Crime Reports, the crime in Avalon had been trending downward from 2013 through 2016. However, the crime reported in 2017 took a steep upward spike primarily due to more drug arrests – in fact there were 3 times as many arrests in 2017 as in previous years. It is important that the police department keep good crime records and report them accurately so that trends can be identified and the proper remedies applied.

DEPARTMENT ACTIVITY

Police records from the Borough of Avalon for the year 2017 indicated that there were 1,740 calls for service. **Figure 4** provides information about the types of calls for service that were reported by the police department. Traffic citations, by far, make up the largest number of calls for service reported by the department.

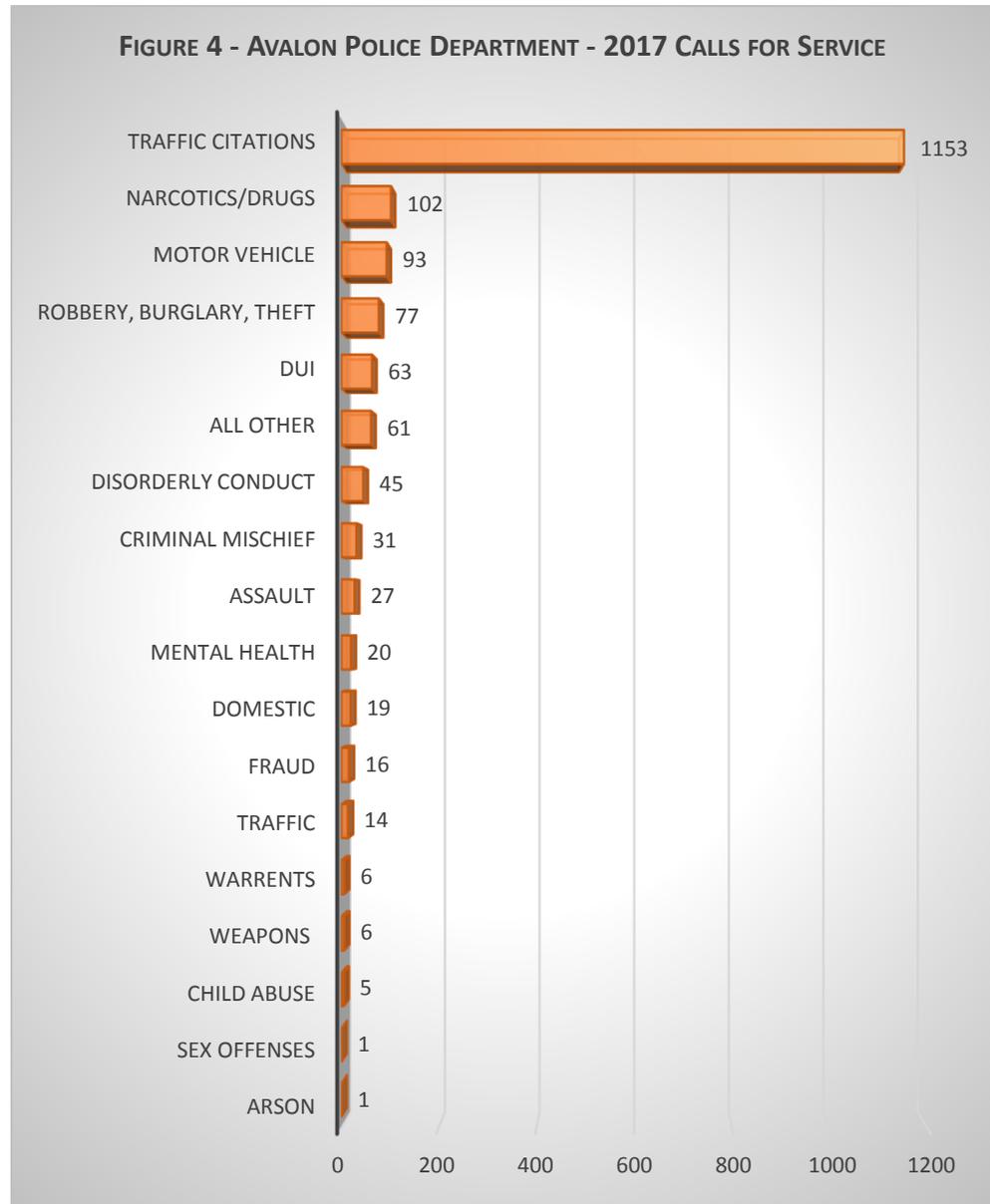
See **Appendix B** for a complete report of the 2017 calls for service reported in the department.

OBSERVATIONS

PATROL FUNCTION

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

Patrol is the primary and most important activity of the police organization. The patrol force is the largest unit of the police organization, is distributed throughout the community and operates on a 24 hour basis; its members are in constant contact with the public. The patrol



function is so basis to meeting the police responsibility that its objectives are synonymous with the total police responsibility. These objectives include the prevention and suppression of crime, the safeguarding of lives and property, the apprehension of criminals, the control of traffic and non-criminal conduct and the provision of public service.

Currently, the Borough is providing 24-hour coverage by having a working Chief, five (5) full-time officers, and seven (7) to eight (8) part-time officers. Currently, one full time officer is on workers' compensation leave so the number of full time officers is reduced to four (4).

The International Association of the Chiefs of Police, which is widely recognized as an authority on police administration, has developed a formula designed to address the staffing requirements of any given municipality with respect to patrol function of a police department. The formula takes into account the annual calls for service and the number of hours that are available and required to perform routine patrol functions such as responding, clearing, and reporting incidents. When sick days, compensatory time, vacation time, bereavement days, holidays, and other time off are factored into this equation, the complement of patrol personnel is approximately what is required given the number of calls for service received by the Police Department.⁴

By using this formula, the requirement for the Borough of Avalon Police Department is 4 full time officers for patrolling functions. This is just a guideline and should not be taken as an absolute. The IACP formula staffing number does not include detectives, investigators, juvenile officers, supervisors, or any officers not directly and routinely undertaking patrol activities. Any in-depth criminal investigations are forwarded to the Allegheny County Police Department for further investigation due to the lack of resources to investigate these types of crimes. The full calculation is shown in **Appendix C**.

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

A community should consider several factors when deciding its staffing level in the Police Department:

- Policing philosophy
- Police policies and practices
- Number of calls for service
- Population style and density

⁴ *International Association of Chiefs of Police, Patrol Staffing and Development Study, 2008.*

- Composition of population, particular age structure
- Stability and transiency of population
- Cultural conditions
- Policies of prosecutorial, judicial, correctional, and probation agencies
- Crime reporting practices of citizenry
- Municipal resources

WORK SCHEDULE

A sample of the police department’s work schedule is shown in **Appendix D**. The Chief of Police currently staffs his department with two officers on duty 24 hours a day. The shifts consist of 24 hours coverage from: 7am to 3pm; 3pm to 11 pm; and 11 pm to 7 am. The shift of 7am to 3pm consists of the chief and one other officer Monday through Friday. The 3pm to 11pm shift consists of two officers every day except Saturday and Sunday. The shift of 11p to 7a consists of two officers every day.

RATES OF PAY

The basic salary for members of the police department in Avalon are competitive with nearby communities.

Police Officers - police officers with more than five years of service are paid an annual salary as follows:

- 2018 – \$71,435.07
- 2019 - \$73,220.95
- 2020 - \$75,051.47

Sergeants - effective January 1, 2018 to December 31, 2020, a sergeant may be appointed or removed at the recommendation of Council. Sergeant compensation is a \$3,000 stipend above the full police officer rate.

Officers having less than five years of service as a patrol officer with the Borough receive compensation as follows:

- First year of service receive 82% of police officer wages;
- Second year of full service receive 85% of police officer wages;
- Third year of full service receive 90% of police officer wages;
- Fourth year of full service receive 95% of police officer wages;
- Fifth year of full service receive 100% of police officer wages.

The entry level compensation for a police officer in Avalon is about \$58,576 which is higher than most area entry level salaries including the City of Pittsburgh. Only Bellevue’s entry level salary is higher. The attractive entry level salary, good working conditions, and moderate crime activity should make Avalon competitive in attracting talent.

TABLE 6 - ENTRY LEVEL POLICE SALARIES FOR NEIGHBORING MUNICIPALITIES

MUNICIPALITY	ENTRY LEVEL SALARY
AVALON	58,576
BELLEVUE	63,987
BRIDGEVILLE	47,320
CORAOPOLIS	52,305
CRAFTON	43,802
PITTSBURGH	52,506

SOURCE: CROWD SOURCING RESEARCH FOR LOCAL MUNICIPALITIES BY GRS

OVERTIME

Overtime is generated primarily to cover the officers’ sick days, personal days, workers’ compensation leave, and vacation time. The overtime rate is time and one half for hours worked in excess of 80 hours in a pay period. The Chief has the ability to use part-time hours to cover vacant shifts before assigning overtime hours to full-time officers and has managed the scheduling to avoid overtime. As a result, the total overtime incurred by the police department has actually decreased over the past three (3) years due to effective police management.

TABLE 7 - POLICE OVERTIME TO COVER SHIFTS 2012 -2017

YEAR	2012	2013	2014	2015	2016	2017
Overtime	53,872	65,943	46,160	29,352	35,337	24,555

SOURCE: AVALON FINANCIAL RECORDS AND GRS ANALYSIS

INVESTIGATIVE ASSISTANCE

Since the Borough of Avalon does not have any detectives to conduct follow up criminal investigations, patrol officers dispatched to the call typically conduct the investigation themselves. Crimes of a serious nature are referred to the Allegheny County Police.

SUPPORT STAFF

The Police Department has a police secretary who provides clerical support for the department. The police secretary is part time working 30 hours per week.

POLICE TRAINING

Training needs to be an ongoing process within every police department. It is important that the officers remain proficient in performing their duties. Training can cover a wide range of topics. The only way a police department can ensure that they have competent and capable officers on the street is by making sure that they are properly trained.



The Avalon police officers attend all update mandatory training at the Allegheny County Police Academy. They attend training for firearms, CPR/first aid, and Taser. Other specialized training is lacking due to budgetary constraints but they recently attended an active shooter training with their school district.

The Allegheny County Police Training Academy offers many training opportunities including those mandated by the Municipal Police Officer Education and Training Commission (MPOETC). MPOETC offers grants to law enforcement agencies within the Commonwealth for classes that any department may need. These grants are easy to apply for and are almost always approved for funding.

COLLECTIVE BARGAINING AGREEMENT

A review of the Agreement between the Borough of Avalon and the Avalon Police Association revealed a reasonable document. None of the benefits or stipulations appear excessive or unreasonable.

POLICE FACILITIES

The police department is located within the Avalon Borough building. The facility is a newer building and well designed. The police department consists of the following:

- Evidence Room
- Chief’s office
- Holding cells (2)
- Work station areas located in the squad room
- Secretary area in the squad room



The police department has a video surveillance camera set up in certain areas on the outside and in the cells on the inside.

EVIDENCE STORAGE AND RESPONSIBILITY

There is a full-time officer who handles the evidence function for the police department. The evidence room is locked but the officers have access to a temporary storage area when they need to log in evidence.

INTERVIEW ROOM

The Police Department has one interview room which is capable of recording activity in the room.



RECORDS MANAGEMENT

The Police Department currently uses Visual Alert 2 which is a common police software that is used by many of the police departments in the region. The officers use lap tops in their patrol vehicles and have access to personal computers in the police department facility.

POLICE VEHICLE FLEET

The police fleet currently consists of four vehicles that the Borough has purchased. The graphics are attractive and all units are well cared for and well maintained. There are three vehicles marked with graphics and one unmarked. The Borough recently acquired a 2013 Ford with 114,000 miles for a future K9 unit. There are three vehicles designated for patrol.



TABLE 8 - POLICE DEPARTMENT VEHICLE FLEET

YEAR	MAKE	MODEL	MILEAGE
2018	Ford	Explorer	Purchased New
2016	Ford	Explorer	38,769
2014	Ford	Explorer	66,710
2013	Ford	Future K9 vehicle	114,886

RECOMMENDATIONS

RECOMMENDATION NO. 14 – CONSIDER MERGING, CONTRACTING, OR CONSOLIDATING THE POLICE DEPARTMENT.

The Borough should consider consolidating police services with a neighboring community. With increased budgets, use of cost saving measures, and availability of updated technology, it would make sense for Avalon to consolidate with a larger surrounding community. The Boroughs of Avalon and Bellevue are very similar in demographics, age of housing stock, education and income levels, public service expenditures, and resources. The boroughs share neighborhoods and business districts and could combine their resources to support a larger, modern, and well financed police department. It would benefit both communities to establish a committee to review the advantages and cost/benefits of a combined department. A combined department could provide additional advancement opportunities for officers, specialization of services, increased training, and resources for both communities. It makes sense to consider combining the departments as an option to assist with modernizing the equipment, facilities, training and techniques.

RECOMMENDATION NO. 15 – IMPROVE THE POLICE VEHICLE FLEET. There are currently three vehicles in the police fleet. The Borough should consider the purchase of a fourth vehicle to have in case of emergency, breakdown, or repair. At certain times, all three cars are being used with no extra vehicle to use as a backup. There should also be some concern about the vehicle slated to be used as a K9 vehicle considering the high amount of miles on the vehicle. From experience, it will be very expensive to outfit this vehicle for the K9 unit. If this vehicle has a serious mechanical failure, it will be unavailable for use as the K9 unit and the money expended for its repair will have been wasted.

RECOMMENDATION NO. 16 – UNDERTAKE AN UPDATE OF THE POLICE POLICY AND PROCEDURES MANUAL. The existing police department manual has not been updated for at least a decade and is seriously out of date and incomplete. A complete rewrite of the manual should be completed as soon as possible. The PCPA can supply a sample policy manual for a nominal fee that can be modified for the Department. A completely updated policy manual will offer much needed direction for the officers, protection from lawsuits for the City, and the ability to hold police officers accountable fairly and consistently.

RECOMMENDATION NO. 17 – BUDGET FOR CHIEF OF POLICE EXECUTIVE TRAINING. It is recommended that the chief of police attend police executive training such as the FBI National Academy in Quantico, VA, or POLEX police executive development training in State College. Because the Chief was promoted through the ranks, he has not had the advantage of specialized supervisory police training. These courses are designed to enhance the leadership and management skills of executive-level law enforcement practitioners. Key topics and concepts include: developing leadership skills, understanding the role and impact of organizational culture, liability issues and minimizing the department's risk, critical policy development and implementation, developing decision making and planning skills, issues for measuring police productivity and quality, how to more effectively handle problem employees and enhancing communication skills.

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

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

RECOMMENDATION No. 19 – CONSIDER THE PURCHASE OF VIDEO TECHNOLOGY FOR POLICE VEHICLES. The police vehicles currently have no video cameras. The police officers do not have body cameras. This technology should be embraced and supported by the police department for the safety of the officers and the community. It also creates transparency in the police department and can be used as a defense for complaints against police officers.

RECOMMENDATION No. 20 – ENCOURAGE CONTINUING EDUCATION OF THE OFFICERS. Educational guidelines for the officers should be created with increased pay incentives for achieving special accreditations and college education.

RECOMMENDATION No. 21 – FORMALIZE PART-TIME EMPLOYEE COMPENSATION AND BENEFITS. The part-time employee compensation and benefits should be reviewed, standardized, and formalized because it varies from employee to employee and is not covered by any collective bargaining agreement. All positions in the police department, both full-time and part-time, should be included in the collective bargaining agreement so that there is no confusion about what compensation has been authorized by Council and what benefits are associated with the position. When there is inconsistency, inequity, and lack of formal action, the environment is ripe for discrimination claims, unfair labor practices, and civil complaints.

RECOMMENDATION No. 22 – STANDARDIZE EQUIPMENT. All officers should have the same hand gun. All squad cars should be equipped with the same rifle and shotgun. Full time officers should be assigned their own portable radio so in the instance of a major incident, all officers will be able to contact dispatch.

RECOMMENDATION No. 23 - CONSIDER ACCREDITATION TO ENSURE THAT THE DEPARTMENT IS FOLLOWING BEST PRACTICES IN ITS POLICIES AND PROCEDURES.

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

In preparation for accreditation, members of the police department scrutinize every element of the department's operations to make certain they are consistent with contemporary standards. This includes everything from operating procedures and policies, training, facilities and equipment, to citizen complaint-filing procedures. The complete Accreditation Standards Manual developed by the PCPA is available at www.pachiefs.org. At the very least, compare Avalon's policies to make sure they are accreditation compliant.

CONCLUSION

The Avalon Police Department is made up of hard working and committed officers. The current chief provides leadership, commitment, and is respected by the officers and Borough officials. Effective use of the part-time police officers by the chief has helped to control costs through limiting the expenditures for employee benefits and controlling patrol overtime. Additional hires of part-time officers can improve effectiveness and efficiency and enhance the patrolling function in the community.

The police department is lacking some technology, equipment, and modern policies and techniques. Video cameras and body cameras are highly recommended for the department along with policies that provide guidance about the use of this equipment. There are grants available from both the county, state, and federal government for the purchase of modern policing equipment.

Ultimately, it would make sense for the Council President, Mayor, and Chief to open discussions with nearby communities about mergers or consolidations of police services. Several of the nearby communities are also operating with 6 or fewer full time officers which makes it difficult to cover all shifts in a 24-hour operation. No small agency can survive on its own – it takes the cooperation and support of several agencies to complete all of the essential requirements for providing modern police services.

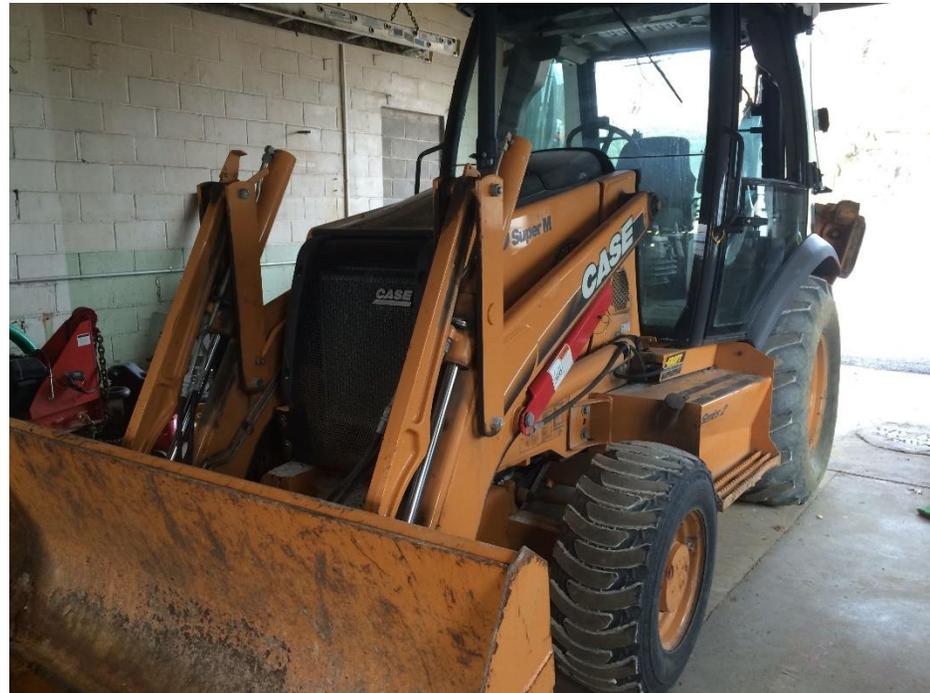
STREET DEPARTMENT

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

BACKGROUND

The Street Department consists of four full-time employees, including one full-time Superintendent who is not a member of the bargaining unit but is permitted to work alongside the bargaining members. The three full-time employees are members of a collective bargaining agreement under the Teamsters Local 249. The current contract is a five-year agreement that expires December 31, 2018. There is an adopted Borough of Avalon Employee Handbook of Policies and Procedures effective June 12, 2017 which is referenced in the Collective Bargaining Agreement. Temporary employees are permitted as part of the contract but are not covered by the agreement leaving their assigned duties and pay scale at the discretion of the Borough.

The Department does not have specialized divisions or positions - all employees are considered laborers. There is a requirement for 3 full time laborers to be maintained throughout the contract. There is only one additional classification which is Working Foreman which is compensated an additional \$1.65 per hour. Employees must meet the 90-day probationary period as a new employee. There is a four year pay progression that begins at 70% of the base rate of pay until the top wage rate is attained. There is a wage chart for current employees, with the new employee starting wage rate each year being 20-25% less than current



employees. Employees are compensated an additional \$4.00 per hour for winter maintenance work – specifically for plowing and salting.

The work day is defined as 7:00am -3:30pm with a half hour unpaid lunch. The regular work week for all employees consists of eight hours per day and forty hours per week. Overtime is paid at time and one-half for any hours worked over 8 hours per day and 40 hours per week. The Borough retains the right to implement schedule changes but must provide a two-week notice to the union. Employees have a two-hour minimum for all call outs.

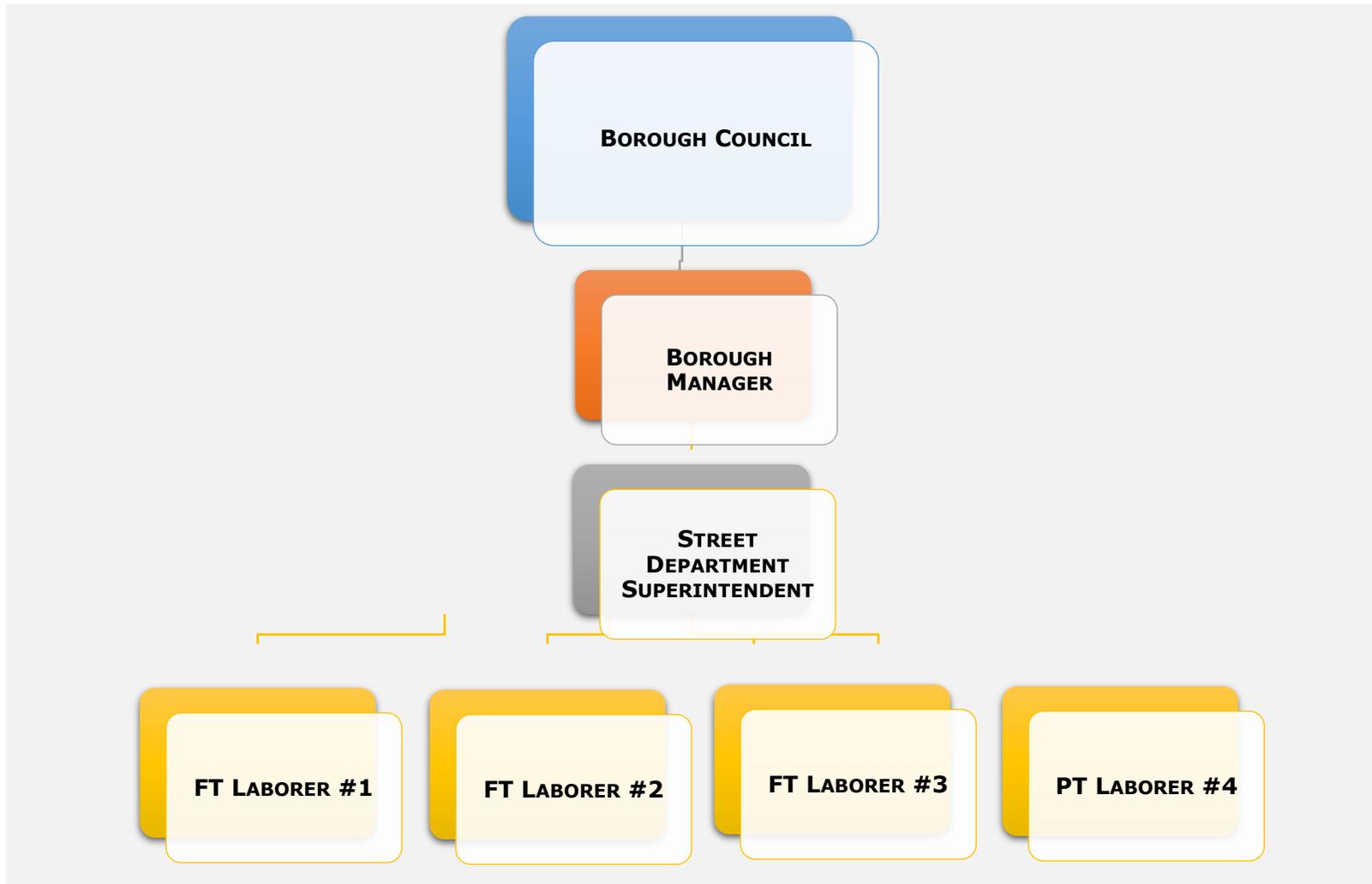
All full-time employees are granted 10 full days and 2 half day holidays along with two personal days per year. Employees required to work any holiday are compensated two times their hourly rate. Vacations are defined and provide 2 weeks for 1 year but less than 4 years of service; 3 weeks for 4 years but less than 9 years; and is capped at 4 weeks for anything over 9 years. One interesting provision is that employees are permitted to schedule no more than two weeks at a time but can also break all of their vacation time up into single days. Management reserves the right to approve any time off requests. Employees reaching their 90-day probationary period can earn up to 18 sick days per year which are earned at the rate of 1.50 days per month. This is an excessive amount of sick time that can be earned. Employees can accumulate 180 days of sick leave and 130 of the sick leave days are bought back by the Borough upon retirement at \$40 per day for a maximum of \$5,200. The contract permits the



use of two sick days per week to be used when an employee is off on workers compensation. An employee on workers compensation has little incentive to return to work as they are receiving more compensation on workers' compensation than they receive when working.

The Collective Bargaining Agreement has a detailed grievance procedure. The Immediate Supervisor is the first step. The second step is the Borough Representative and Union Agent. The third step is arbitration where costs are shared equally. Pension and healthcare plans are specified in the contract with provisions for notice for changes. There are defined shared contributions for premium identified and these consistent with industry standards.

FIGURE 5 – STREET DEPARTMENT ORGANIZATIONAL CHART



OBSERVATIONS

The Department performs general work activities that are tracked by the Department for time keeping purposes. Activities are typical of most public works operation and include general litter cleanup, yard waste, street sweeping, weed trimming, asphalt patching, sanitary and storm line cleaning, snow removal, parks work, pool operation, facility maintenance, vehicle maintenance and garage maintenance.

Based on meetings with the Street Superintendent, as well as the laborers and management, the major functions of the department are as follows:

- *Road Maintenance:* According to the last PennDOT revised [Liquid Fuels Map as of June 2007](#), there is a total of 12.97 miles of roadway within the Borough. The Borough maintains 11.45 miles of paved, brick and concrete constructed local roadways. There are 1.51 miles of state roads within the Borough. The most recent annual liquid fuels allocation for the Borough was \$120,000, which is transferred to the general fund and primarily used for street lighting costs. The road paving program is developed with assistance of the Borough Engineer and all road paving contracts are bid out to contractors. There is currently no long term planning done for street maintenance or reconstruction.
- *Street Sweeping:* The Department operates and maintains a street sweeper. The street sweeper is used seasonally April 1 through November 30. There were some intermunicipal agreements on the use of this equipment that are no longer believed to be in place.
- *Park and Landscape Maintenance:* The Department performs landscape related services for all Borough-owned properties including an abundant of park and building maintenance. The Borough has used seasonal employees to assist in grass cutting and weed eating operations in the past.
- *Snow Removal:* The Department plows roads using a system of undocumented but familiarized routes with the operators. Salt is purchased through the SHACOG contract and is stored in a covered facility that can hold approximately 500 tons of material located near the public works building. The Department estimates it uses 800 tons annually. The crew puts down straight salt and does not mix anything such as anti-skid or low temperature additives like Calcium Chloride. Salt spreaders are not calibrated and it takes approximately 12 tons of salt to complete all routes for one call out.
- *Street Patching:* Maintains streets through the use of cold and hot patch. The Borough does a relatively good job keeping up on reactive road patching issues.



- *Traffic Signals and Sign Maintenance:* The Borough’s traffic system maintenance work is outsourced and is reactive when issues arise. The Department maintains street signs and regulatory signs but there is no master list that would show the location of the signs and/or the date that a sign was put into use.
- *Facility Maintenance:* The Department maintains all municipal facilities including the Borough building, the police station, the firehouse, the library, and the public works facility.
- *Sanitary Sewer Maintenance:* The Department Performs repairs and maintenance on the sanitary sewer conveyance system.
- *Storm Sewer Maintenance:* The Department effectively maintains hundreds of storm inlets as part of the Municipal Separate Storm Sewer Systems (MS4) program that requires the monitoring of storm water.
- *Vehicle and Equipment Maintenance:* The Department manages and maintains a relatively small fleet of equipment used for operations. The employees perform light repair on the Department owned fleet. Most repairs and inspections are outsourced to a third party.
- *PA One-Calls:* The Department responds to and marks “PA One Calls.”
- *Line Painting:* The Department paints curbs and lines on streets and sidewalks when time permits with Department owned equipment.
- *Contract Services:* The Department performs winter maintenance and general services for Ben Avon Heights under agreement.



THE BUDGET

The operating budget for the public works department has all the major categories of a typical public works operation. The majority of this department’s budget is made up of compensation, benefits, rock salt materials, electricity for street lights, and general street repairs. There are very few funds targeted for vehicles and equipment purchases.

TABLE 9 - PUBLIC WORKS OPERATING BUDGET

430.000 — PUBLIC WORKS	2012	2013	2014	2015	2016	2017
430.121 — Foreman's Salary	31,430	43,269	45,000	45,000	48,325	52,586
430.130 — Labor Salaries	118,045	109,031	112,307	128,296	106,376	135,764
430.145 — Part Time Employees	43,136	44,335	22,203	19,235	13,637	36,953
430.152 — Dental Insurance	1,307	1,615	1,707	1,802	1,356	1,847
430.156 — Hospitalization	33,148	25,961	29,963	39,186	34,410	35,359
430.158 — Life and Accident Insurance	2,481	433	998	1,178	1,223	1,417
430.160 — Deferred Comp- Boro Share	3,000	2,520	1,440	1,560	2,220	3,960
430.161 — FICA - Boro share	15,229	16,059	14,299	15,443	13,871	18,944
430.163 — PSAB - Unemployment	2,387	1,454	1,308	1,524	1,821	1,937
430.174 - Educational Pay						809
430.183 — Overtime	6,704	12,943	7,936	9,828	8,474	8,135
430.185 - 2016 Retroactive Pay						4,361
430.186 — Sick Day Buy Back	0	0	0	0	5,020	3,720
430.191 — Uniform and Shoe Expense	399	1,473	311	1,583	1,433	1,889
430.220 — Operating Supplies	14,191	11,730	20,896	18,217	14,346	13,823
430.231 — Vehicle Fuel - Gas	9,646	7,232	5,620	4,792	4,691	3,862
430.232 — Vehicle Fuel - Diesel	4,091	10,546	11,827	7,895	5,644	7,547
430.245 — Salt Deicers	44,179	49,793	80,930	93,463	52,585	40,196
430.246 — Other Service Supplies	7,426	7,669	2,046	1,118	1,014	1,486
430.260 — Purchase Minor Equip.	4,328	2,486	200	749	869	3,078
430.370 — Outside Vehicle Repair	7,032	3,765	16,470	5,729	5,471	19,295
430.375 — Street Sweeper Repairs	14,712	10,332	1,340	5,846	3,935	3,283
430.380 — Rental Special Equipment	1,083	1,246	925	4,682	1,436	2,575
430.450 — Contracted Services	191	17,827	759	216	3,099	4,092
430.740 — Purchase Major Equip.	28,263	35,893	450	26,197	84	1,400
Total 430.000 — PUBLIC WORKS	392,406	417,612	378,934	433,540	331,340	408,318

433.000 – HIGHWAY SIGNALS	2012	2013	2014	2015	2016	2017
433.360 – Union Ave Signals	341	450	1,357	842	415	457
433.361 – Electricity	10,832	1,735	2,580	2,297	2,200	2,153
433.362 – Street Signs	490	894	0	4,078	4,407	1,779
433.370 – Repairs, Maint.	14,611	2,307	1,175	1,157	2,303	653
Total 433.000 – HIGHWAY SIGNALS	26,274	5,386	5,112	8,374	9,325	5,042
434.000 – STREET LIGHTING	2012	2013	2014	2015	2016	2017
434.361 – Electricity	73,042	73,434	87,202	70,888	81,051	71,401
Total 434.000 – STREET LIGHTING	73,042	73,434	87,202	70,888	81,051	71,401
438.000 – HIGHWAY MAINTENANCE	2012	2013	2014	2015	2016	2017
438.400 – North Birmingham Wall	0	0	248,289	0	0	0
438.305 – Kilbuck Township Repair/Maint	0	0	0	0	161	0
438.245 – Road Material Hot Mix	1,833	0	0	1,113	2,809	2,457
438.246 – Road Mat Winter Mix	946	0	0	0	0	156
438.250 – Street Repair	0	0	6,000	52,418	5,352	146,042
438.255 – Walkway/Street Repair &	14,560	4,103	9,994	14	0	0
438.260 – Road Construction	0	0	0	0	247,998	0
Total 438.000 – HIGHWAY MAINTENANCE	17,339	4,103	264,283	53,545	256,320	148,655

SOURCE: AVALON FINANCIAL RECORDS AND GRS ANALYSIS

Other expenses that are not identified in the budget, that are usually found in a municipal public works budget include training, office supplies, radio repairs and purchases, and line painting.

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

- Crack sealing roadways in order to extend their useful life
- Attendance at training classes that are offered from time-to-time
- Increased routine facility inspections and
- Maintenance of parks and buildings



LIQUID FUELS FUNDS REVIEW

The Liquid Fuels funding has slowly increased over the last few years. The borough typically uses this funding for street lighting and winter road material expenses. This is an excellent use of these funds since it makes the state audit simple and uncomplicated.

TABLE 10 - LIQUID FUELS FUND HISTORY

	2012	2013	2014	2015	2016	2017
REVENUE	ACTUAL	ACTUAL	ACTUAL	ACTUAL	ACTUAL	ACTUAL
341.101 — Interest Income	45	18	50	45	34	68
355.020 — Liquid Fuels Tax	86,143	84,754	91,346	100,632	117,561	122,973
Total Income	86,188	84,772	91,396	100,677	117,595	123,041
EXPENSE	2012	2013	2014	2015	2016	2017
470.100 — Bank Service Charge	0	0	9	0	0	0
492.001 — Transfer to General Fund	72,840	67,651	97,351	70,888	135,836	115,869
Total Expense	72,840	67,651	97,360	70,888	135,836	115,869
EXCESS OF REVENUE OVER EXPENDITURES	13,348	17,122	-5,964	29,789	-18,241	7,172

SOURCE: AVALON FINANCIAL RECORDS AND GRS ANALYSIS

MUNICIPAL COMPARISON

A budget review of comparable boroughs in Allegheny County of similar size and demographics is shown below. Of the nine comparable communities Avalon spends about the same on public works as Bridgeville, Millvale, and Port Vue but spends significantly less than Crafton, Etna, and Glassport. Sewer expenses are about the same as the comparable communities that were reviewed. Avalon does not have in-house solid waste expenditures.

TABLE 11 - PUBLIC WORKS & HIGHWAYS BUDGET IN COMPARABLE BOROUGHS

BOROUGH	POPULATION	EXPENDITURES	PUBLIC WORKS-HIGHWAYS AND STREETS	SEWER	SOLID WASTE
CRAFTON	5,951	7,088,410	1,381,863	1,367,175	499,256
CORAOPOLIS	5,677	5,904,900	539,723	0	363,195
TURTLE CREEK	5,349	5,520,182	497,880	757,832	466,786
BRIDGEVILLE	5,148	4,790,487	718,691	1,290,711	387,354
AVALON	4,705	4,207,925	685,056	707,624	11,433
GLASSPORT	4,483	6,063,434	3,074,017	795,686	213
PORT VUE	3,798	3,332,540	596,691	904,388	206,103
MILLVALE	3,744	5,748,652	572,228	626,891	277,798
ETNA	3,451	3,948,383	1,047,301	509,965	271,708
SHARPSBURG	3,446	3,708,885	337,099	519,559	227,773

SOURCE: DCED MUNICIPAL STATISTICS WEBSITE; WWW.MUNISTATS.PA.GOV

RECOMMENDATION

RECOMMENDATION No. 24 – PROVIDE TRAINING OPPORTUNITIES FOR PUBLIC WORKS EMPLOYEES.

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

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

RECOMMENDATION No. 25 – INSTALL AN AUTOMATED SYSTEM TO TRACK COMPLAINTS, WORK ORDERS, AND REQUESTS FOR SERVICE.

A system, once in place, will allow any staff person to enter requests for service, enter new information as the complaint is addressed, and close out the complaint once the issue is resolved. The system will serve as a valuable management tool, as reports will be able to be printed on a regular basis, showing all activity within the department. The system will also serve as a valuable tool for accessing historical information that someday may need to be used by management. There is currently no work order system being used across the Borough. This item is discussed extensively in the Blight Strategy section of the report.

RECOMMENDATION No. 26 – INCLUDE PUBLIC WORKS APPLICATIONS WITH THE PURCHASE OF SOFTWARE THAT INTERFACES WITH EXISTING GIS MAPPING.

Avalon Borough has an extensive GIS mapping system that is now maintained by LSSE. Public Works management should be intimately familiar with the various layers that are available to the Department. The Borough software interface discussed extensively in the Community Development Special Conditions report that allows for both desktop and mobile field access for employees should be purchased and implemented. This software should include a work order system for the Public Works department. Access to the GIS mapped data is a key to the success of the Public Works operation and for even the most routine projects.

RECOMMENDATION No. 27 – A COMPREHENSIVE VEHICLE AND EQUIPMENT MAINTENANCE RECORDS SYSTEM SHOULD BE USED AS BASIS FOR THE BOROUGH’S REPLACEMENT SCHEDULE FOR PUBLIC WORKS EQUIPMENT AND VEHICLES.

Maintenance records should be kept for each of the vehicle whether the work is completed in-house or shipped elsewhere. These records play a big part in the replacement of vehicles. The work order system recommended could have an integrated fleet management component included which could also be used by the police department to assist in their management as well.

RECOMMENDATION No. 28 – IMPLEMENT A CAPITAL REPLACEMENT PROGRAM FOR THE PUBLIC WORKS DEPARTMENT VEHICLE AND EQUIPMENT PURCHASES.

A review of the current fleet indicates that the Borough has a relatively newer truck fleet and suitable equipment for its operations. While this fleet was not replaced all at once there is an opportunity to implement proper planning both for operations and for financing purposes. The Borough needs a program whereby it commits to an ongoing program of vehicle lease/purchases that will:

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

RECOMMENDATION No. 29 – DEVELOP A LONG-RANGE PAVEMENT MANAGEMENT PLAN FOR STREET PAVING.

A long-range plan for street paving will ensure that community goals and needs are met, inform the public of the prioritization of upcoming projects, encourage efficient administration, and allow the Borough to be proactive in working with existing utilities to inform them of upcoming work for mutual benefit. Streets should be set up in a pavement management environment where conditions are recorded and maintenance routinely scheduled. The work order management system may have an integrated or additional module that can be used to help in the annual rating and long range planning of the resurfacing program. Funding such a program can be achieved through a special real estate tax levy dedicated to road improvements.

RECOMMENDATION No. 30 – CONSIDER CRACK SEALING AND MICRO SURFACING STREETS.

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

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

The Borough may also want to try sealcoating streets that have just been paved. Tests conducted by various municipalities indicate that sealcoating newer streets will provide even longer asphalt life.

RECOMMENDATION NO. 31 – EVALUATE THE BOROUGH GARAGE FOR IMPROVEMENTS.

The Public Works Director should be charged with general maintenance and upkeep of the Borough Garage. The garage is generally organized but requires a lighting upgrade. At the time of this evaluation, more than half of the garage lights were not in working order and were not an efficient style. The storage units and cabinets are a mixed variety and are not labeled with what is inside, making for extra work when parts and equipment are needed from them. The employee break room and office at the garage are both in need of similar updates with lighting and paint.

RECOMMENDATION NO. 32 – IMPLEMENT LINE PAINTING PROGRAM IMPROVEMENTS.

The Borough performs its own line painting with standard paint and glass beads. Two improvements should be considered:

- There is not a map of the markings installed and there is no record kept on when these were last updated. The Borough's GIS system could be utilized to capture the location of these markings and the recommended work order system could be used to track the updates.
- The type of paint used by the Borough will typically last one and maybe two seasons depending on traffic. Stop bars in particular often require more regular attention. The Borough should consider contracting thermoplastic markings for those areas (i.e. stop bars) that tend to get worn down more quickly.

RECOMMENDATION NO. 33 – PLAN FOR STREET LIGHTING IMPROVEMENT.

Duquesne Light was in the process of converting the current High Pressure Sodium (HPS) street lights to high efficient Light Emitting Diode (LED) lighting. While the Borough pays a negotiated flat rate for each street light, the rate is much lower for LED lights than HPS and would serve to lower the overall street light bill the Borough pays. In addition, LED street lights have a life expectancy of three times that of the HPS bulb. The Borough should reach out to Duquesne Light and work towards an overall Borough changeout. Furthermore, all decorative street lighting owned by the Borough or installed by the Borough in the future as part of the recommended streetscape corridor upgrades should be LEDs to conserve energy.

RECOMMENDATION NO. 34 – CONDUCT A STREET SIGN INVENTORY AND UPDATE.

Street name signs are an essential requirement for any municipality to install and maintain. Signs provide direction for those traveling through the Borough as well as providing emergency responders with proper street identification. The Borough is mostly signed but there are streets and alleys that are not signed or have signs missing. The Public Works Director should make it a high priority to conduct a street sign inventory. The GIS system is an excellent tool to record and maintain installations, upgrades, and replacements of traffic signs and signals. The recommended work order system should be used when a sign is missing or replaced to confirm the work was done and to track the age of this asset.

RECOMMENDATION NO. 35 – BUDGET FOR AND REPLACE THE STREET SWEEPER.

The Borough owns a valuable piece of machinery that is scheduled regularly April through November. The Borough's street sweeping machine is managed and operated well by staff. The use of this machine in the commercial and residential corridors is a major component that contributes to the look of the Borough as well as providing positive public relations. It also provides a way to obtain credits towards MS4 compliance. But this is a "high use" piece of equipment that has a typical life of 5-7 years because of the heavy "wear and tear" before maintenance costs begin to skyrocket and its trade value diminishes. An alternative to replacing this equipment is to work with the QVCOG or the adjacent communities to undertake a joint purchase and joint operation of the street sweeper so that costs for purchase, operation, and maintenance can be shared by more than one community. A schedule can be implemented that allows for use by several communities.

RECOMMENDATION NO. 36 – MAINTAIN AND UPGRADE MUNICIPAL FACILITIES.

Routine inspections with documented check lists of what was inspected is essential to an effective maintenance plan for facilities. Regular documented inspections help to preserve assets and to reduce injury and liability claims. Municipally owned facilities such as the Borough Building, the Police Department, the Mayernik Library, and the Street Department Garage require regular attention. A detailed and facility specific check list for weekly inspections should be developed for each location. The check list should include checks on the grounds, sidewalks, ceiling tile, lighting inside and outside, flooring, plumbing, HVAC, windows and doors.

RECOMMENDATION NO. 37 – HIRE SEASONAL AND PART-TIME SUMMER EMPLOYEES.

The Department has many tasks that are better suited for unskilled laborers. Summer employees could be used to hand paint lines and curbs as well as help the department to be more proactive and clean catch basins and ditches, as well as perform inside building maintenance like painting and upkeep at the Borough's facilities and parks.

RECOMMENDATION NO. 38 – IMPROVE WINTER MAINTENANCE OPERATIONS.

There are several practices that could be implemented to help improve winter operations and reduce overall costs. The first thing that should be considered is to train staff annually on winter operations. One key element of training involves learning to calibrate the tailgate spreaders. Uncalibrated equipment wastes material. The second item to consider is the use of liquids to prewet the rock salt at the spinner with liquid brine. Prewet systems are relatively inexpensive and have been proven to reduce rock salt needed per lane mile by 20% as it reduces the bounce effect, keeping the material in the drive lane. The third item to be considered is formalizing a route map. This can be accomplished with the GIS system and will allow the Superintendent to further discuss route efficiencies with the operators.

RECOMMENDATION NO. 39 – EVALUATE THE WINTER SERVICE AGREEMENT WITH BEN AVON HEIGHTS.

The Ben Avon Heights Winter Service Agreement rates appear to be low. Private contractors cost out winter services a few different ways. One way is time and material, another is a flat hourly rate that is around \$400 per hour. Typically when communities perform this type of work for another community, they utilize the PEMA rates for equipment, determine how many tons are used per round and keep very tight records on the amount of trips performed for monthly billing. The agreement with Ben Avon Heights should be reviewed using a standard method to ensure the Borough is not subsidizing this service.

RECOMMENDATION NO. 40 – RENEGOTIATE THE PNC PARKING LOT LEASE AGREEMENT.

The Borough currently has a long-term lease with the property owner for this parking lot. There are 10 spaces that were originally thought to lease at \$75 per space which would have generated \$9000 annually. They are only leased at \$40 per space and only generate \$4600 annually. The Borough owes around \$6500 annually on this lease and loses money in this arrangement. The Borough comes up short in this lease arrangement by almost \$2000 and should reconsider the terms or cancel the lease agreement.

RECOMMENDATION NO. 41 – REVISE THE LEASE TERMS AND RATES FOR THE MAYERNIK LIBRARY BUSINESS TENANT.

There is no current lease for the Library or for the tenant downstairs, BIU. They are both operating under the prior terms and conditions of the prior leases including the rate being paid. It is not difficult to determine the cost per square foot of office space being leased in the Borough in the private sector and these rates should be sought to determine a revised lease rate. The location is very desirable, has a lot of amenities like having its own parking lot and private access which makes it very desirable. New leases for both BIU and the library should be considered.

TECHNOLOGY REVIEW

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

BACKGROUND

For the past five (5) years, expenses for technology have fluctuated. The Borough has allocated limited resources to maintain two computer networks. The networks are stable and able to respond to the ever-increasing demand for information. This responsiveness in turn enables the Borough staff to complete their day-to-day tasks.

The computer networks are comprised of servers that work together to provide users access to the information that needs to be accessed on a day to day basis. The servers are set up for administration and for the police department.

Technology services in the Borough are provided through a number of different sources including the ALERT record management software, JNET, ADP payroll services, email, video cameras, radios, and internet services.

ADMINISTRATION

- The administrative network is connected to the internet via a modem attached to the network, which provides the appropriate speed and bandwidth for Borough users.
- All of the users have access to a printer or network copier.
- The typical computer in the administrative area is built with 16 GB of RAM, a 500 GB or 1 TB hard disk drive, and utilizes the OSX operating system.
- The administrative department computers are backed up to a local external drive.

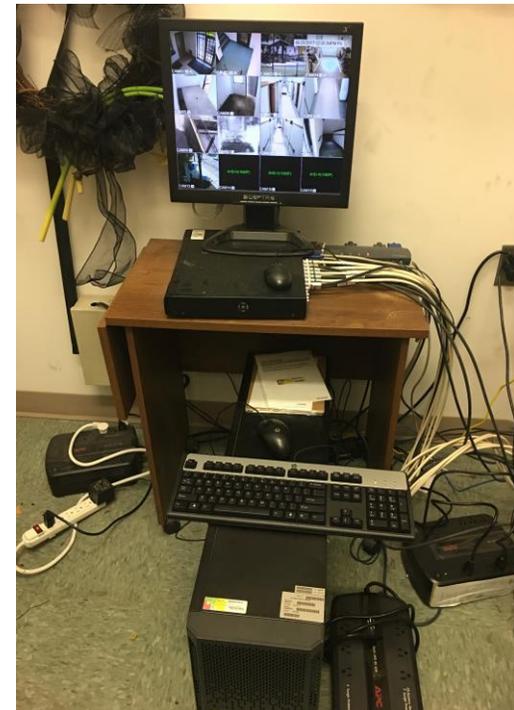


Table 12 provides an inventory of the computers located in the administrative offices.

TABLE 12 - ADMINISTRATIVE OFFICE COMPUTERS

COMPUTER LOCATION	MAKE	MODEL	OPERATING SYSTEM	PROCESSOR	RAM	HARD DRIVE
Manager	Apple	Mac Book Pro 15 inch Mid 2012	El Capitan 10.11.6	Intel core i7 2.3 ghz	16 GB	500 GB
Assistant Manager	Apple	Mac Book Pro 15 inch Mid 2012	Yosemite 10.10.5	Intel core i7 2.3 ghz	16 GB	500 GB
Clerk	Apple	Mac Mini Server Late 2012	Yosemite 10.10.5	Intel Core i7 2.3 ghz	16 GB	1 TB
Clerk	Apple	Mac Mini Late 2012	Yosemite 10.5.5	Intel Core i7 2.3 ghz	16 GB	1 TB
Tax Collector	Apple	Mac	Yosemite 10.5	Intel Core i7 2.3 ghz	16 GB	1 TB

As more and more information is generated by the Borough, the information itself becomes very valuable. In the event of a fire, theft or disaster, the staff would lose all the information stored on the server. For this reason, it is critical to have a dependable system in place to safeguard valuable information. Over the last few years “cloud based” backup, recovery and restore options have emerged as a secure, cost-effective, and reliable solution. “Cloud-based” back-up replaces tape and optical drive back-ups which are often expensive, can become obsolete, and can be lost or stolen when being transported off-site. Cloud-based back-ups are also valuable for disaster restoration purposes. If the computer network is destroyed for any reason, a cloud-based backup can be used to restore user information as well as key network settings and security protocols.

POLICE DEPARTMENT

The Police Department is a 24 hour a day, seven days a week operation that relies heavily on technology services.

- The police computers are connected to the internet via a modem connected to the network.

- The police use the ALERT V2 software for their day to day record management system. The software includes all state-mandated reporting capabilities and enables the department to incorporate the exact procedures and forms required for different functions. The system automatically pulls in information that has already been entered in the database to prepare key reports and complete required forms.
- The police department software is a comprehensive solution. The system makes it easy for officers to respond quickly to service calls, prepare reports, manage records and control the flow of information – from anywhere, on any networked device.
- The police server is backed up on a regular basis.
- The police have MDT's in their patrol vehicles.
- The police department connects to the PA Justice Network (JNET) through the network. JNET is designed for use by the criminal justice and law enforcement community. Some of the items accessible to the officers through JNET include birth certificate information, domestic relations warrants, PA state police criminal history records, facial recognition software, and drivers' license records. This application can also be accessed by officers out in the field.
- None of the police vehicles contain video cameras.
- None of the police officers have body cameras

**PERSONAL COMPUTERS**

The police department has 5 computers in the station and an additional 3 laptops for the patrol vehicles. The laptops in the patrol vehicles have similar specs to the computers located within the police department offices and contain more hard drive space.

TABLE 13 - POLICE DEPARTMENT OFFICE COMPUTERS

COMPUTER LOCATION	MAKE	MODEL	OPERATING SYSTEM	PROCESSOR	RAM	HARD DRIVE
Police Chief	Desktop	Optiplex 3040	Windows 7 Pro	Intel i5 3.2 ghz	8 GB	450 GB
Squad Room #1	Desktop	790 Optiplex	Windows 7 Pro	Intel i3 3.3 ghz	6 GB	120 GB
Squad Room #2	Desktop	Gigabyte Technology	Windows 7 Pro	Intel i5 3.0 ghz	8 GB	120 GB
Squad Room #3	Desktop	Gigabyte Technology	Windows 7 Pro	Intel i5 3.0 ghz	8 GB	500 GB
Police Interview Room Recorder	Desktop					
Police MDT#1	Laptop	HP Envy Notebook	Windows 7 Pro	i5 2.3 ghz	12 GB	900 GB
Police MDT #2	Laptop	HP Envy Notebook	Windows 7 Pro	I5 2.3 ghz	12 GB	900 GB
Police MDT #3	Laptop	HP Envy Notebook	Windows 7 Pro	I5 2.3 ghz	12 GB	900 GB

VIDEO CAMERAS

There are thirteen video cameras throughout the police department, hallways, holding cells and outside the building. The cameras are all recorded on a digital recording device.

OBSERVATIONS

BUDGET INFORMATION

A review of technology expenditures shows that the Borough spent a little over \$15,000 in 2013 and has averaged less than half of that amount every year since then. Information technology provides the backbone of information needed to keep all departments functioning on a high level. If possible, additional funds should be allocated in the budget process on an annual basis to ensure that all the Borough employees have functional hardware and software. This annual allocation of additional budget funds will help to ensure that the desktop software is current enough to communicate with the other PCs, the network,

and peripherals such as printers and scanners. There should also be a rotating schedule for replacement of hardware and software so that the annual budget amount for these items becomes a standard allocation for a constant amount over time.

GENERAL NETWORK ISSUES

The Borough’s computer networks are supported by outside consultants. From a general networking standpoint, there are network-based improvements that need to be made over time that will help with the management of the system. These improvements include the purchase and implementation of exchange server software (or exchange server in the cloud), a message archiver, and a web filter.

BOROUGH WEBSITE

The Borough website is designed by a third-party vendor. While the web site is set up to cover several informational areas, the information presented is informative and up to date. Current information such as meeting minutes and financial information is found on the site.

POLICIES AND PRACTICES

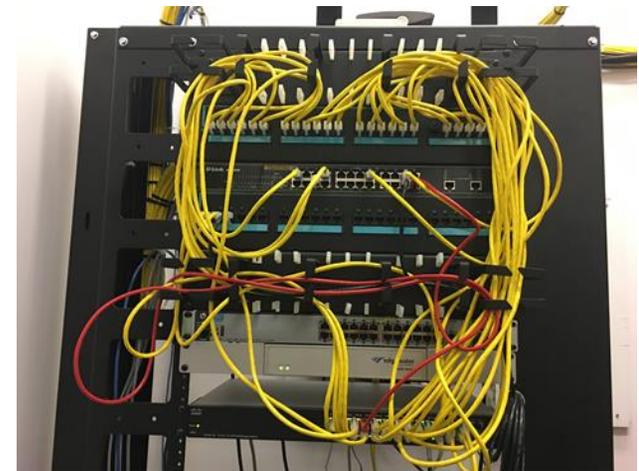
The Borough should work to ensure that all its employees are up to date on its electronics use policy as well as a social media policy. This is for the protection of the employees and for protection of the Borough – many of the most expensive lawsuits are related to technology, internet access, and social media. A sample Technology Policy is included in **Appendix G**.

RECOMMENDATIONS

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

RECOMMENDATION NO. 42 - MOVE FROM A MAC ENVIRONMENT TO A WINDOWS ENVIRONMENT

The Borough administrative office has used Apple computers for years. These computers are approaching an age where they should be replaced. While Apple computers have been reliable machines for the staff, the recommendation is to replace them with Windows based computers that will run the same software and be able to become part of a larger network. The Windows computers are less expensive and are easier to manage on a network.



RECOMMENDATION NO. 43 - INVENTORIES SHOULD BE MAINTAINED THAT CLEARLY IDENTIFY COMPUTER EQUIPMENT, SOFTWARE, AND STANDARDS DOCUMENTATION ON THE NETWORK.

A complete record of computers, networking devices, servers, and software on respective workstations should be developed and routinely maintained. A complete inventory is needed to make informed decisions at budget time as well as to help to keep an equipment replacement schedule up to date. The inventory schedule can also be used when updating the Borough’s insurance appraisal list every year. It is important for the Borough to continuously review and budget for these improvements by developing a replacement schedule. Computers should be replaced every four to six years in order to keep IT expenditures at a constant level and avoid a spike in expenditures. **Table 14** provides a sample three-year replacement schedule.

TABLE 14 – COMPUTER REPLACEMENT SCHEDULE (2019-2021)

YEAR 1	YEAR 2	YEAR 3
2019	2020	2021
Borough Manager	Police Chief	Police MDT #1
Borough Assistant Manager	Police Squad Room #1	Police MDT #2
Admin Clerk (Payroll)	Police Squad Room #2	Police MDT #3
Admin Clerk (Counter)	Police Squad Room #3	Police Interview Room
Tax Collector (Optional)	Public Works Department	

RECOMMENDATION NO. 44 - CONSIDER UPGRADING TO MICROSOFT OFFICE 365.

In order to take total control of the email function, as well as make sure that employees are utilizing the most current version of the software, Office 365 should be purchased and implemented. Office 365 will utilize exchange server software, which will:

- Standardize the e-mail addresses for all users that access the system.
- Allow users to browse a company directory to find an individual’s e-mail address.
- Provide system users the ability to share other employees’ schedules and set up meetings.



- Allow the Borough to back-up all e-mail from a central location for archiving purposes. In the event of a lawsuit or even a simple public request for information, the Borough will be able to access all e-mails. In this case the email will be backed up in the cloud.
- Allow the Borough to make instantaneous changes to the system when needed.



RECOMMENDATION NO. 45 - POLICIES AND PROCEDURES NEED TO BE DOCUMENTED TO BE CONSISTENT WITH THE CURRENT OPERATING ENVIRONMENT.

A user-friendly manual should be developed as a reference tool. The manual will need to be periodically updated to reflect the current operating procedures; passwords of the various servers; how the servers and desktops are being backed up, and how to track

the various software licenses that are in use across the network. This is important as the Borough currently utilizes two very different networks.

RECOMMENDATION NO. 46 - A DISASTER RECOVERY PLAN SHOULD BE PUT IN PLACE.

The Borough uses information technology to quickly and effectively process information. Servers process information and store large amounts of data. Desktop computers, laptops and wireless devices are used by employees to create, process, manage and communicate information. What will the Borough do when its information technology stops working?

An information technology disaster recovery plan should be developed. Technology recovery strategies should be developed to restore hardware, applications and data in time to meet the needs of the Borough's recovery.

DISASTER RECOVERY PLANS ARE CRITICAL

- Disaster recovery plans are like insurance: you don't think about needing it until it's too late.
- A disaster can prove to be crippling to your company if you are not prepared.
- Disasters include: natural disaster, cyber attack, hardware failure, mass deletion, and transition.



The Borough creates and manages large volumes of data. Much of that data is important. Some data is vital to the survival and continued operation of the Borough. The impact of data loss or corruption from hardware failure, human error, hacking or malware could be significant. Data backup and restoration of electronic information is essential.



RECOMMENDATION No. 47 –UTILIZE SOLID STATE HARD DRIVES.

As computers are replaced, the Borough should consider using solid state drives (SSD) instead of traditional spinning hard disk drives (HDD). SSD's have no moving parts, boot faster than traditional drives, and access files a lot faster. Other benefits of using SSD's include no fragmentation, there are no read / write heads, and they are more energy efficient than hard disk drives.

RECOMMENDATION No. 48 – EVERY EMPLOYEE SHOULD AGREE TO TERMS AND CONDITIONS WHEN LOGGING ONTO A COMPUTER.

When users log onto either of the computer networks a screen should appear with the following language that re-affirms the fact the computers are for use for Borough related work and that the Borough owns the information:

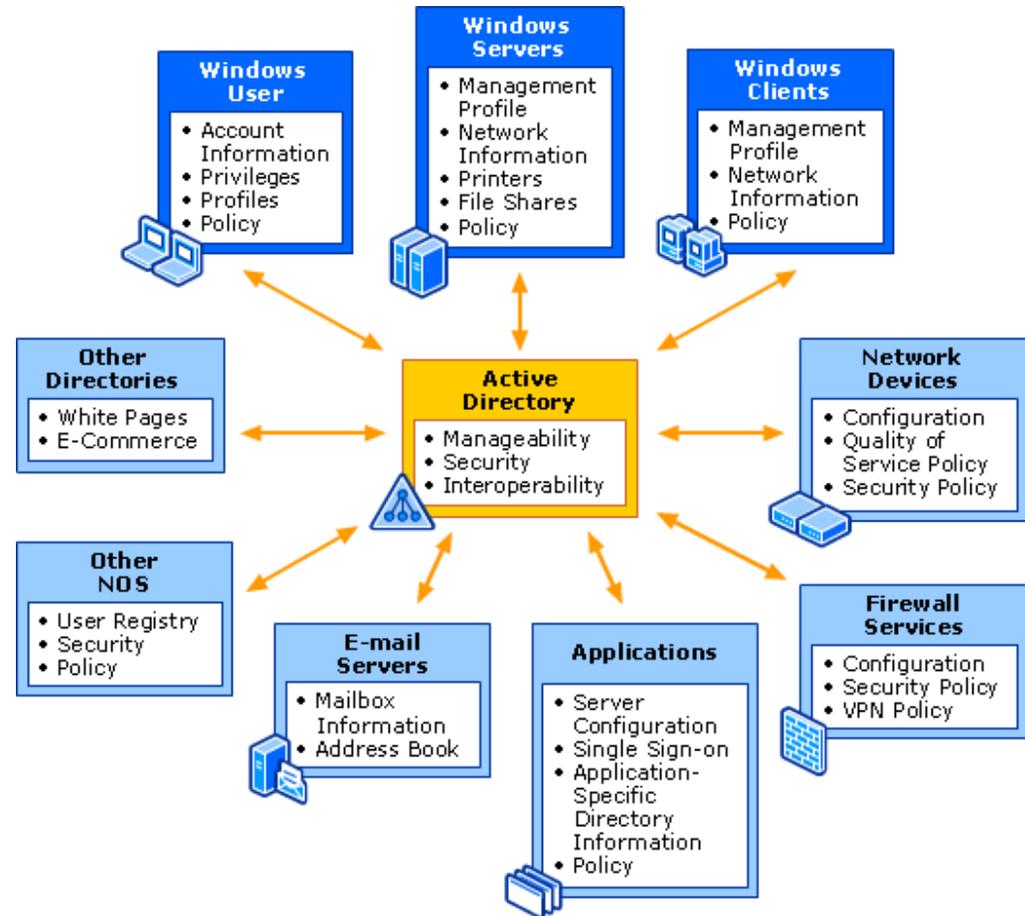
By Continuing You Agree to the Following: The use of this computer is intended solely for the purpose of work on behalf of Avalon Borough. Any information, software, data or files contained on this computer or the Avalon Borough domain is the property of Avalon Borough and may be viewed, modified and/or retained by the Borough. Internet usage on this computer may be monitored and is intended solely for the purpose of work on behalf of Avalon Borough. Access of or to inappropriate internet sites will be documented and repeated access will lead to disciplinary action. E-mail usage of the boroughofavalon.org domain is the property of Avalon Borough. Any emails sent or received using this domain may be viewed and/or retained by the Borough.

RECOMMENDATION No. 49 – NETWORKS SHOULD USE ACTIVE DIRECTORY.

Active Directory is a centralized database for security principles. This can be anything from a user account, group, group policy, file share, to objects like printers. It is the single place to administer every user account. Benefits of using Active Directory include the following:

- A SINGLE POINT OF ADMINISTRATION FOR ALL USERS AND GROUPS:** Active Directory creates its own Directory Service where all user accounts are kept. When a user logs on to their machine, the Active Directory server authenticates them, and then permits or denies their logon to that machine. Once it authenticates them, it also sets appropriate permissions for their account on the computer they are at.
- GROUP POLICIES FOR USER AND COMPUTER SECURITY AND CONFIGURATION:** Group policies are the way in which Active Directory makes bulk changes to the user environment at either the User or Computer level. Group policies are the best and most simple way to standardize a configuration across all machines in an organization.
- SOFTWARE DEPLOYMENT:** Active Directory can replace the requirement to manually install software on every machine. Active Directory can use Group Policy to automatically push out new software and upgrade packages, to all Borough owned machines. It is a simple process that reduces administration time drastically.
- INTEGRATION WITH EXCHANGE SERVER:**

 - This would only apply if the Borough decides to add Exchange Server in-house instead of using Exchange as part of Office 365.



In the end, Active Directory will help to administer multiple users across multiple machines.

RECOMMENDATION No. 50 - THE BOROUGH SHOULD KEEP COMPUTER OPERATING SYSTEMS UP TO DATE.

Most if not all of the computers utilized by the Borough are in need of operating system updates. Some computers are two or three versions removed from the most current version of the operating system. An updated operating system will greatly improve the reliability, security, and speed of a computer.

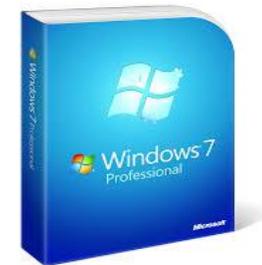
In the administrative department the computers are utilizing operating systems released in 2014 and 2015. Updates are free and are available as downloads. Updates to High Sierra, the most current operating system, can be made directly from Yosemite as well as El Capitan.



In the police department the computers are running on Windows 7 Professional, which was released in October 2009. Microsoft ended mainstream support for Windows 7 in January 2015. Extended support will end on January 14, 2020. It is still safe to use Windows 7 during this extended support period. Microsoft will continue to patch security threats but will not add any new features to the operating system.

RECOMMENDATION No. 51 - COMMIT TO A REDESIGN OF THE WEBSITE.

While the current website has a lot of useful information, it should be redesigned from time to time. Websites can quickly become stale and look outdated after a year or two. As technology changes new designs and new features such as social media integration should be considered. New technology also allows websites to become more mobile friendly, which is very important as more and more people use their phones as their primary means of accessing information.



The website should include all development ordinances, planning studies, marketing information (including this *Market Analysis*), and permitting information (including this *Economic Development Study*). The following should be included and updated on the Borough’s website for residents, businesses, and developers: development ordinances; up to date Zoning Map; code ordinances, the IPMC and adopting ordinance; signage ordinances; name and contact for permitting and development activity; building inspection; land development process; link to PennDOT contact information; updated Fee Resolution; utility contact names and

information; businesses to frequent within the Borough, and available commercial and industrial property. Potential residents, developers and private investors expect to find most of the information that they need on the website.

RECOMMENDATION No. 52 - PURCHASE A SOFTWARE PROGRAM THAT, AT A MINIMUM, CENTRALIZES PARCEL INFORMATION, PERMIT INFORMATION, AND COMPLAINT INFORMATION.

The Borough management personnel should carefully review the options and pricing for the land management and GIS asset management technology and determine which solution would best address the Borough’s needs. On-site and web-based demonstrations are available by the vendors and pricing should be clear and straightforward. Both initial start-up costs and ongoing support and maintenance costs should be evaluated.

The Borough would be best served by installing and maintaining a fully integrated system that will support a variety of functions and needs. The Borough has a robust permitting process and the recommendations that support economic development include adding a number of zoning and code enforcement activities. The Borough also has substantial GIS related needs such as MS4 permitting, street, sidewalk, and pavement management, street lights, traffic signal and sign maintenance, street trees, and sanitary sewer infrastructure. This type and level of activity requires a good permitting software interface and a robust and dynamic GIS system.



RECOMMENDATION No. 53- UPDATE THE SOCIAL MEDIA POLICY.

The Borough adopted a comprehensive social media policy in June of 2016. With new social media platforms cropping up all the time, the Borough should consider reviewing this policy on an annual basis in order to reflect industry changes. A sample technology policy is provided in **Appendix G**.

RECOMMENDATION No. 54 - INSTALL REMOTE ACCESS TO PUBLIC WORKS FACILITY.

The Public Works Department needs to be able to access information from their remote location. They will either need to access Borough servers via a virtual private network (VPN) or through a login to cloud based software. The public works director should be able to access and update parcel and complaint information on a daily basis.

RECOMMENDATION No. 55 - INSTALL CAMERAS IN ALL POLICE VEHICLES.

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

The advantage of having cameras in the vehicles include:

- It is a cost-effective step to document every interaction an officer has with a suspect.
- Cameras can protect the police department from unwanted lawsuits.
- If an officer is incapacitated in an incident, the in-car camera may help to capture the incident.

Cameras not only show if the citizens are abusing officers, but they can be used to train the officers themselves. Video footage can reviewed by supervisors to show the police officers what they are doing wrong. This creates a more professional environment for the police operation.

RECOMMENDATION No. 56 - THE BOROUGH SHOULD INSTALL GPS UNITS IN ALL BOROUGH VEHICLES.

It is important that the Borough be able to track and access information on Borough owned vehicles at all times. GPS information is typically accessed via a tablet or a personal computer, and should help the Borough to:

- Promote Safer Driving Habits - Safe driving is important GPS tracking would allow the Borough options to receive notifications whenever any vehicle is going faster than a set speed, accelerating too quickly, braking hard, or driving aggressively. This allows Supervisors to deal with the behavior of drivers and take appropriate disciplinary action to discourage these types of behaviors behind the wheel of Borough owned vehicles.
- Improve Record Keeping and Documentation - GPS tracking keeps track of miles driven, fueling, and can send alerts when routine maintenance such as oil changes and tire rotation is required. It can even keep a record of when a vehicle leaves the Borough.



RECOMMENDATION No. 57 - INSTALL A RESIDENT NOTIFICATION SYSTEM SUCH AS NIXLE OR SWIFT911.

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

APPENDIX A – PURCHASE ORDER PROCEDURE POLICY

PURCHASE ORDER PROCEDURE POLICY

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

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

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

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

I. BIDDING PROCEDURES:

1. The Borough Council shall appoint a Purchasing Agent for the Borough which may be the Borough Manager.
2. Except as otherwise authorized by the Borough Code, all materials, equipment, supplies and contractual services, when the estimated cost thereof exceeds _____, shall be purchased by formal written contract from the lowest responsible bidder. All sales of personal property which have become obsolete and unserviceable, when the estimated value shall exceed \$_____, shall be sold by formal written contract to the highest responsible bidder. Sales of real estate valued at \$_____ or more shall be sold by formal written contract to the highest responsible bidder. All awards shall be made by the Borough Council.
3. When the award is not given to the lowest responsible bidder, a full and complete statement of the reasons for placing the contract elsewhere shall be placed in the minutes of the Council meeting following the award. In interpreting this action, the burden of proof rests with the Borough, if other than the lowest responsible bidder is awarded the contract.

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

II. REQUISITION PROCEDURE:

1. The department supervisor (or designee) will initiate a requisition on a formal Borough requisition form for all purchases of commodities, including services, except for pre-paid items as defined by Borough policy, items under \$_____ (assuming the line-item budget will support the purchase), and emergency purchases as defined by Borough ordinance.
2. The requisition process is the required method of entering into a contract for payment of goods and services by the Borough, except as otherwise noted in this policy or by Borough ordinance.
3. Departments will follow the office supplies requisition procedure when requesting items inventoried by the Manager's Office.
4. The Purchasing Agent will ensure that inventoried supplies are adequate to meet the needs of the various departments without stockpiling excess supplies. The costs for such items will be distributed across the department budget line items at the time the respective department requests such items from the inventory.
5. The Purchasing Agent will utilize the requisition requests accumulated from the departments to determine the level of supplies to purchase in bulk and inventory for use by all departments.

6. Separate requisitions should be initiated when ordering for different funds (i.e. General Fund, Sewer Fund, Liquid Fuels Fund, Capital Fund, etc.)
7. Requisitions that are initiated under any grant program will be entered only by the Secretary in order to ensure that the expenses are recorded properly to the respective grant accounts. These requests should be provided by the department supervisor to the Manager in writing clearly identified as relating to a specific grant program. The accounting codes for grant programs will be available to the department supervisors.
8. Requisitions are sequentially pre-numbered by year.
9. All requisitions require complete vendor information, pricing, description, account distribution and justification before being sent to the Manager for approval (*this is the responsibility of the department supervisor*).
10. All vendors selected at time of requisitioning must have an address, phone number, and complete information on file.
11. If the vendor is not currently on-file, the department supervisor must provide the vendor information via e-mail to the Secretary who will set up a new vendor if appropriate.
12. The Purchasing Agent may change the vendor on a requisition if it is in the best interests of the Borough and/or department but will discuss this with the department supervisor prior to making the change.
13. Requisitions flagged as "over budget" will not be processed – the system will prevent the department supervisor from initiating such a requisition. In order to proceed, the department supervisor must provide written justification for the purchase and request an inter-department budget transfer in writing to the Manager.
14. After the Secretary verifies that funds are available, any necessary budget transfer must be approved by the Manager before the requisition can be processed.
15. Once the requisition is in order, the department supervisor submits it to the Secretary
16. The Secretary (or designee) will check the open requisition file each morning to review requisitions that are pending approval. It is the responsibility of the department supervisor to notify the Secretary of any emergency requisitions coming through the system.
17. The Secretary will verify that the requisition does not exceed the line-item budget, falls within the program goals of that department as outlined in the annual budget, and contains all appropriate vendor information, account distribution and pricing.
18. All requisitions meeting said guidelines will be approved by the Secretary. Once approved, the Secretary forwards the requisition to the Manager.
19. The Manager will check the open requisitions pending approval regularly and will provide approval (or disapproval) no later than _____ morning of each week. Only those requisitions that have been previously approved by the Secretary will be submitted for approval.
20. The Manager approves or rejects the requisition and returns it to the department supervisor with or without comments.
21. For requisitions over \$_____, the requisition will be submitted to the Commissioner of Finance for approval. Only those requisitions that have been approved by the Secretary and Manager will be presented for approval. The Commissioner will either approve the requisition or return it to the department supervisor with written comments.

- 22. Department supervisors are to check the open requisition file regularly to ensure that their requisitions have been approved, or to correct rejected requisitions if applicable.
- 23. Department supervisors should discuss rejected requisitions with the person rejecting it and re-submit if correctable.
- 24. Requisitions will be kept in hard copy format in the Manager’s Office. However, department supervisors may print hard copies of the requisitions at any time for their files.

III. PURCHASE ORDER PROCEDURE:

- 1. On each and every _____, all requisitions that have received final approval are converted to purchase orders by the Purchasing Agent. The system will automatically assign purchase order numbers in numeric sequence by year.
- 2. Requisitions from various departments may be combined into a single purchase order when using the same vendor. The Purchasing Agent may change the vendor on a requisition as discussed in #5 in the Requisition Procedure.
- 3. The conversion process will confirm purchase order approval. The budget allocation is not encumbered in the system until the requisition is converted to a purchase order.
- 4. The Secretary will process the purchase orders and print a Purchase Order Report that will be retained in a three ring binder and clearly marked “Purchase Order Reports.”
- 5. After the purchase orders are processed, the Secretary will print three copies of the purchase order in three different colors – white, yellow, and pink.
- 6. Copies of the purchase order will be distributed as follows:
 - White Copy – to department supervisor for placement of order via telephone or mail
 - Yellow Copy – to Secretary for file until invoice is received
 - Pink Copy – to be retained by department supervisor for use as receiving slip
- 7. Once the department supervisor has received the white and pink copy of the purchase orders, he/she may place the order accordingly since this assures that all required approvals are in order. Placing an order without having the purchase order in hand is prohibited by this written purchase order procedure policy except in the cases of emergencies as defined under the Borough ordinance.
- 8. Section _____ of the Avalon Borough Code states that “in case of actual emergencies, _____
_____”. The department supervisor must submit a confirming purchase order as soon as possible after the emergency that provides a record of the emergency, together with a report of the circumstances of the emergency.
- 9. Outstanding purchase orders will be reviewed monthly and reported to the department supervisors by the Purchasing Agent requesting explanations and updates.
- 10. Purchase orders outstanding at year end will be liquidated and re-issued against the new budget year, unless it is fulfilled within the sixty-day window for accruals.

IV. RECEIVING PROCEDURE:

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

APPENDIX B – 2017 POLICE CALLS FOR SERVICE

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APPENDIX C – IACP PATROL OFFICER CALCULATION

See following pages

APPENDIX D – TYPICAL WORK SCHEDULE

See Following Page

APPENDIX E – PCCD GRANT OPPORTUNITIES

FUNDING AND GRANTS PROCESS

HOW TO GET AND MANAGE FUNDS

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



REGISTERING

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

COMPETITIVE GRANT PROCESS

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

FEDERAL APPLICATION REQUIREMENTS

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

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

APPENDIX F – ON-LINE TRAINING OPPORTUNITIES

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

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

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

The evidence is clear. Online training is the way.

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

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

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

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

APPENDIX G - SAMPLE TECHNOLOGY POLICY

BOROUGH OF AVALON GENERAL INTERNET AND COMMUNICATIONS EQUIPMENT USE POLICY
ISSUE DATE: EFFECTIVE DATE:

1.0 POLICY

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

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

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

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

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

2.0 DEFINITIONS

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

3.0 USE OF INTERNET

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

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

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

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

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

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

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

4.0 E-MAIL

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

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

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

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

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

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

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

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

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

5.0 USE OF COMMUNICATION EQUIPMENT

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

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

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

6.0 PASSWORDS

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

6.2 EMPLOYEES MUST PROVIDE PASSWORDS TO THE _____ OR _____ UPON REQUEST.

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

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

SIGN OFF

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

EMPLOYEE

MANAGER

DATE _____